Beyond Primary Education
Challenges and Approaches
to Expanding Learning Opportunities

Proceedings of the 2008 ADEA Biennale on Education in Africa

Maputo, Mozambique, May 5-9, 2008
Beyond Primary Education

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This document is an account of the proceedings of 2008 ADEA Biennale on Education in Africa. The Biennale was held in Maputo, Mozambique, May 5-9, 2008. The views and opinions expressed in this report are those of the authors and should not be attributed to ADEA, to its members or affiliated organizations or to any individual acting on behalf of ADEA. The report was prepared by Anna Obura, education specialist and rapporteur for the Biennale.


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<tr>
<td>ACALAN</td>
<td>African Institute of Languages, Mali (Académie Africaine des Langues)</td>
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<td>ADEA</td>
<td>Association for the Development of Education in Africa</td>
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<td>AED</td>
<td>Academy for Educational Development</td>
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<td>AFD</td>
<td>French Cooperation (Agence Française de Développement)</td>
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<td>AfDB</td>
<td>African Development Bank</td>
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<td>AFIDES</td>
<td>International Francophone Association of School Heads (Association Francophone internationale des directeurs d’établissements scolaires)</td>
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<tr>
<td>AGETIP</td>
<td>State Implementing Agency, Senegal (Agence d’Exécution des Travaux d’Intérêt Public)</td>
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<tr>
<td>AMI</td>
<td>Association Montessori International</td>
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<tr>
<td>ANCEFA</td>
<td>Africa Network Campaign on Education for All</td>
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<td>AU</td>
<td>The African Union</td>
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<td>BMZ</td>
<td>Ministry for Economic Cooperation and Development, Germany</td>
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<td>BOCODOL</td>
<td>Botswana College of Distance and Open Learning</td>
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<td>BREDAC</td>
<td>Bureau Régional de l’Education en Afrique, UNESCO, Dakar</td>
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<td>BTEP</td>
<td>Botswana Technical Education Program</td>
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<td>BTVET</td>
<td>Business Technical and Vocational Education and Training</td>
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<td>CAPEF</td>
<td>Cabinet d’Appui en Education et en Formation, Senegal (Association for Education and Training)</td>
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<tr>
<td>CAR</td>
<td>Central African Republic</td>
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<tr>
<td>CBA</td>
<td>Competency based approach</td>
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<td>CBO</td>
<td>Community based organization</td>
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<td>CIDA</td>
<td>Canadian International Development Agency</td>
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<td>COMEDAF</td>
<td>Conference of Ministers of Education of the African Union</td>
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<td>CONFEMEN</td>
<td>Conference of Francophone Ministers of Education (Conférence des Ministres de l’Education des Pays ayant le français en partage)</td>
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<tr>
<td>CSO</td>
<td>Civil Society Organization</td>
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<tr>
<td>DANIDA</td>
<td>Danish International Development Agency</td>
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<td>DRC</td>
<td>Democratic Republic of Congo</td>
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<td>DSS</td>
<td>Direct Support (financing) to Schools</td>
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<td>ECD</td>
<td>Early Childhood Development</td>
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<td>EFA</td>
<td>Education for All</td>
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<td>Acronym</td>
<td>Full Name</td>
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<tr>
<td>ERNESA</td>
<td>Education Research Network for Eastern and Southern Africa</td>
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<td>ERNWACA</td>
<td>Education Research Network for West and Central Africa</td>
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<td>EU</td>
<td>European Union</td>
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<td>FAO</td>
<td>Food and Agriculture Organization</td>
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<td>FAWE</td>
<td>Forum of African Women Educationalists</td>
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<tr>
<td>FONAENF</td>
<td>National Fund for Literacy and Nonformal Education, Burkina Faso</td>
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<tr>
<td>(Fonds national pour l’alphabétisation et l’éducation non formelle)</td>
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<td>FTI</td>
<td>Fast Track Initiative</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GER</td>
<td>Gross Enrolment Ratio</td>
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<td>GMR</td>
<td>Global Monitoring Report on EFA, UNESCO</td>
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<td>GNP</td>
<td>Gross National Product</td>
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<td>GTZ</td>
<td>German Cooperation <em>(Deutsche Gesellschaft fuer Technische Zusammenarbeit)</em></td>
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<tr>
<td>HIV/AIDS</td>
<td>Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome</td>
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<td>IBE</td>
<td>International Bureau of Education, UNESCO</td>
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<td>ICT</td>
<td>Information and communication technology</td>
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<tr>
<td>IICBA</td>
<td>International Institute for Capacity Building in Africa, UNESCO</td>
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<tr>
<td>IIEP</td>
<td>International Institute for Educational Planning, UNESCO</td>
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<td>ILO</td>
<td>International Labour Organization</td>
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<td>INSET</td>
<td>In-Service Education and Training</td>
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<td>IS</td>
<td>Informal Sector of the economy</td>
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<td>IT</td>
<td>Information Technology</td>
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<td>LLL</td>
<td>Lifelong Learning</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>MINEDAF</td>
<td>Conferences of the Ministers of Education of African Member States, UNESCO</td>
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<tr>
<td>NAMCOL</td>
<td>Namibia College of Open Learning</td>
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<td>NEPAD</td>
<td>New Partnership for African Development</td>
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<tr>
<td>NER</td>
<td>Net Enrolment Ratio</td>
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<td>NFE</td>
<td>Nonformal Education</td>
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<td>NGO</td>
<td>Nongovernmental organization</td>
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<tr>
<td>NQF</td>
<td>National Qualification Framework</td>
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<td>ODL</td>
<td>Open and Distance Learning</td>
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<td>Abbreviation</td>
<td>Description</td>
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<tr>
<td>OECD</td>
<td>Organisation for Economic Cooperation and Development</td>
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<td>PASEC</td>
<td>Programme d'analyse des systèmes éducatifs de la CONFEMEN</td>
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<tr>
<td>PBE</td>
<td>Post-Basic Education</td>
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<tr>
<td>PPE</td>
<td>Post-Primary Education</td>
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<tr>
<td>PPET</td>
<td>Post-Primary Education and Training</td>
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<tr>
<td>PRIMTAF</td>
<td>Institutional Strengthening for Technological Development in Francophone Africa (<em>Programme de renforcement institutionnel en matière technologique en Afrique Francophone</em>)</td>
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<tr>
<td>PRSP</td>
<td>Poverty Reduction Strategy Papers</td>
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<td>PTA</td>
<td>Parent/Teacher Association</td>
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<td>PTR</td>
<td>Pupil/Teacher Ratio</td>
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<tr>
<td>RAC</td>
<td>Community Apprenticeship Reintegration Programme, Congo (<em>Réinsertion par apprentissage communautaire</em>)</td>
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<td>redEtis</td>
<td>Network for Education, Labour and Social Insertion, IIEP, Buenos Aires</td>
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<tr>
<td>SACMEQ</td>
<td>Southern and Eastern Africa Consortium for Monitoring the Quality of Education</td>
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<tr>
<td>SAQA</td>
<td>South African Qualifications Authority</td>
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<td>SEIA</td>
<td>Secondary Education in Africa Initiative</td>
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<tr>
<td>SMASSE</td>
<td>Strengthening of Mathematics and Science in Secondary Education</td>
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<td>SSA</td>
<td>Sub-Saharan Africa</td>
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<td>SWAp</td>
<td>Sector-wide Approach</td>
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<td>TVET</td>
<td>Technical and Vocational Education and Training</td>
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<td>UIL</td>
<td>Institute of Lifelong Learning, UNESCO, Hamburg</td>
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<td>UNAIDS</td>
<td>Joint United Nations Programme on HIV/AIDS</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
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<td>UNEVOC</td>
<td>United Nations International Centre for Technical and Vocational Education and Training</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children's Fund</td>
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<td>UPE</td>
<td>Universal Primary Education</td>
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<td>USE</td>
<td>Universal Secondary Education</td>
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<td>VTC</td>
<td>Vocational Training Centre, Namibia</td>
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<td>WCAR</td>
<td>West and Central Africa Region</td>
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<td>WDR</td>
<td>World Development Report, World Bank</td>
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<td>WG</td>
<td>Working Group</td>
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</table>
WGES  ADEA Working Group on Education Statistics
WGESA  ADEA Working Group on Education Sector Analysis
WGHE  ADEA Working Group on Higher Education
WGMSE  ADEA Working Group on Mathematics and Science Education
WGNFE  ADEA Working Group on Nonformal Education
WGPPE  ADEA Ad Hoc Working Group on Post-Primary Education
The Association for the Development of Education in Africa (ADEA) held its 2008 Biennale on Education in Africa at the Joaquim Chissano Conference Center in Maputo, Mozambique, May 5-9, 2008.

The meeting, organized in conjunction with Mozambique’s Ministry of Education and Culture, was officially opened by the President of Mozambique, the Prime Minister of Tanzania and the Minister of Education of Algeria, representing the President of Algeria.

The Biennale brought together 647 participants and recorded a ministerial level participation of 66 ministers, 21 ADEA Steering Committee agency members and 100 other technical and funding agencies and NGOs/CSOs. This was by far the largest turnout ever for an ADEA Biennale. Members of the ADEA working groups, researchers, academics and resource persons from countries in Africa and elsewhere also participated in the proceedings. The list of participants appears in Appendix I.

The Biennale, a major regional event and an exceptional meeting point for the main stakeholders in educational cooperation in Africa, is first and foremost a key moment for policy dialogue on education. The aim of the meeting is to promote reflection based on the exchange of knowledge and experience with regards to themes that are vital to the future of education in Africa. For ADEA, the meetings also represent a high point in the life of the Association and a unique opportunity to enhance and broaden its thinking and guide its future activities.

**Issues, themes and objectives of the 2008 Biennale**
The main purpose of the 2008 Biennale was to encourage and foster frank, open dialogue on post-primary education. This policy dialogue was informed by 123 case studies and papers contributed by African ministries of education, their technical and financial partners, education experts and research networks in Africa and other regions of the world, including the ADEA Working Groups.

For nearly two decades, efforts in education have focused on the EFA goals or universal primary education. The progress made in Africa, though differing from one country to another, has been remarkable on the whole, particularly since the Dakar World Education Forum in 2000: a boom in the number of children in school, strong growth in gross admission and enrollment rates, and improvement in the gender parity index and completion rates, leading to a substantial increase in school system capacity in Africa.
However, as great masses of pupils reach the end of primary education, at least three major problems have risen: the difficulty of managing flows efficiently and equitably, congestion at the end of primary school and the beginning of secondary education, and lack of learning opportunities for children leaving primary school at the age of 12 or 13. Furthermore, the aspiration to raise the general level of education in Africa, particularly that of young people, as a fundamental human right and as an investment for development, is pushing countries to cater for learning opportunities going beyond primary education.

Based on a working definition and a detailed concept document elaborated with a large spectrum of stakeholders, ADEA’s approach towards post-primary education was holistic, integrated and diversified. Within the overall theme of post-primary education, three sub-themes were identified and explored in greater detail:

- Towards 9-10 years Education For All: Promising Policies and Strategies
- Skills Development and the World of Work: Challenges for Education and Training
- Preparing Knowledge Workers for Africa’s Development: Articulating Upper Secondary with Higher Education

Furthermore, a set of cross-cutting issues was identified and addressed in each of the sub-themes: policy and governance; financing (resources, needs and sustainability); access and equity; education and training personnel; curriculum and skills development; articulation and assessment.

A Maputo Consensus for a paradigm shift in post-primary education emerged from the Biennale discussions, which are reported in the present proceedings of the Biennale and the final synthesis report. At the core of this paradigm shift is the large and diversified demand for education opportunities which calls for the need to develop holistic, integrated and diversified education systems with different pathways, in order to be able to reach all, irrespective of background and circumstances, and to respond to the demands of all learners in terms of different forms of knowledge and skills, relevant in social and economic terms (for life, society, and work), and to be translated in curricular terms, that should lead to the achievement of successful and relevant outcomes for all.

**Organization of the Biennale**

The proceedings of the Biennale were divided into several parts, combining plenary and parallel sessions and round-tables.

The official opening session allowed participants to hear the addresses of the President of Mozambique, the President of Algeria – read by the Minister of Education of Algeria – and the Prime Minister of Tanzania, representing the President of Tanzania and AU Chair. Speeches by the ADEA Chair, the Chair of the ADEA Bureau of Ministers, the Director General of UNESCO, the Chair of the Forum for African Women Educationalists (FAWE), the Vice-President, Operations, of the African Development Bank (ADB) and the representative of the World Bank were also heard.
The deliberations began with four introductory plenary sessions:

- Keynote speeches on three themes: education as driver for development, genomes and climate change in Africa, and HIV and AIDS – finding effective approaches in post-primary education;
- Introductory presentations on the 2007 World development Report, the 2008 EFA Global Monitoring Report, the challenges facing EFA, and an African exploration of the East Asian education experience.
- Presentations on the development of post-primary education in Africa: these included a synthesis report of the SEIA Initiative, a presentation of the Kigali call for action for an expanded vision of basic education for Africa and a presentation of the 2008 African Economic Outlook Report published by the OECD and the AfDB on Technical and Vocational Skills.
- Presentations on the analytical work carried out by ADEA on the overall theme of Post-Primary Education and on the three sub-themes: Towards 9-10 years of Education for All – Promising practices and strategies; Skills development and the world of work: Challenges for education and training; Preparing knowledge workers for Africa’s development: Articulating upper secondary with higher education.

After the opening and introductory sessions, a combination of plenary and parallel sessions were held to examine in depth the three main themes and cross-cutting issues.

The Biennale ended with two plenary sessions: one to present the main conclusions of the Biennale and the other to present perspectives for follow-up work to the Biennale. The last session also provided participants with the opportunity to hear the report of the meeting of the Caucus of Ministers, which was held just prior to the opening of the Biennale.
Opening Session
Opening Address of his Excellency, the President of Mozambique

His Excellency the President of Mozambique, Armando Emilio Guebuza, expressed the gratification and honor felt by Mozambique in welcoming the Biennale of ADEA to Maputo and the importance of scientific exchange afforded by the forum of ADEA, the opportunity for dialogue among Africans, and between Africa and other continents.

He expressed his sincere hope that the outcomes of the Biennale would meet the challenges facing the children of Africa and develop a consensus on the way forward. He congratulated ADEA on its twenty years of activities and great achievements and warmly welcomed the diversity of actors brought together by ADEA to identify and analyze the problems of education in Africa, and to develop strategies for overcoming obstacles.

He noted the importance of vocational training for stimulating employment; the new reforms in this field being undertaken in Mozambique; the plans for increasing applied research at the tertiary level; and links already strengthened between students and the community through the férias nos distritos (district focus days program). The President appealed for ‘African solutions to African problems’ and urged universities to focus on this challenge. He cited...
Mozambique’s *Escola Verde*, the Green Schools Project, which involves children in annual fruit tree planting, to improve local dietary intake; to change attitudes and behavior regarding manual work, farming and the physical environment; and to involve children in modest activities which can nevertheless have an impact on global warming.

The President urged education planners to take cognizance of contemporary issues such as ICTs and of the need for Africa to use its vast resources to advantage. He expressed gratitude to the international partners. The President declared the Biennale open.

**Address of the Chair of the Caucus of Ministers of ADEA**

The Chair of the Caucus of Ministers of ADEA, the Honorable Madame Rosalie Kama-Niamayoua, thanked the President, the Government and the people of Mozambique for their gracious welcome to the ADEA participants, stating that since 1975 and the struggle for liberation Mozambique has symbolized great courage for Africa. As Chair of the ADEA Ministers’ Caucus, she welcomed the delegates to the Biennale and highlighted the aims of ADEA to develop a more effective partnership between ministers of education in Africa and development partners. Education is the driving force of knowledge production, of skills development and of enlightenment. She appealed for a holistic approach to education planning, for new attention to secondary, tertiary and post-primary vocational education, in the spirit of the Second Decade for Education in Africa, launched in Maputo in 2006.

**Address of H.E. the President of Algeria, read by the Minister of Education of Algeria**

The Minister of Education for Algeria, the Honorable Boubekeur Benbouzid, brought greetings to the Biennale from the President of Algeria, His Excellency Abdelaziz Bouteflika, who was unable to attend the Biennale. The Minister read the speech of the President of Algeria, who welcomed the inclusion for the first time of Northern African countries in ADEA. He noted the enormous sacrifices made by the peoples of Africa to support the education sector. Demographic pressure had created its own challenges. CONFEMEN’s second meeting in April 2005 in Algeria had noted the achievements of the First Decade for Education in Africa and spurred the development of further goals. The United Nations’ 2007 mid-term analysis of gains made in reaching MDGs acknowledged the rise of enrolments across the continent, from 57 percent in 1999 to 70 percent in 2005. Nevertheless, the 30 percent of children still out of school were a matter of urgent concern.

The United Nations steering group on MDGs for Africa had noted the importance of following-up on pledges made for achieving MDG plans; of ensuring predictable financing from international development partners; and strengthening of joint efforts towards promoting MDGs. NEPAD had been set up to confront the problems of political instability and conflict, poor governance and waste. At
the same time NEPAD was a strong advocate of education as a priority for development.

Address of the Chair of the African Union to the Biennale
The Prime Minister of Tanzania, the Honorable Mizengo Peter Pinda, representing the current African Union Chair, His Excellency the President of the United Republic of Tanzania, Jakya Mrisho Kikwete, brought a message of support to the Biennale. It was hoped that the Biennale would recommend implementable outcomes derived from African experience to further strengthen education systems in Africa. Science subjects, ‘practical education’, ICTs would need more emphasis in the future to generate scientific and technological innovation.

Due to the urgent problems facing Africa, such as poverty, disease, environmental degradation, war and conflict, political instability and bad governance, education would need renewed emphasis if the continent was to achieve the education goals of the Second Decade for Education in Africa and the MDGs. Tanzania had met the gender equality goals, the net enrolment rate (NER) reached 97.3 percent in 2007, while secondary NER rose from 6.3 percent in 2003 to 20.6 percent in 2007. Classrooms were being built at an unprecedented rate through government and community partnership and private sector provision was expanding, but lack of teachers remained the major challenge for the Government.

The Chair of the African Union reminded international partners of their 2005 pledge at the World Summit: “We commit ourselves to continuing to support the efforts of the developing countries in the implementation of Education for All Initiative, including with enhanced resources of all types through the Education for All Fast Track Initiative in support of country-led national education plans”. Education system growth was seen as dependent on economic growth, which needs to provide sufficient resources for the development of the sector. President Kikwete noted that a growth rate of 8 to 10 percent would be required in order to guarantee the security of the sector. He concluded by recommending that an AU Report on Education be prepared annually, highlighting achievements and shortfalls, and examples of good practice in Africa to be recommended to fellow nations.

Address of the Minister of Education and Culture of Mozambique
The Minister of Education and Culture of Mozambique, the Honorable Aires Bonifacio Baptista Ali, expressed the appreciation of the conference for the presence of the President of Mozambique at the Biennale who had been

Lack of finance... and stringent conditionalities on the transfer of technological and scientific knowledge to Africa really hinders what we want to achieve in our education plans.

Chair of the African Union

The aim of education is to build a modern nation where improved quality of life and well-being will no longer be a dream but will become a reality for every Mozambican citizen.

Minister of Education and Culture, Mozambique
a distinguished educator during the liberation of the country, a teacher, an inspector and a regional director of education. He contributed significantly to transforming the colonial institution of the school system into a national and Mozambican concept. He warmly welcomed ADEA delegates to Maputo.

The Minister described the efforts of Mozambique in working for the goals of EFA, notably in school construction, the building of teachers’ houses and training of teachers, in order to provide quality education. He pledged the commitment of the Ministry of Education in Mozambique to address post-primary education, with a view to producing skilled workers for the future and eliminating poverty. In the future, there would be a focus on science and technology programs to strengthen the several ongoing education reforms which included the vocationalization of secondary education. The education sector aimed to respond to societal needs. Mozambique was ready to share with the Biennale the nation’s experiences in the education sector and to learn from colleagues.

Address of the Chair of ADEA
The Chair of ADEA, Mr. Dzingai Mutumbuka, welcomed delegates to the Eighth ADEA Biennale on Education in Africa, reflecting on the first Biennale in 1993 and the others that have followed every two years since that date.

The current Biennale was welcoming over 600 participants and, among them, 60 ministers of education. The meeting marks a number of firsts: the first hosting of an ADEA Biennale by a Lusophone country and the first time participation of northern African countries, who were particularly welcomed. Mr. Mutumbuka said ADEA was gratified that Biennale meetings not only provided an opportunity for exchange but had become a useful forum for building contacts and partnerships.

Acknowledging the challenges facing Africa he underlined the importance for education systems to address youth unemployment, post-conflict reconstruction in many countries, the production of skills and high level expertise from post-primary education subsectors, to reduce continuing illiteracy (running at 40 percent in Africa as compared with the global rate of 18 percent) and increase the average number of school years from 6.8 years in Africa (2001) to a level commensurate with 12.8 years of average schooling in developed countries.

Speech of the Director General of UNESCO
The Director General of UNESCO, Koïchiro Matsuura, expressed his satisfaction to ADEA on the occasion of the Eighth Biennale, noting that Mozambique was an example of national achievements in education resulting from good

Africans need to redesign curricula that will ensure that every African citizen can compete and contribute to the economic and social Renaissance of Africa in the world.

Chair, ADEA

EFA is vital to reaching other development objectives. Evidence shows that basic education has the greatest impact in terms of social equity and pro-poor economic growth... Africa and Education are, and will remain, the Organization’s top strategic priorities.

Director General of UNESCO
leadership and firm political commitment to education. He thanked the Executive Secretary of ADEA, Mamadou Ndoye, for having been a longtime friend to UNESCO and a tireless champion of the right to education, particularly for vulnerable and marginalized children.

He hoped that UNESCO’s support to ADEA – in hosting ADEA at UNESCO’s International Institute of Education Planning and in other ways – had contributed in some way to ADEA’s significant achievements in furthering education in Africa. He lauded ADEA’s move to Africa, to be hosted by the African Development Bank, and the collaborative, recent work that ADEA had embarked on with the African Union. He was happy to announce the posting of Madame Ann Thérèse N’dong-Jatta as Director of BREDa (Bureau régional de l’UNESCO pour l’éducation en Afrique), UNESCO’s Regional Office in Africa.

ADEA had no doubt selected the theme of post-primary education for the current Biennale as a consequence of achievements in primary level expansion. Africa’s success in this domain had been rapid and globally acknowledged, rising by 36 percent, to the current figure of about 29 million children enrolled in school. The second significant gain was the expansion of basic education to include junior secondary school, with a focus on preparation for the world of work, as defined by the 2007 Kigali Call to Action. Third, enrolments at secondary level had risen by about 55 percent between 1999 and 2005, an unprecedented global phenomenon, and higher education enrolments by about two thirds. Gender parity had increased at the primary level over this same period.

Challenges remain, however, since Africa has the highest global drop-out rate and 45 percent of the children (33 million) still out of school, of which 54 percent are girls. The quality of education is a matter of concern due to lack of qualified teachers. To reach the 2015 MDGs it is estimated that 3.8 million more qualified teachers will be required in Sub-Saharan Africa. Other EFA goals remain elusive, for example, adult literacy and early childhood education. Secondary enrolments, despite massive expansion, had reached only 32 percent and those enrolled in higher education constitute only 5 percent, while gender disparity had, in some cases, widened. Other major concerns include the under-five mortality rates and maternal mortality ratios, which remain the highest in the world. HIV prevalence and the current food crisis present new challenges.

UNESCO is working to strengthen assistance to Africa, particularly through the education cluster of the UN Secretary General’s MDG Africa Initiative and ahead of the...
G8 meeting in July [2008]. UNESCO advocates for new and innovative delivery of education at post-primary levels and increased quality and relevance, such as the expansion of TVET, and curricula which foster responsible lives and the values of sustainability, respect and dialogue.

We must... foster skills that lead not just to productive but also to responsible lives ... let us teach also the values of sustainability, respect and dialogue

*Director General of UNESCO*

**Address of the World Bank representative**
The Sector Director, Mr. Yaw Ansu, Human Development Department, Africa Region, of the World Bank, transmitted to the Biennale the warm greetings from the World Bank Africa Region Vice President, Oby Ezekwesili. ADEA is appreciated for the substantive dialogue that characterizes its meetings, as a powerful marketplace of ideas and experience. The Biennales are seen as an unparalleled occasion for cross-country sharing and learning, and frank exchange.

The current continental average economic annual growth rate of 5.5 percent was noted, as compared with a mere 2 percent in the 1990s. The new Asian investment partners in Africa, India and China, were acknowledged. Strategic choices for post-basic education expansion need to reflect budgets, human resources and institutional capacity and to respond to youth employment needs. The 200 million people between 12 and 24 years have quadrupled since 1950 and will double by 2050.

**Address of the Chair of FAWE (Forum for African Women Educationalists)**
The Chair of FAWE, Madame Simone Comarmond, thanked the Government of Mozambique, the Ministers of Education present at the Biennale and development partners for support given to FAWE over the years. FAWE is now working in 35 countries and is known across the continent. Girls’ enrolments have increased significantly at the primary level, to 94 percent of children enrolled in schools. However, Sub-Saharan Africa education indicators remain below that of other regions in the world.

FAWE’s five-year strategic plan for 2008-2012 has chosen new avenues for action. Given that the lack of women teachers in rural areas hampers girls’ participation in education, FAWE aims to increase the number of women applying for teaching posts. In FAWE’s national centers of excellence graduates will be oriented towards teaching ca-

Looking beyond primary education resonates indeed with the aspirations of Africans. Creating multiple avenues, including non-formal options and creative use of technology for delivery of education, for these young citizens to obtain the skills and experience for a successful transition into the world of work is not only a policy priority but also a moral obligation...

*Sector Director, Human Development Department, World Bank*

Governments will need to count on the goodwill of organizations such as ours to lend support and to provide alliances to win what we know is a ‘winnable’ war.

*Chair, FAWE*
A second innovative approach consists of targeting never-schooled girls and girls who have dropped out of school in post-conflict countries, which includes (a) encouraging increased school access and (b) providing skills training with a view to increasing income generating activities, especially in nontraditional jobs. Initiatives have started in Burundi, Liberia and Sierra Leone.

**Address of the Vice President, Operations, African Development Bank**

The African Development Bank, through the Vice President of Operations, Dr. Zeinab El Bakri, thanked ADEA for the invitation to the Biennale and lauded the choice of theme for the Eighth Biennale since Africa is in need of a more comprehensive and systematic approach to skills development.

She noted that, in addition to the EFA goals still unattained, as listed by a previous speaker, the broad learning needs of young people and adults were still inadequately addressed by education sector programs. Given the upturn in many African economies, due to growing peace and stability, improved governance and economic reforms, foreign direct investment flows have more than tripled. More skilled and highly competent workers are needed to sustain this growth. It will be vital for our universities to develop capacities among the youth for regional integration and trade, and for ensuring that Africa benefits from bilateral and international trade agreements in order to build sustainable financial systems. Well focused support to post-conflict countries will enable them to reconstruct the state.

The African Development Bank (AfDB) has developed two strategies relevant to the theme of the Biennale: the development of a Higher Education, Science and Technology Strategy for reforming and transforming higher education systems in Africa, which includes support to secondary education as a vital foundation for higher education; and the establishment of a High Level Panel on the future of the AfDB, which has already concluded that AfDB should increase assistance to vocational training, higher education, science and technology. The exodus of Africa's trained health workers to Europe was noted.

The African Development Bank congratulated ADEA on moving to Africa, on strengthening links with the Bank and warmly welcomed the organization to its new location, housed by the Bank in Tunis. Dr. El Bakri said that over and above the mere geographical location of ADEA under the same roof as the AfDB, it was hoped that the presence of ADEA would provide increased opportunity for the Bank to communicate with educationists in Africa.
Keynote speeches
INTRODUCTION

The Executive Secretary of the Association for the Development of Education in Africa, Mamadou Ndoye, welcomed participants warmly. He explained that the primary objective of the Biennale was exchange, an exchange of ideas, research findings and experiences, which should propel the continent into action.

He noted that fruitful dialogue had been created across the continent to achieve universal primary education; consensus had emerged; financial and resource mobilization had taken place; and the result was real progress. The challenge facing Africa today is how to expand post-primary education. ADEA has invited diverse stakeholders to Maputo to explore new horizons, to achieve a new consensus and to mobilize funds and resources yet again. The Biennale will present findings and lessons learned from many recent studies commissioned on post-primary education, will urge ministries to develop new holistic policies for the education sector, and provide articulation and flexibility of access. The aim of the Biennale is to promote a new approach to education planning at the post-primary level. At the end of the Biennale, ADEA wished to hear from participants what they had learned and how they would move into action.

Chair:
Hon. Rosalie Kama-Niamayoua, President of the Caucus of Ministers, ADEA, and Minister of Education, Republic of Congo

Keynote Speakers:
Karin Jahr de Guerrero, Ministry for Economic Cooperation and Development (BMZ), Germany; Wilmot James, Executive Director of the Africa Genome Education Institute, South Africa; Fr. Michael Kelly, researcher on HIV and AIDS in the education sector, Zambia
Three keynote addresses on the first day of the meeting set the tone of the Biennale, encouraged participants to think broadly in terms of Africa’s developmental needs, to choose wisely among the strategies for achieving them and to keep in mind the continent’s social challenges and the rapidly evolving context of global technology. Vital issues were spotlighted, such as the expansion of post-basic and high quality university education in Africa, the critical need for more scientists to boost evidence-based decision making at the highest political levels, and the continuing challenges to the health and well-being of the peoples of Africa, all of which need to be addressed by education sector planning. The speakers included voices from international partners in African education, and the African community of scientists and social science research.

**Education as a Driver of Development—Approaches, Experience and Prospects for Expanded Learning Opportunities**

*The demand for post-basic education in Africa is high, requiring intensified and collaborative assistance from international partners*  
*Uneducated, unemployed, unskilled and disillusioned youth are a significant danger to peace and stability*

Karin Jahr de Guerrero gave the first keynote address. She noted the well documented impact of Education for All and the Fast Track Initiative with regard to primary education; and the 20 percent expansion of secondary school enrollments between 1999 and 2004. She called for synergy in action to address the education needs of the 1.3 billion young people between 12 and 24 years in developing countries, most of whom have been excluded from post-basic education. She pointed out that when millions of teenagers have no hope of continuing their education, no hope of employment and are without prospects for the future, this constitutes a threat to peace. It is youth who are most prone to violence and conflict, and whose actions can endanger other development actions and security itself. This reminds us of the importance of viewing education as a force for crisis prevention and for peace building.

She emphasized the value of general education at lower secondary (or upper basic) levels, of ‘high quality and modern education’, the need for flexible systems at post-basic levels and for high quality tertiary education. The issue of relevance of education and of making young people fit for life demands review of curricula, specialist teachers and flexible post-basic programs tailored to changing markets and to social demands.

There was insufficient appreciation of the fact that investment in education does not produce an immediate result, that it is a long-term process. Demonstration of impact was vital, to spur continuing commitment to education. This would require the development of reliable instruments for monitoring and measurement of change at the individual and social level, and of the economy.
For the German Government, capacity building remained one of the most important challenges in its assistance to developing countries, strengthening individual and institutional capacities. Jahr de Guerrero quoted one of the most memorable statements of the recent Capacity Development Forum in Germany, which underlined the interdependency of capacity building and the education sector. Innovative successful practices on the continent needed to be disseminated through existing networks, including the ADEA network. To conclude, she noted that the tools and techniques of education management had been identified; and that partnerships between governments, civil society and the private sector were critical for the expansion and improvement of post-basic education, as well as listening to the voices of youth.

**Genomes and Climate Change in Africa**

The future of Africa depends on the production of African scientists and the production of knowledge relevant to Africa’s development.

Evidence-based decision making at political levels is critically lacking at present in Africa.

The message to the ADEA forum from Wilmot James of the Africa Genome Education Institute was, in a nutshell, the need for increasing the role of science-based decision making in Africa. He stressed that African researchers were critical to the production of more knowledge, knowledge relevant to Africa, which would enhance evidence-based policy making on the continent. The future of Africa depended on it.

As examples of areas critical to development planning across the continent, James cited the science of genomics and the study of climate change. Genomics is the application of modern genetics and molecular biology. Genomes are the packets of information that direct the development of any reproducing organism from bacteria to modern human beings. Genomic applications require inputs from philosophy and bio-ethics to prevent possible negative intrusion into the lives of individuals. Understanding climate change depends on the disciplines of earth sciences, climatology and biogeography.

Genomics is now applied to medicine, forensic genetics, used in justice systems and police forensic laboratories, and has potential for expanded applications in biology and the social sciences. Molecular biology has already provided tools to predict health outcomes and is revolutionizing clinical practice. The most likely first impact to be felt in Africa will be preventive medicine. Bacterial genomes have several significant industrial and environmental
applications yet very few African countries are currently involved in biotechnology research. The key to protecting the environment, to preventing more loss of plant, animal and human life – removing carbon dioxide from the atmosphere, treatment of wastewater, production of new sources of renewable energy, stemming ocean level rise and desertification, halting the correlation of rising temperatures and increased mosquito infestation, ensuring food security – lies in these fields of research. An understanding of climatology and genomics is critical for the development of sound policies on land use but is little appreciated at present in Africa.

James called for heightened investment in human resources. He said that the production of African scientists at the highest levels and the establishment of scientific centers of excellence were critical in order to research into a wide range of development issues including land use, and the prevention and treatment of the diseases that continue to decimate the population of Africa, such as malaria, TB and HIV/AIDS, which have not yet received the global research attention required. His vision was the creation of well-resourced scientific institutions linked to universities across Africa.

**HIV and AIDS: Finding Effective Approaches in Post-primary Education and Training in Africa**

Post-primary education targets the very group most infected by HIV and is a proven deterrent of the infection.

Secondary school and university HIV prevention program need more support; they are rare in TVET contexts; and grossly inadequate for out-of-school children and youth.

Post-primary education addresses the very target group, adolescents and youth, that are most at risk from HIV. They are sexually active, mainly unmarried, and three quarters of those infected in the 15-24 years age bracket are female. Well documented physiological and sociocultural factors constitute specific threats to girls and young women. However, comparatively few children access secondary education in Africa, which could be expected to teach them healthy lifestyles. Transition rates from primary to secondary are reported between 67 and 52 percent in West/Central and East/Southern Africa, but as many as 22 countries have less than 20 percent of the age group in secondary school. While female net enrolment at the secondary level is as low as 23 percent (28 percent males).

We do not understand how changing rainfall patterns will alter the epidemiology of infectious disease where water is the vector, like cholera... There is the issue of the effect of climate change on agriculture and food security in Africa.

_Wilmot James, Africa Genome Education Institute, South Africa_

Everything the sector can do to prevent the epidemic or to help those affected by it is something that will lead to a better functioning, more comprehensive and more developed education sector.

_Michael Kelly, ADEA Biennale (2008)_
According to Michael Kelly, an authoritative researcher on HIV and AIDS in the education sector, based in Zambia, a recent study conducted by the ADEA Working Group on HIV and AIDS reports an encouraging change of behavior in some countries and evident signs of change in others (Allemano and Nzioka, ADEA 2008). ‘Education works’ was the heartening message to the ADEA meeting. Research now demonstrates a correlation, since the mid 1990s, between longer years of schooling, particularly with secondary schooling, and lesser rates of HIV prevalence. It points to the general cognitive and social skills acquired through schooling that appear to help young people internalize messages coming from a variety of sources (the media, peers, traditional and religious leaders, etc.) and to develop values, attitudes, skills and knowledge necessary for making informed choices, lowering personal risk. Second, education contributes to poverty eradication and to the reduction of gender inequalities and female disempowerment, contexts in which HIV and AIDS thrive. Third, while education in general reduces HIV risk, designated and well designed HIV programs are considered the most effective tool of prevention.

Little research has been done on the response of TVET to HIV prevention programs, or those of nonformal education programs, although the latter claim to give them some attention. Unfortunately, universities tend to rely on student driven programs and, with the exception of the National University of Rwanda, fail to institutionalize programs at this level.

The dilemma is stark: Africa has the highest proportion and highest number of people living with HIV and AIDS in the world yet fewer youth in Africa access post-basic education than in any other region. Unless the education sector opens its doors to increased numbers of students at the PBE level, only a minority of youth – and a still smaller proportion of girls – will benefit from the protective instrument that formal education represents. Second, girls have the highest rate of HIV infection, and are very poorly represented at secondary and tertiary levels. To turn around the HIV epidemic, female participation needs to be increased at the post-basic level and up to the highest levels of university education. The corollary of such a policy is steps to improve learning efficiency, which will ensure that the curriculum offered is effectively learned, and that skills for avoiding risks will indeed be assimilated.

Kelly threw the challenge to ministries coping with already overburdened curricula to continue to concentrate on academic subjects or to devote some of that curriculum time to HIV prevention programs in order to ensure that young people will live and live more healthily. He acknowledged that this is a hard choice to make but insisted that education managers must make the choice.

Taking account of lessons learned across the continent, Kelly argued for embedding HIV prevention programs into a broad framework which encompasses not only sexual and reproductive health but a wide health, social and developmental curriculum. He reminded participants that there is a certain amount of fatigue among the young with regard to HIV messages. ‘HIV is not the only problem’, he said. He proposed broad ranging curriculum renewal to ensure that the UNESCO’s four pillars of learning, particularly the concept of Learning to Live Together, become the
true foundation of curricula, and in order to provide an appropriate context for HIV prevention programs.

The need for well trained educators in AIDS-related issues is critical, as is a conducive learning environment. Current classroom overcrowding at post-basic level is a major obstacle to effective teaching and learning. Life skills as a subject area require special methodology, which can only be acquired through designated training. Many teachers do not feel competent to teach life skills and have not benefitted from sufficient training in this field. Sometimes they are given books but without training. They are often called on, not only to teach HIV prevention, but to counsel affected and infected learners.

Inadequate support from ministries of education for HIV infected teachers has repercussions on the teaching force in general and on learners. But ministries of education lack support from other arms of government which are meant to partner in this exercise, that is, almost all ministries, together with civil society, the private sector and development partners. The instrument which has demonstrably turned this situation around is dynamic leadership from the top, and leadership that penetrates every level of society. It has to be combined with vision and effective program planning, of which there are now viable models on the continent; and more and improved program evaluation. The aim was to provide more education, more education for girls, and education that would provide effective learning.

**Discussion**

**Curriculum issues**

The Minister of Education for South Africa, the Hon. Naledi Pandor, appreciated the importance of integrating the findings of modern science into the curriculum but noted the cost constraints and appealed for suggestions as to how this could be achieved. She also acknowledged the call for curriculum diversification, in order to meet the diverse learning needs of post-primary children. However, she pointed out that curriculum diversification was an expensive way to go in resource-poor contexts such as the one she was faced with and appealed to colleagues for suggestions.

Wilmot James listed some of the science topics that needed to be incorporated into modern school curricula. He said that teachers should keep up to date on scientific findings and teacher education had to respond to the times, providing trainees with resource materials and giving them access to the internet. Adama Samassekou from the Malian African Academy of Languages (ACALAN) recommended that tra-
ditional African wisdom, technologies and knowledge be integrated into the curriculum together with more emphasis on African languages. Michael Kelly agreed that support to teachers needs to be continuous and long term, and that other gatekeepers of society could be reached by the media and the entertainment industry. Whether science education or behavioral change, the objectives of education were to change deeply held cultural norms. Change would take time. One principal driver of change, in the view of many participants, would be increasing education for girls, keeping them in school, and targeting female empowerment.

Karin Jahr de Guerrero responded to the discussion by supporting increased awareness of international partners to support curriculum renewal, while appealing to ministries to effect curriculum policy change. The Minister of Education for Kenya, the Hon. Prof. Sam Ongeri, explained that Kenya had recently introduced Peace Education as a new subject on the curriculum. He attributed Kenya’s decreasing HIV prevalence rates over the last decade to education. He then listed the many elements that would need increased investment in an expanded post-primary subsector, such as infrastructure. The Minister of Technical Education & Training of the Republic of Congo, the Hon. Pierre Michel Nguimbi, considered unemployment as the major crisis facing youth and firmly supported policies to expand education for this age group.

**HIV and the education sector**

South Africa had already taken note of local research findings on HIV which indicated the most effective approach and time allocation for HIV prevention programs, and the fact that the total intended program had to be taught and explicit discussion with pupils was critical in order to effect behavior change. While the Minister felt encouraged by the correlation between length of education and HIV prevalence, she wondered how teachers, with tertiary education, turned out to have comparatively high risk lifestyles, as indicated in a recent South African study. Eric Allemano, a consultant to ADEA, said it was vital to ensure support for teachers to effectively teach HIV prevention programs and to teachers with HIV/AIDS, in order to help them and the education sector as a whole. South Africa was reported to be the only country, world-wide, which has measured HIV rates among teachers, by providing voluntary testing. Kenya has an active teachers-with-AIDS association.

The Minister of State for Education in Nigeria agreed that girls are most affected by HIV since they are pulled out of school to look after sick relatives, and they are the most disadvantaged by poverty, since they are the first to be taken out of school in such a situation.

**References**

SESSION one
INTRODUCTORY PRESENTATIONS
Chair:
Anne Banwell, Canadian International Development Agency (CIDA)
Panelists:
Oscar Picazo, Pretoria Office, World Bank on behalf of Emmanuel Jiménez; Nicholas Burnett, UNESCO; Jean-Pierre Jarousse, UNESCO BREDA Pôle de Dakar; Birger Fredriksen and Jee Peng Tan, World Bank

The session provided a wealth of recent analysis and insight into education sector development in Africa. Lessons learned from EFA experience were listed, comparing the impact of the 1990 Jomtien summit meeting with Dakar in 2000. The session proved catalytic during the Biennale in terms of well focused messages and the palpable effect on listeners. The wide range of data presented from Africa and East Asia and in-depth interpretation of outcomes was accepted as critical to evidence-based decision making in the future and, in particular, to post-basic education planning. Four presentations were made during this session on the 2007 World Development Report, the 2008 EFA Global Monitoring Report, the Challenges facing EFA in Africa and on the East Asian Education experience?

World Development Report 2007:
Development and the Next Generation

There has never been a better time than now to invest in young people in Africa.
Youth participation, program coordination and evaluation are key factors in overcoming obstacles to action focused on youth.

The World Development Report 2007 (WDR) focuses on youth, aged 12 to 24 years. Picazo explained that the time was ripe for investing in youth, since this segment of the population is larger than ever before – it is being called the ‘youth bulge’ – and constitutes a potential demographic dividend or human capital that economies need to deploy and use to advantage. Significantly, this generation of youth is predicted to enter the work force at a time in Africa when there will be relatively few non-working dependents, due to falling fertility rates, and fewer old people. It makes sense to view this as a demographic window of opportunity and to act now to optimize on the youth demographic peak predicted for twenty years ahead. East Asia and
Latin America’s youth population peaked between 1965 and 1990. East Asia set out purposively to gain from the demographic challenge but opportunities were missed in Latin America and elsewhere. Significant lessons can be learned from these experiences in terms of policy formulation, institution building and developmental outcomes.

Failure to invest in youth, in this key population group who number over 200 million in Africa, would jeopardize recent gains in the expansion of primary education and from the reduction of childhood diseases. It would spell neglect of new diseases threatening youthful populations and endanger growth in regional economic indices.

Five transitions or challenges of youth are identified:
1. Continuing to learn
2. Starting to work
3. Developing a healthy lifestyle
4. Beginning a family
5. Exercising citizenship.

Picazo makes two important points:
- decisions and events during youth often lead to irreversibility, that is, it is very difficult and costly to change things later
- the transitions mostly happen at the same time.

For example, youth who drop out of school find it almost impossible to continue learning at a later stage. Prolonged unemployment discourages young people and can color their remaining work life experience. Making unwise lifestyle decisions and setting up a family effect a person’s whole life. A great many things are happening all at once in the lives of youth.

Each youth transition and new stage of life endeavor needs encouragement and state support in the form of investment, and the creation of opportunity and choice. This can be encapsulated into three broad strategies or ‘pathways’:
1. Expansion of opportunity
2. Enhancing youth capacity for choice
3. Providing second chances

These strategies are to be applied to each of the five challenges mentioned above. Analysis has shown that investments in education have to ensure quality and relevance, responding to everyday realities. This calls for more relevant and age-appropriate curriculum such as the introduction of life skills, problem solving, team work, decision making, and more efficient education delivery. Lessons learned from experience so far indicates that knowledge oriented programs are...
not sufficient for producing creative thinkers or behavior change. Further, youth respond well to appropriate incentives to extend their education or training.

Investment in employment will need to focus more on mechanisms to facilitate entry into the workplace, such as supporting traditional apprenticeships, non-farm rural employment, creating structured work experiences, reviewing labor market regulations, attracting private investment and supporting mobility. Again, there are marked discrepancies between youth facilitating mechanisms in different regions in the world, with Sub-Saharan Africa recording the highest gap.

Creative and broad based mechanisms such as taxation can influence health related behavior, such as smoking. Youth crime requires special understanding and a focus on restorative justice rather than retribution.

The point was made that creating second chance opportunities for youth are a cheaper option for governments than supporting impoverished and vulnerable adults. Without recuperative chances during youth, disadvantage can cripple the future lives of youth and discourage investment from external sources. Basic education programs, bridging programs to re-enter mainstream education, and a diversity of skills programs, all tailored for youth learning levels, are needed, such as Latin America’s Jóven programs and Senegal’s AGETIP social action funds.

The issue of cross-border migration was addressed, since late teens and youth are the prime mobile section of the population. Policies to stem migration would need to focus on this same age segment, particularly as regards education and entry into the workplace.

The merit of the WDR framework is the conceptual clarity of the approach and the generic nature of the recommendations, thereby maximizing the opportunity for governments to choose their own specific path to investment and action.

### Challenges for youth
They are inexperienced decision-makers... still forming values... lack resources, and they suffer from misconceptions and risk-taking.

*Emmanuel Jiménez / Oscar Picazo, World Bank (2008)*

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**Enrolment Rates in Sub-Saharan Africa and the World**

<table>
<thead>
<tr>
<th></th>
<th>Sub-Saharan Africa</th>
<th>World</th>
</tr>
</thead>
<tbody>
<tr>
<td>GER</td>
<td>97%</td>
<td>107%</td>
</tr>
<tr>
<td>NER</td>
<td>70%</td>
<td>87%</td>
</tr>
<tr>
<td>GPI</td>
<td>0.92</td>
<td>0.96</td>
</tr>
<tr>
<td>Survival rate</td>
<td>63%</td>
<td>86%</td>
</tr>
<tr>
<td>N illiterate adults</td>
<td>150 million</td>
<td>774 million</td>
</tr>
</tbody>
</table>

*GMR EFA 2008*
EFA Global Monitoring Report 2008: Education for All by 2015: Will We Make It?

Action on EFA is demonstrated in formal systems of education but little is being done on the other equally important goals. The Dakar 2000 Education Compact needs to be honored by all parties in order to meet EFA goals.

Nicholas Burnett from UNESCO presented some critical statistics on education in the Africa region from the 2008 Global Monitoring Report. In order to provide a useful background for discussion of post-primary education at the Biennale, he highlighted the achievements made up to 2008, which is the midpoint to the target date of 2015, with regard to: primary education, gender parity and equality in education, early childhood learning programs, education quality and adult literacy.

Access to primary education had accelerated more rapidly in Africa than in other regions, putting nine million more children into school between 1999 and 2005. Survival rates were only marginally improved, from 62 percent in 1999 to 63 percent in 2004. There are no data on completion rates.

According to the 30 country data sets available for Africa, only 5 countries were on course for achieving UPE by 2015; 8 were at risk of not achieving the goal; 13 had little chance; and 4 were unlikely to reach it. In several cases, school fee abolition had driven sharp enrolment increases. Significantly, no predictions could be made for the missing data sets of 15 other countries representing one third of all SSA countries. This is perhaps the most critical factor, the fact that a high proportion of countries are not submitting adequate data for analysis. In terms of gender parity, 35 percent of the countries had achieved the goal, while two thirds had not. Early childhood care and education programs are rare for children under three years of age, as are national policy frameworks. Africa records a 61 percent enrolment rise in programs for 3-5 year olds, attaining a GER of 14 percent for the region. Programs for young children need to go hand in hand with literacy programs for parents and parenting programs.

Increased practice of assessing learning outcomes during the same period had facilitated analysis of trends in the quality in education. Both gains and problems at national and subnational levels had been identified as a result of these monitoring exercises, as well as the factors correlating with learning levels, which are:

- Worldwide the number of out-of-school children declined, particularly after 2000.

However, as above, too few countries were benefitting from scientific learning assessment exercises, making it impossible to gauge their progress or current needs. Strategies for improving learning have focused on: more training for teachers, teacher motivation, innovative contracts; programs to support effective teaching and learning; increased learning time, materials and textbooks; and safer, healthier school environments.
Low levels of learning achievement are related to:
- Socio-economic background
- Rural residence
- Lack of access to textbooks in school, books at home
- Insufficient and inefficient instructional time
- Inadequate physical infrastructure and material resources

Challenges Remain
Despite the very real progress made, the Global Monitoring Report concluded that the pace of improvement is too slow. Thirty-three million (29 percent) primary school age children remain out of school in Sub-Saharan Africa. Africa represents approximately one tenth of the global population but 45 percent of the global total of out-of-school children are in Africa and, unfortunately, the number is rising.

Survival rates at primary level need to be improved and data on completion rates collected. Gender parity is progressing but gender equality remains a challenge. The quality of learning requires urgent attention, particularly the curriculum and learning outcomes of core subjects and relevant skills for living and livelihoods, and more countries would benefit from scientific and regular measurement of learning outcomes.

In 20 of the 28 countries surveyed, it was reported that less than 1 percent of the people had benefitted from nonformal or nonstandard programs of education. EFA’s Goal 3 remains the least defined and the least monitored. In sum, little is known and little continues to be done on second chance programs for children, youth and adults outside formal systems of education, 18 years after Jomtien.

Burnett described attention to adult literacy in the world as ‘minimal’ noting that the number of illiterate adults had risen to 150 million in Africa, the only region to mark a rise (5 percent). Currently, 59 percent of people 15 years and older in Africa cannot read or write. And, the quality of adult education programs remains problematic.

Teaching staff has not kept pace with enrolment increases in Sub-Saharan Africa and in South and West Asia. Africa needs 3.8 million new primary teachers by 2015 to meet MDG goals. The challenge to teacher education but also to fund mobilization for teacher salaries is daunting. Successful models responding to this crisis within Africa include contract teachers at lower salaries and with less training, who can nevertheless join the civil servant cadres in time.

African countries have in general increased national spending on education by five percent since 1999, which seems to be a necessary prerequisite for reaching UPE.

The EFA agenda calls for a comprehensive approach to learning in which non-formal education is an essential and integrated part... the extent to which this supply corresponds to demand is largely unknown. Improved monitoring of the supply and demand for non-formal education is urgently needed at the national and international levels.

GMR (2008: 61)
International aid, on the other hand, has slowed since 2004 and only only 40 percent of total aid to global basic education reaches Africa. Education programs have devised strategies to promote UPE by specifically targeting disadvantaged regions and low-income populations; abolishing school fees (10 countries since 2000); setting up cash-transfer programs; and providing scholarships for girls in countries where fees are still paid. There is some progress also in targeting disadvantaged and excluded children in the form of flexible schooling for working children, enforced child labor legislation, mainstreaming disabled children in schools, and multilingual education programs.

The 2008 Global Monitoring Report concludes that all the components of the international compact agreed in Dakar in 2000 must be honored if education goals are to be reached: the formulation of effective national policies, higher domestic spending and predictable external aid, particularly to low income countries and to those countries demonstrating progress towards EFA. Attention must now be given to accelerated expansion of lower secondary schooling – over and above the commendable rate of progress made over the last decade – since the Africa region has enrolment rates far below other regions at this level of education.

The Challenges and Stakes Facing EFA in Africa: Top Priorities for Integrated Sector-wide Policies

The experience of driving EFA in Africa has vital lessons for planning post-basic education expansion that we neglect at our peril.

At present pace and cost, growth in post-primary education will be unsustainable.

Jarousse stated the evidence-based lessons gleaned from global and African efforts in working towards EFA for post-basic education expansion analysis and planning. The presentation was organized around the following questions, relating to the themes of the Biennale: Are the current rates of secondary enrolment expansion appropriate, considering the state of development of education systems as a whole and the conditions in which pupils are learning? Are they desirable, considering the few job opportunities available in the market and national development priorities? And are they financially sustainable?

Illiteracy is receiving minimal political attention and remains a global disgrace, keeping one in five adults (one in four women) on the margins of society.
Today, the financing of non-formal education programs for illiterate adults and for young people, with poor or non-existent schooling, has become an even more acute issue... they seem to be further marginalized... Advocacy developing today around the issue of non-formal education has indeed little chance of being heard, if it does not also promote the implementation of reliable program evaluations allowing the foundations to be laid for efficient management of the sub-sector...

Jarousse, Pôle de Dakar (2008)

Ministry and international partners have changed their practices since the 2000 Dakar forum and achieved measurable progress in the education sector. Drawing on experience since the 1990 Jomtien summit, political, technical and analytical mechanisms for achieving EFA goals were formulated in Dakar, giving a more prominent role to monitoring instruments. The role of advocacy and vigilance of civil society in driving EFA was recognized and exploited. Major challenges remain such as addressing the quality of education, early childhood programs, alternative and second chance programs, adult literacy and expanded post-primary education, which need to be integrated into holistic planning for the sector.

Several countries have not implemented their EFA plan due, in the main, to the fact that macroeconomic and financial constraints and the feasibility of planned action in the field in specific national contexts have not been fully taken into account. Success at post-basic level would be premised on a holistic approach to sector planning, that is: attention to inclusivity, to equity and to the education needs of the total population; the formulation of new institutional responses to the post-primary expansion challenge; the creation of a new and broad consensus on the expansion of the post-primary subsector which will lead to dialogue and to the development of new tools of intervention.

Jarousse reiterated Burnett’s overview of dwindling aid to education in Africa and to primary education as a proportion of aid to the sector. He noted the upsurge of aid immediately after major summits, such as Jomtien and Dakar, and the falling off of aid some years later. However, the Fast Track Initiative and its various organs such as the Catalytic Fund had effectively supported countries which most needed aid in their planning and start-up processes along the EFA road. Bilateral donors were singled out as needing to look into the intensity and predictability of their financial support for education in Africa, as a result of new analyses that mapped the unpredictability of bilateral support which led inevitably to uneven implementation of reform and progress on the ground.

Statistical and comparative global analysis of education systems has revealed some specifically African system characteristics. First, learning outcomes vary greatly between schools, pointing to a correlation between
national learning outcomes and the quality of sector management. To put it another way, inequitable distribution of state resources is widespread, with negative effects on learning. Second, the number of contact teaching/learning hours is the lowest in the world, due to absenteeism of teachers and pupils, and to the lack of adaptation of central school calendars to local contexts. As regards learning, the findings shatter the myth that expansion in enrolments necessarily leads to poorer learning outcomes.

On the contrary, they indicate that improved sector management, focus on equity, and targeting currently disadvantaged areas, populations and schools will improve national performance. Success models of simultaneous school expansion and quality outcomes in the Sub-Saharan Africa region are now available for emulation and replication.

Rates of expansion at secondary level result from three factors: access to primary, survival in primary and transition between primary and secondary education. The external effectiveness of post-primary education is an area of concern, requiring more analysis. The relevance of curricula and institutional modes of delivery need to be revisited, as well as low enrolment in technical and vocational education, and second chance education opportunities. Unlike the significant gains in narrowing the gender gap at primary level, the proportion of girls in secondary school has hardly changed since Dakar, declining gradually from secondary to tertiary levels. To curtail current imbalances in post-primary provision, undifferentiated support such as free secondary schooling should be replaced by targeted support for vulnerable social groups and disadvantaged regions and institutions, in order to boost the participation of low-income students in education and to make most efficient use of scarce public resources.

Jarousse sounded a word of caution regarding exceptionally high and therefore unsustainable rates of growth in secondary enrolments in some countries – as much as 20 percent annual growth – which nevertheless have a poorly developed education sector. This scenario pointed to the urgent need for planning and flow regulation as compared with a laissez-faire approach. It was a call that was to be taken up again and again at the Biennale by African researchers and international observers.

In conclusion, it is vital to grasp the full implications of expanding secondary enrolments. Universal (lower) secondary schooling by 2020 implies increasing enrolments six-fold in 29 African countries surveyed, multiplying by three in some countries and by a factor of ten in others. Simulations of secondary expansion have been carried out for 30 countries. The conclusion is that either (a) alternative methods of financing need to be considered, (b) other models of expansion are needed, or (c) both are necessary. These points were further developed by Cream Wright, Adama Ouane, Keith Lewin, Alain Mingat and others. It has to be remembered, meanwhile, that 11 billion US dollars per year are needed to achieve UPE by 2015, that is, almost twice the total aid received in 2005. In addition, the EFA goals other than UPE will need further funding.
The drive to mobilize funding and resources for expanded post-basic education has not yet started.

**An African Exploration of the East Asian Education Experience**

Development in the education sector is closely dependent on economic productivity to provide sustained and increasing resources for the sector. Nothing was left to chance in East Asia. Thorough planning and meticulous implementation steps were followed.

The presentation summarized accounts of African Ministers of Education and senior ministry officials on the growth of East Asia education systems. Critical insights in policy choices were derived from a two-week study tour of Singapore and Vietnam, organized for 30 senior education policy makers from 6 African countries, followed by a two-week workshop. The objective was to determine the critical factors which had propelled East Asian economies and education sectors to their present status. Four decades ago these countries had been in a situation similar to many African countries. Insights from East Asian economic ‘tigers’ included analysis on Singapore, Vietnam, Thailand, the Republic of Korea, China (mainland) and Hong Kong (China); as well as the ‘Celtic tiger’, Ireland, whose problems and options a few decades ago resembled those facing Africa today and whose skill development strategy shares similarities with Asia. In Africa, school enrolment rates have mirrored the state of the economy, declining in the 1980s, and recovering and increasing since around 2000. A new point of opportunity has been reached in Africa due to the upturn in economic growth.

African education planners noted the central role that the education sector had played in national building and development in East Asia to the extent that ministers had been purposively allocated to the ministry of education. There had been rapid scale up of good quality basic education for all, management of the pressures on post-primary education concurrent with universalizing primary education, and alignment of education with the employment market, particularly at the post-basic level.

Economic growth in Africa has marked a turning point, from the stagnation and decline of the mid-1970s to mid-1990s to a 5 percent annual growth level. Yet this rate of growth is still too low (and fragile) to reduce mass poverty. Fredriksen and Tan noted that faster and more sustained economic growth in Africa is required alongside simultaneous new, strategic, proactive and systemic approaches to skills development in the education and training sector.

Comparison of the distribution of public expenditures per quintile of the population over the two regions is instructive. Asia’s policies have been pro-poor for decades.
### Contrasting Macroeconomic and Demographic Factors and Policies Impacting on the Education Sector

<table>
<thead>
<tr>
<th>East Asia</th>
<th>Africa</th>
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<tbody>
<tr>
<td><strong>Growing economies</strong></td>
<td><strong>Declining economies until 2000</strong></td>
</tr>
<tr>
<td>• increased income equality within countries</td>
<td>• world’s highest in country income inequality</td>
</tr>
<tr>
<td>• more national income to share</td>
<td>• less to share</td>
</tr>
<tr>
<td>Increased relative and absolute education budget</td>
<td>Increased commitment to education but stagnating or lesser real budgets</td>
</tr>
<tr>
<td><strong>Shrinking population growth</strong></td>
<td></td>
</tr>
<tr>
<td>Reducing PTR</td>
<td>Increasing PTR</td>
</tr>
<tr>
<td>Capacity to pay teachers’ increasing wage bill; regulation of teaching staff &amp; the wage bill; enhanced subsidies for education</td>
<td>Inability to &amp; continued crises in paying teachers’ increasing wage bill; inability to recruit sufficient numbers of teachers; dwindling budget share to individual learners</td>
</tr>
<tr>
<td>Policy of <em>shared growth</em> led to societal support mechanisms for the poor (e.g., land reforms, housing programs, targeting low-income earners and women)</td>
<td>Failure to distribute national resources equitably and to target the poor; continuing weak public support, leaves women disempowered &amp; unemployable in modern sector</td>
</tr>
<tr>
<td>Pro-poor education policies universalized adult literacy and primary education; private funding favored for tertiary</td>
<td>Education policies favoring tertiary education at the expense of primary education and adult literacy</td>
</tr>
<tr>
<td>Reduction of private costs of education to poor households – sustained increase of public financing of education</td>
<td>Increasing private costs of education, penalizing the poor most</td>
</tr>
<tr>
<td>Growing capacity to include disadvantaged students in the education sector</td>
<td>Inability to focus on educational needs of the rural poor</td>
</tr>
<tr>
<td>Growth of employment opportunities and demand for skilled workers, particularly in the formal sector</td>
<td>Slow-growing employment opportunities; restricted modern sector jobs; low demand for skilled workers</td>
</tr>
<tr>
<td>Increasing skill base provided through TVET</td>
<td>Low skill base, no TVET expansion</td>
</tr>
<tr>
<td>Weak unions, strong power of state over teachers</td>
<td>Strong unions block reform</td>
</tr>
<tr>
<td>Active and increasing participation in the knowledge-based global economy through strong higher education institutions</td>
<td>Weak higher education provision results in low participation in the knowledge-based global economy</td>
</tr>
</tbody>
</table>
Approaches adopted in Asia included adaptability, pragmatism, institutional capacity building, proceeding by public consensus, strategic use of external aid, prioritization of adult literacy and universal primary education and the development of TVET.

Strong political will, the oft quoted phrase, is manifested in a government’s overall policies, including not only the volume of resources devoted to education but, critically, a willingness to implement politically sensitive education reforms, efforts to build consensus for general reforms, and ensuring that education remains relevant to national needs.

As primary age populations declined in Asia, increased budgets could be allocated to individual primary learners and to the post-basic subsector. At the same time, relatively modest budget allocations were needed to sustain the growth of the education sector in East Asia (2 percent in Singapore and 2.6 percent in Thailand), as compared with the size of investments which are made in Africa (4.6 percent), with its high population growth rates estimated currently at 2.7 percent growth in primary age population per year. Declining availability of family planning services in Africa and low contraceptive prevalence limits efforts to stem population growth rates, with the result that the benefits of an early and rapid demographic transi-

<table>
<thead>
<tr>
<th>Africa in the 1990s</th>
<th>Malaysia</th>
</tr>
</thead>
<tbody>
<tr>
<td>The richest quintile received 34% of public education expenditures</td>
<td>The richest quintile received 11% of public education expenditures</td>
</tr>
<tr>
<td>The poorest received 12%</td>
<td>The poorest received 28%</td>
</tr>
</tbody>
</table>

East Asian education sector development was characterized by:
- Creation of a virtuous circle: economic growth, employment and education
- Visionary education policies and strategies formulated and executed
- Development of a general enabling public policy context outside the sector

The latter comprised enabling conditions for education development: (a) high rates of economic growth; (b) emphasis on “shared growth” and equitable resource distribution; (c) population decline; and (d) strong public institutions.

Four critical attributes were identified in the East Asia experience by African observers:
- Strong, strategic and pragmatic political leadership
- Ability to prioritize and to foster a culture of learning by doing
- Establishment of responsive technical and vocational education and training systems
- Decentralization of decision making to school heads and teachers

Four or five decades ago many of these countries started from conditions quite similar to those of African countries, and since have managed to turn their colonial-era systems into highly effective instruments for national development.

*Yaw Ansu, World Bank (2008)*
tion have not been available to Sub-Saharan African education systems.

The evolution of technical and vocational education and training (TVET) in East Asia was of particular interest to the African observers. TVET is perhaps the most complex of all the challenges facing industrial and developing countries alike. East Asian countries had created dialogue between industry, employers and the education sector which ensured the relevance of curriculum and skills taught and enhanced the image of TVET graduates. In Singapore students regularly worked on projects commissioned by the private sector.

**Discussion**

The low level of external aid to education in Africa was noted by many participants, Ministers, NGOs and researchers, and this was contrasted with the high allocation of Africa’s national budgets to the education sector over several decades. Eleven billion dollars was still needed to reach EFA goals. Current analyses of the source, destination and trends of external aid held many lessons for the meeting, not least for the need for continued pressure on partners to meet their pledges to African education.

**Targeting versus general subsidies**

The Minister of Education from Botswana, the Hon. Nkate, described the ongoing dilemma of whether and how much parents should be asked to contribute to schooling expenses. His experience was that when schooling was free parents tend to withdraw from participating in the education process. Gorgui Sow of ANCEFA decried the lack of implementation of pro-poor targeting. Jee Peng Tan reminded the meeting that the East Asian ‘tigers’ had reduced the cost of schooling, and costs to parents, through well planned measures – for example, Vietnamese textbooks were reduced to 30-60 cents USD whereas textbooks in Africa still cost USD 2-4. Second, school fees were abolished for the rural poor in some of these countries, but not for everyone, so as to maintain an appropriate level of household contributions while relieving the burden on the poor. She stressed the need for each African country to design its own appropriate solution to costs and to subsidies and to devise its own pro-poor targeting mechanisms.

**Girls’ education, demographic challenges and HIV prevention**

A cross-section of speakers pointed to the negative consequences of high population growth rates, among them the Minister of Literacy and National Languages of Mali,
importance of monitoring learning outcomes
Researchers reinforced the presenters’ calls for increased monitoring of learning outcomes. Nicholas Burnett reminded the Biennale that only one third of African countries had participated so far in national, regional or global monitoring exercises since 2000, a modest few. Progress has been slow since 1995-1999 when one quarter of African countries were listed as participants in monitoring exercises. Jean-Pierre Jarousse informed the Biennale that in some of these countries the quality of learning was improving despite the expansion of enrolments. This belies the myth that expansion necessarily leads to reduced quality of education.

Equity produces benefits for all
During the four days of the Biennale, participants returned repeatedly to the quantity/quality debate, asking whether quality needed to be sacrificed for the sake of school expansion. Adding to the point made above by Jean-Pierre Jarousse, answers came from two fronts, from research
commissioned by ADEA for the Biennale. First, since individual schools are, in the main, the determinants of learning outcomes in Africa, this points to unequal distribution of resources, human and material, and to the potential and feasibility of more equitable sharing of resources in the future. This will depend on high level political will to target disadvantaged schools. Second, lessons from East Asian ‘tigers’ indicated that carefully planned interim phases, using short term pro-poor and low cost strategies, can focus on quality issues at chosen stages of development. The key to this is (a) commitment to resource sharing; (b) visionary and thorough sector planning which is taken on board by a whole government; and (c) implementation. A growing number of participants began to focus on equity, among them the Regional Director of ANCEFA.
SESSION TWO
DEVELOPMENT OF POST-PRIMARY EDUCATION
SEIA: At the Crossroads: Choices for Secondary Education in Sub-Saharan Africa

Given the impossibility of expanding the present secondary schooling system, the Biennale concentrated on new initiatives. Uganda, Madagascar, and other experiences, indicate promising practical strategies to consider.

Evidence-based policy options for the sustainable development of secondary education were presented for discussion by Michel Welmond. The presentation was based on a synthesis report of the SEIA (Secondary Education in Africa) Initiative, At the Crossroads: Choices for Secondary Education in Sub-Saharan Africa, authored by Adriaan Verspoor with Jacob Bregman, using inputs from a copious literature review, research spanning several years, discussion from regional conferences, and the collaboration of partners in Africa and in the North. The aim was to provide material for discussion and examples of practical and well-tested options for planning secondary education in Africa.

There was consensus on the need for reframing basic education in Africa within a 9 to 10 years framework, to
...secondary school enrolment in African countries averages only about 30%, compared to 65% for developing countries worldwide, and close to 100% in East Asia. And quality in most cases is not where it needs to be. In all middle-income economies quality and quantity of secondary and tertiary graduates are among the driving factors behind economic and social performance.

Adriaan Verspoor (2008)

support economic take-off in the region, followed by selective entry to a range of skills training and further education options. Primary school completion rates had risen from 49 percent to 65 percent over the period 1990 to 2006, pointing to increased demand for secondary education. The now familiar components of sector planning were listed, as applied to post-basic education development, starting with the first and arguably the most challenging parameter: the need to design post-basic education within a resource context consistent with the available means. In other words, the success of post-basic planning in each country would depend on the degree to which plans reflected resources available. It would be critical to integrate lessons learned from the region and elsewhere into the planning process rather than to simply go into action.

Accelerated expansion of access to a basic education cycle of 9 or 10 years is a priority for establishing national competitive advantage. Adriaan Verspoor (2008)

The first lesson learned from extensive research on the topic was that linear expansion of current secondary education was simply not an option, due to the costs involved, the elitist and exclusive nature of supply and the inadequate outcomes of the system. A litany of challenges included: low enrolment and completion rates; inequity of access; outdated and inappropriate curricula; poor performance; lack of sufficient public resources; high cost to households; and inefficient use of existing resources. Currently the cost of lower secondary education in Africa is 3-4 times that of primary while senior secondary education costs 6 times that of primary. TVET is more than 12 times that of primary unit costs. These cost ratios are not carved in stone, and can be reduced, through a number of strategies presented in the report.

In Africa the GNI per capita in many countries is less than US $500, yet secondary education costs are $200-300.

Adriaan Verspoor (2008)

Resources for education come from three sources: improved management of existing resources – or savings through increased efficiency; additional internal resources, from private/public partnerships, for example, and possibly from external assistance; and growth of the national economy. The proportion of national budgets devoted to education are similar in East Asia and in Africa, around 4.6 percent, but the outcomes of this expenditure are very different, due to sector management practices and to the absolute amounts provided by different economies.

Solutions that have been successfully implemented in Africa include:
- Targeted fee waivers, scholarships or vouchers, extending to private schools
- Targeted provision of free textbooks
Loans and subsidies to private providers to construct additional classrooms
Grants-in-aid or provision of teachers’ salaries in private schools
Public-private partnerships for technical education and training
National training authorities benefitting from public resources, allocating funds to public and private TVET institutions
Monitoring and regulation of public and private secondary and TVET institutions

The World Bank was well placed to provide information and technical support for:
Curriculum development and assessment in science and technology
Teacher management and development
Public/private partnerships
Balancing general versus technical education

Through the IDA lending program in education, technical assistance teams could be mobilized to support government programs and in the formulation of secondary education policy frameworks. Regional workshops focused on specific themes of interest with the possibility for arranging technical follow-up.

Kigali Call for Action: An Expanded Vision of Basic Education for Africa

Relevance and coherence should be the hallmark of planning for expanded basic education.

The Director of Basic Education, UNESCO, Ann-Thérèse Ndong-Jatta appealed for a holistic approach to education sector planning to achieve inclusive, coherent and seamless systems of education in African countries and, more specifically, to attain the EFA goals and the Millennium Development Goals.

A policy dialogue meeting on Basic Education in Africa took place in September 2007 in Kigali, drawing on many inputs from the previous four years on the same topic, with the objective of strengthening and accelerating efforts to expand basic education through both formal and nonformal modalities, to nine or ten years. The Kigali Call for Action produced an instrument for expanded basic education planning.

Preparation for the world of work was considered a high priority in recent regional conferences on basic education involving ADEA, the African Union, the World Bank, UNESCO and other partners. Links must be created between school learning

The quality of education in whatever way it is defined and understood seems to elude most countries.

Ndong-Jatta (2008)

The question though is why have previous plans not resulted into actions for the desired or expected outcomes? What has not been done right or is not being done right?

Ndong-Jatta (2008)
and the realities of the labor market and sociocultural needs, in order to address curriculum areas neglected in the past. The panelist challenged the current orientation of the system of education in Africa which is contributing to youth unemployment, conflict, civil unrest and migration. She felt that it was imperative to rethink the purpose of the education provided for children and youth in Africa so that the phenomenon of youth disenchantment especially at the secondary level can be addressed. The relevance of schooling poses a serious challenge in attracting young people to stay in school, complete school and perform well.

**Dynamics of Partnerships for Local Governance in Education**

*Increased attention must be given to strengthening local participation in education.*

The Chair of CONFEMEN and Minister of Education of Niger, the Hon. Ousmane Samba Mamadou, informed the Biennale that the 50th meeting of CONFEMEN in 2002 in Ouagadougou had reaffirmed the importance of secondary and further education in Africa, and of technical and vocational education and training, as previously outlined in Liège in 1996.

Developing the strategy of partnerships formulated at the Yamassoukro conference in 1998, CONFEMEN envisaged increasing access and strengthening the quality of education at all levels. The holistic approach to education planning has always been the vision of CONFEMEN.

The CONFEMEN Dakar seminar in 2007 identified decentralization as an effective mechanism for giving renewed emphasis to partnerships between government officers, teachers and parents. At every level of the sector, partners would be mobilized to play carefully defined roles. Extended training of school managers would enhance a culture of consultation and dialogue between local partners, leading to shared decision making. Support to parent/teachers’ associations would result in better information dissemination to communities on education issues and more willingness on their part to participate in decision making on education matters. Strengthening adult education programs is a critical instrument for empowering grassroots communities. Monitoring instruments such as PASEC (Program d’Analyse des Systèmes Educatifs des Pays de la CONFEMEN), developed under the auspices of CONFEMEN, can be used more extensively in the future to assess the success of system reforms.
Technical and Vocational Skills Development in Africa

Inclusion of TVET in national education and training policies is critical for revitalizing the sector and for attracting increased multiple-source funding.

Traditional and informal sector training have constituted the main source of TVET to date but require financial and technical support to enhance the quality of their services.

This year [2008] the African Economic Outlook, published annually by the Organisation for Economic Co-operation and Development and the African Development Bank, focuses on technical and vocational skills development. Lucia Wegner and André Komenan noted that the report is based on a study of 35 African countries in late 2007. The term ‘skills development’ refers to the acquisition of practical competencies, know-how and attitudes necessary to perform a trade or occupation in the labor market.

Technical and vocational education and training (TVET) is viewed as a prerequisite for economic growth, for facilitating private sector development, as critical for ensuring economic competitiveness, and for contributing significantly to social cohesion, decent employment and income, and poverty reduction. This overview of vocational training takes place in a context of new patterns of sustained economic growth in Africa, over 5 percent during the past 5 years. However, the key negative factors external to and relevant to the education sector must be taken into account in planning TVET (listed in the above box).

Currently, the main provider of vocational training on the continent is the informal sector, through traditional apprenticeships. There is a decline in the number of students enrolled in formal technical and vocational programs in Africa, currently standing at about two percent of secondary school enrolment, and it addresses only formal sector training needs. In several countries, traditional agriculture and the informal sector employ up to 90 percent of the labor force.

Significantly, TVET has been absent from the international agenda until recently. There is now consensus that a holistic, integrated and inter-sectoral approach to education is critical, including TVET, on the part of all actors in education. A comprehensive approach which increases investment incentives, addresses macroeconomic conditions, provides a more favorable business climate, and enhances TVET, is the necessary mechanism for creating more jobs.

Education and training need to become more responsive to development and to individual education needs. In Sub-Saharan Africa 65 percent of the population is below 25 years old as compared with 30 percent in Europe,
and unemployment rates are high, as noted above. This demographic profile coupled with the shortage of middle to high skills calls for new emphasis on education and training.

Research has shown that prolonging general education, introducing labor market orientation in schools but delaying vocational education, and providing dual education at the end of the secondary cycle, works well, together with substantial support to and reform of informal sector training. A multi-sectoral approach to policy development and planning is essential, as is the capacity to learn from African countries which embarked on this path some years ago (Tunisia, Morocco, Egypt and Senegal). Monitoring the quality of current private sector training could provide more cost-effective solutions in the future in terms of increasing TVET opportunities. States need to provide regulatory frameworks including accreditation processes, and to work in partnership with a multiplicity of partners and providers in the field, including the all-important regional and local partners.

TVET is seriously underfunded. Diversification of funding mechanisms, fiscal incentives to private enterprises, and performance-based budgetary allocations could rectify the situation, while providing incentives for program alignment with the labor market. It will be important to ensure that levies and funds collected are effectively transferred to training programs and that vulnerable groups, who are excluded from TVET at present, benefit from targeted subsidies and scholarships.

**Discussion**

**Extension of general education versus provision of early vocational training**

The ages of children are diverse at the upper end of expanded basic education and at the post-basic level. The issue of age appropriate and age-diverse curricula and methodology would need to be addressed. Renato Opperti, of the International Bureau of Education, UNESCO, considered that post-basic education was not to be simply an add-on level to basic education but was to be reconceptualized as a totally different type of education, responding to the education and training needs of a very different target group. It was recognized that expanding basic education called for innovative forms of delivery, including those prevalent in informal sector training and dual programs.

Ann-Thérèse Ndong-Jatta pointed to the new skills that teachers at the post-basic level would require in the future to meet these demanding expectations and the implications for revitalizing post-basic teacher education. In the same vein, the Hon. Mamadou Samba raised the issue of heads and institution director training at this level.

The Minister of Education of Kenya proposed that youth polytechnics be strengthened and that schools develop an entrepreneurial culture. Michel Welmond advised that, in addition, entry to the market place requires a set of practical skills, which should be learned immediately before and during employment, given the precarious nature of informal sector enterprise. Lewis Durango of the Namibia Training Authority cautioned on the need for balancing
general with vocational education and commended the Kigali Call for Action with regard to emphasizing the teaching of entrepreneurial skills at school, including those general life and workplace skills of ‘employability’ and social skills.

‘If we only go for market issues vocational training we will become very self-centered’. We need to focus on the four pillars of learning.

*Anne-Théèse Ndong-Jatta, UNESCO*

Adriaan Verspoor of the World Bank recalled that employers call for generic skills rather than specific technical ones and that the concept of vocational education today has expanded far beyond the purely technical. Richard Sack, a former Executive Secretary of ADEA, noted the dilemma between the need to prolong general education and to pinpoint the best time to introduce vocational education in any national education system. He recommended learning from the East Asia experience on this. He also suggested increased monitoring of TVET graduates, to document the rate of graduate employment by training and produce evidence about which training programs work, so as to provide planners with useful information for ongoing policy reformulation.

**Post-basic training outside formal programs**

A second dilemma became evident during the discussion regarding the multiplicity of training institutions and centers that would be encompassed in the wide net of education and training at the post-basic level. While one constituency in the meeting was preoccupied with the neglected needs of formal TVET, another focused on the huge demands of planning TVET in informal settings. The latter would occupy a major part of the parallel meetings as well as the need for articulating informal with formal training subsystems and providing functional accreditation.

**Partnerships**

Several participants, including donors, and regional NGOs representing parents and teachers and pupils – Martin Itoua, Chair of the Africa Federation of PTAs and Assibi Napoe, Education International, Africa Bureau – echoed the presenters’ call for increased and well-structured partnerships to deliver market-responsive TVET and post-basic education in general. They lauded, for example, the closer links between ADEA and the CONFEMEN. Many spoke of creating new mechanisms to support post-basic education, learning the lessons from the many instruments and structures which had been set up to enhance primary education expansion. The cost of vocational education as compared with general post-basic education was noted by participants. Some concluded that to significantly expand post-basic education it would be necessary to focus on general secondary education – but with considerably reduced costs – rather than high cost vocational education.
SESSION THREE
PRESENTATION OF THE ANALYTICAL WORK
ON POST-PRIMARY EDUCATION
Post-primary Education: Challenges and Approaches to Expanding Learning Opportunities in Sub-Saharan Africa:

Presentation of the Overview Synthesis paper

There is a need for a sustainable, integrated, comprehensive and holistic approach to planning post-basic education.

Wim Hoppers and Steven Obeegadoo presented a general synthesis paper reviewing all the documents, background papers and themes prepared for the Biennale. They noted the concepts and issues relating to post-primary education with the aim of developing a preliminary conceptual framework for the discussion and planning of post-primary education in Africa. The four-part paper described the nature and extent
The presenters listed some of the more salient features of post-primary education (PPE):

- PPE includes a multiplicity of learning opportunities: lower and upper secondary education, technical and vocational education and training (TVET), nonformal education, nonformal skills development and tertiary education.
- It encompasses conventional and innovative delivery modes such as school-based and institution-based education, distance education, e-learning, faith-based education, informal sector apprenticeships and work-based training.
- The hallmark of post-primary education is diversity, taking into account both the several vertical levels between early secondary and higher degrees and the many horizontal learning opportunities, ranging from formal schooling/university to nonformal and informal learning settings.
- There is no upper age limit to PPE due to the diverse types and durations of PPE programs and, as a result of several discussions during the meeting, no lower age limit was posited for PPE.

It is important to take a holistic and comprehensive view of PPE in order to open up pathways between these many types of learning for the benefit of learners. Articulation and equivalencies amongst them need tightening and comprehensive accreditation and certification systems need to be developed.

The many dichotomies in the PPE landscape need to be fused, among them the divide between general academic education and technical and vocational education; between formal and nonformal education; between the massification of basic education and the elitist tendencies of PPE; between the traditional pedagogical regimes of PPE and the urgent need for innovative delivery including ICTs; between the theoretical substance of much of secondary and university education and the reality of the workplace; between the traditional focus on transmitting knowledge and skills to the new task of facilitating the acquisition of competencies; between fragmented accreditation boards and the need for overall national qualification frameworks; between isolated institutions of PPE learning and the need for integrating PPE into one coherent, multi-point accessible system.

When planning PPE it will be important to keep in mind the unfinished business of EFA and on the many children of post-primary age still without access to primary education or with an incomplete primary education level. It is still the case in Africa that only a minority of children is currently ready to benefit from PPE.
In sum, the Biennale was faced with the challenge of expanding basic education from 6-7 years of primary to an 8-9 year\textsuperscript{1} program of basic education, considered as a new essential minimum learning package for all, combining primary education and lower secondary education or what might now be called lower and upper basic education. A second challenge was the conceptualization of a coherent and integrated post-basic education and training system. The reconceptualization of post-basic education would affect the definition of current secondary education provision, in particular the classical concepts of lower and upper secondary education.

The presenters reported that the many studies commissioned by ADEA emphasized that the financial sustainability of PPE was critical to the success of expanding the subsector. Comparison between costs in different country contexts revealed that 'student unit costs at all levels of post-primary learning in Sub-Saharan Africa are significantly above that of other regions even allowing for differences in levels of economic development.' It was concluded that the choice for ministries was no longer one between accepting private initiatives or not, but rather 'between inaction leading to anarchy or facing up to reality and creatively structuring a public-private partnership for African education'. The subject was to be discussed in more detail in Session 4 by Lewin and Mingat, in Session 5 by Wright and Session 6 by Ouane and Schuh Moore, and others throughout the Biennale, echoing the introduction of the issue in Session 1 by Burnett, Jarousse, Fredriksen and Tan.

On the basis of this useful introductory overview at the start of the meeting, the Biennale moved from the original paradigm of post-primary education towards the more functional concept of post-basic education. From this point on, for the sake of clarity in the report, reference will be made to post-basic education (PBE) in order to highlight the conceptual paradigm shift developed during the Biennale.

**Towards 9-10 Years of Education for All: Promising Practices and Strategies**

**Presentation of the Technical Overview Paper for Theme 1 of the Biennale**

To rationalize costs and increase the quality of education, subject overload needs to be addressed by the development of core and relevant curricula at the upper basic education level.

Jacob Bregman listed a summary of the issues pertaining to Theme 1 of the Biennale, the transition to a 9-10 year

\textsuperscript{1} At the start of the Biennale basic education was described as 8-9 years. By the end of the Biennale, the most common reference had become 9-10 years. Each country is expected to formulate its own specific concept of basic education which may cover between eight and ten years of schooling.
basic education for all in Africa, and presented some of Africa’s best practices in achieving this goal as reported by the 2008 Biennale.

He explained that demand for post-primary education had grown as a result of continued demographic pressure and the considerable recent growth in primary enrolments as a consequence of the adoption of the Millennium Development Goals and the prioritization of universal primary education. There is a growing consensus in Africa that to meet the challenges of Africa’s labor force in the twenty-first century, school graduates need additional competencies to those gained in primary school.

The public and private returns for extending education for all to the junior secondary level or to the new ‘basic education’ level are many. At the same time only a good quality education can guarantee the returns. The question now is how to expand basic education while ensuring increased quality of provision. Few African countries participate in international assessment exercises and the results so far have been disappointing. However, it was noted that participation by Asian countries led to significant improvements in attainment within those countries over the years.

In terms of the physical expansion of junior secondary or upper basic level of education, the private sector, and communities in particular, are making major contributions to the creation of new institutions in several African countries. These institutions need more support in the form of targeted subsidies and tax incentives. Private provision of education is expanding rapidly at the post-primary level, including ‘for profit’ and non-profit groups, religious organizations, specific programs run by teachers after school hours, private tutoring institutions, and community schools run by parents or community associations. Sometimes parents pay considerable levies and informal charges to subsidize and enhance the education of their children in government schools while NGOs also contribute to the expansion of schooling or provide supplementary support for textbooks or other vital inputs. Burkina Faso has adopted a structured approach to subsidizing private initiatives and also sponsors students in selected private schools. The schools are regularly inspected.

African countries face the pressure of a growing number of primary education graduates with higher expectations for further learning and insufficient opportunities. Bregman (2008)

To catch up with global trends and expand basic education, Africa needs to resolve the dilemma of selection versus certification whereby entrance to upper basic education (formerly junior secondary school) is regulated by selective academic-oriented examinations and creates a bottleneck at the post-primary level, excluding many children who need skills for the workplace. Access to secondary school is more inequitable than access to primary school, particularly as regards children from low-income families, rural dwellers and girls. Targeted subsidies together with an improvement in the quality and relevance of education will be required to increase enrolments in post-primary education.

Bregman (2008) ... providing Africa’s youth with basic knowledge and skills is as much an economic investment as a social imperative.
and staff are included in government-backed upgrading exercises for all schools, thereby increasing the quality of education provision. The result is that increasing numbers of students from low-income families have gained access to post-primary education at relatively low cost to the state.

It has been recognized by several countries that to increase quality and to cut costs at the secondary level, it is necessary to offer an essential or limited core curriculum, in order to reduce subject overload and to improve on teaching competencies. Countries which provide interesting examples of reform at the secondary level include the Gambia, Uganda and Burundi (and Zimbabwe of the 1980s-1990s). Botswana, Namibia, Zambia and Mozambique run promising open and distance learning institutions at the post-primary level, while several countries provide teacher education through distance modes, for example, Malawi and Mauritius. India’s National Institute of Open Schooling (NIOS) is the largest open schooling system in the world with over 13.5 million students. The demand for teachers at upper and post-basic levels is already acute across the continent and requires careful policy decisions to meet the challenge of both teacher education and review of teacher financing mechanisms.

**Skills Development and the World of Work: Challenges for Education and Training**

**Presentation of the Technical Overview Paper for Theme 2 of the Biennale**

A fundamental revision of resource allocation to TVET is needed to include informal sector training and rural population needs.

Some countries in Africa have already integrated traditional training practices, such as apprenticeships, into a modern holistic concept of TVET.

Hans Krönner and Richard Walther analyzed current reforms in post-primary technical and vocational education and training (TVET) in Africa and suggested directions and strategies for the future. They first analyzed the realities and challenges of the economic, social and education scene across the continent in order to derive meaningful statements on the workplace, on dynamic employment development in the future, and on current promising training innovations. Research shows that, while modern sector employment remains important, the tremendous growth in the informal economy indicates unmet challenges for TVET with regard to that vital sector. It is significant that the rural economy continues to dominate employment opportunities in Africa.

The speakers joined others at the Biennale in arguing for the inclusion not only of primary education completers in PPE/PBE planning but also for the noncompleters of primary education, children and youth now of post-primary age. They cited efforts in Namibia, Uganda and Ethiopia, among others, which address primary noncompleters, illiterate and rural learners in innovative program pathways.
through TVET. This means an additional large number of target groups to be addressed comprehensively by post-primary age TVET programs. However, the advantage is that conceptual planning of TVET benefits in this way from a seamless series of programs, addressing skills training for illiterate and unschooled youth up to the tertiary level, with linkages at every point to formal education.

Researchers focusing on TVET seem to be at the forefront of those pressing for alternative modes of education delivery not only at the PBE level but at the basic education level since they are convinced by the statistics and by nearly 5 decades of experience that show classical and conventional primary education and PBE in Africa will not manage to respond to the education needs of all children.

At present, almost all training for the workplace (95 percent) takes place in the informal sector, comprising on-the-job training, self-training and traditional apprenticeships. The informal economy accounts for between 30 and 60 percent of Africa's GDP, with informal economy national employment ranging between 69 percent in South Africa and 5 percent in Benin. Formal sector training accounts for only 5 percent of training opportunities. It remains poorly funded, ill-equipped, run by under qualified/experienced trainers, characterized by rigid curricula, and has low impact on skills development. Nevertheless, the recent upturn in economic growth rates indicates an increasing need for quality entrepreneurship training.

The report describes good practice in at least 14 countries, singling out those which are already working on integrating apprenticeships into a recognized and certified sector of TVET, thus relying on the strength of traditional training mechanisms and capitalizing on partnerships between government authorities and artisans/trade organizations. This has resulted, in Mali, Benin, Togo and Senegal, in better quality theoretical and practical learning for apprentices, their access to recognized national certification and improving the skills level of master crafts people and trainers in the workplace. Countries which have extended the boundaries of TVET to include a wide range of economic and social training needs, including those of both the urban and rural informal sectors, received special citation in the report, signaling useful lessons relevant for national systems which have not yet embarked on this path of action.

A holistic approach to the organization of TVET includes a plurality of partners: central authorities, several ministries, local communities, social partners, private providers, nongovernmental organizations and regional and local stakeholders. The central government can facilitate the development of new TVET policies together with rules, structures and processes which will enhance and promote action between partners at decentralized levels. Increased coordination and coherence can go hand in hand with decentralization, which requires reinforcement of institutional and human (management and skills) capacities at
local levels and the implementation of an effective central monitoring system. The benefits of decentralization for TVET include the development of more locally relevant programs, increased involvement of local communities, more effective insertion of TVET graduates into the local labor market and even the creation of new employment opportunities.

At present, families and artisans bear most of the cost of TVET in Africa while formal TVET, comprising less than 2 percent of trainees in countries such as Kenya, Senegal, Ghana, Zambia, Namibia and Guinea, attracts almost all public funding. In an attempt to trigger financing for TVET, some West African countries and South Africa apply a training levy to formal sector companies, which is redistributed to informal and formal training schemes, and sometimes supplemented by donors. Careful monitoring of unit costs and quality is maintained, leading to the potential for directing financing to the most marginalized trainees (the least educated youth, rural youth, girls and conflict affected youth) in programs which have proved their effectiveness with regard to employment outcomes, contribution to the dynamic growth of the economy and financial sustainability.

Lessons learned from the field were formulated as recommendations that included:
- A fundamental revision of practice in the allocation of resources, to include informal sector training and specifically rural population needs.
- The inclusion of all multiple, current modes of TVET delivery in a unified concept of post-primary vocational education.
- The adoption of a coherent decentralized and coordinated approach to the organization of TVET.
- Devising new operational modes and finding increased financial resources to provide more equitable access to TVET.
- The development of all-encompassing accreditation and national qualification frameworks to confer legitimacy on multiple modes of TVET models.

Preparing Knowledge Workers for Africa’s Development: Articulating Upper Secondary with Higher Education

Presentation of the Technical Overview Paper for Theme 3 of the Biennale
The quality and provision of higher education governs Africa’s capacity for participating in global competitiveness. Fundamental review of national qualification frameworks will facilitate entry to and mobility across higher education programs, prioritizing improved access for traditionally excluded social groups.

The future global competitiveness of African countries depends on competent leadership and knowledge workers who are products of higher education. Kabiru Kinyanjui and George Afeti report that universities and other post-secondary institutions are under great pressure to produce human resources to match rapid changes in market demand for knowledge, skills and competences.

Despite an annual tertiary expansion rate of 17.2 percent, the Africa region has a lower proportion of the population
at that level of education, approximately 5 percent of the relevant age cohort, than other regions (advanced industrial countries have 50 percent) and continues to face challenges in equitable access, diversity and relevance of curriculum. The response to the limited number of places available in public universities has been the very rapid expansion of private universities together with the opening up of fee-paying programs in public universities, to support their general operations. Uganda’s enrolment of 17,000 students in higher education institutions in 1990 increased to over 121,000 in 2006 and the one public university in 1987 was complemented by 24 new public and private universities by 2007. In addition, a growing number of overseas educational institutions are opening campuses in African cities while cross-border solutions are increasing.

Measures to spread access to higher education institutions to traditionally disadvantaged social groups include, in Ghana, for instance, bridging courses in public universities for borderline students to qualify them to pursue science courses at the university. Uganda has successfully run mature entry programs for decades which interface with non-formal and lifelong education programs. Concessionary admission mechanisms operate for deprived secondary students and female applicants through lowering entry requirements by one or two points. Interestingly, this has led to high performance levels among female students. Additionally, one well-endowed senior secondary school will be established in each district of the country in order to spread opportunity more equitably around the country.

Across Africa, the intense competition for highly marketable university courses affects upper secondary education curriculum, in terms of demand for fewer subjects, repetition and private tutoring, which impacts in the long term on the quality and relevance of secondary curriculum.

The absorptive capacity of the workplace is another area of concern; this is critically manifest in Mauritania where more than 30 percent of doctoral graduates and many first degree holders are unemployed. Put another way, the match of education and training to the realities of the workplace is a critical need in many countries. The attractiveness of non-university tertiary programs needs to be increased in order to lessen pressure on universities and to produce the right mix of knowledge workers for the economy. At present, lack of dialogue between university and non-university institutions of higher education – and between higher secondary institutions – hampers student mobility, transfer and accreditation at the post-secondary level.
Universities in Africa have already embarked on a wide range of reforms to address this issue but secondary programs have yet to face the dual challenge of preparing the majority of students for the workplace and supporting, more coherently, the minority who will enter higher education. NAMCOL (Namibia College of Open Learning) is unique on the continent. It offers opportunities for learners from informal or nonformal backgrounds to re-enter the formal higher education system through an alternative mode of participation in secondary education. Research has indicated the need for education systems to give appropriate attention to the needs of historically disadvantaged groups right through the secondary cycle rather than leave these students to flounder at higher education level.

In sum, the preparedness of upper secondary school students for further education and the many factors governing transition from secondary to tertiary determine the effectiveness of higher education, among them: national educational policies and norms; institutional management and governance structures; teacher preparation and curriculum delivery; upper secondary examinations and assessment; tertiary admission requirements; class and socioeconomic inequalities; regional, ethnic and gender considerations; limited options in the provision of tertiary education; and inadequate public financing of higher education.

Discussions

**The challenges of TVET**

Faced with the daunting challenge of redefining and re-organizing TVET, the Minister of Education from the Republic of Congo noted that Africa could let events take their course or it could plan and direct the educational response to development needs by firmly taking control of TVET planning. She recognized the importance of informal sector training and urged her fellow Ministers to

It is predicted that increased contribution from households will be required in the future to finance higher education and that supportive measures for ensuring equitable access to students from low-income families, minorities and women students, will be needed, such as selectively targeted loans. Universities have become involved in income generating activities, including business ventures and partnerships with commercial enterprises. The University of Technology in Mauritius manages to generate as much as 70 percent of its recurrent budget through tuition fees. Policy instruments to provide incentives for the expanded participation of private entrepreneurs in higher education are a fundamental and urgent requirement, such as tax exemptions, provision of government land, infrastructure provision such as roads and internet connectivity and scholarships for staff development.
take control, to take action, and to ensure that youth in Africa were well prepared for the world of work and for changing global realities. This was seconded by one of the panelists, Jacob Bregman, who urged Ministers to be a force for change in ministries and among civil servants. He congratulated South Africa on having taken some difficult and courageous decisions on curriculum in recent years, reducing subjects on the curriculum and content overload, responding to popular demand and to unmanageable costs.

The Minister of Education from South Africa voiced her firm commitment to providing all children with general academic education right through the secondary level, as a response to lessons learned from introducing vocational education too early. She stressed the diversity of national needs and learning contexts across the continent and cautioned speakers on over-generalization regarding education in Africa. South Africa was focused on producing high quality and well-skilled youth, to shape a future ‘learning society’, and ‘knowledge workers’ for the increasingly competitive global employment market and would not opt for increasing vocational education for secondary age children.

The Kenya Minister of Education, on the other hand, was ready to plan for TVET as a viable alternative to secondary education for some students. Aisha Bah of UNESCO, asked how ministries were going to approach their task of transforming technical institutes given the challenges thrown up by the Biennale. The Ministers of Education from Mauritius and Kenya turned to the importance of narrowing the digital and skills gap between Africa and the industrialized world through the development of responsive and innovative curricula, and through expanded general secondary education alongside increased investment in TVET. Steven Obeegadoo responded that there was no necessary contradiction in addressing TVET expansion at the same time as general secondary expansion, given that significant numbers of secondary learners would not access university and needed skills for gainful employment. He argued for balanced development of both types of post-basic education.

A senior African UNESCO expert concurred, saying that technical institutes in Africa needed renovation and support. Richard Walther underlined the importance of accreditation for vocational programs at all levels and a cultural sea change in attitudes which would lead to re-valuing TVET diplomas. Hans Krönner noted the growing need for information and guidance for students across the TVET domain.

Africa is a very big animal – it’s like an elephant. If you try to eat us whole, you’ll get indigestion. I’m a bit worried about the generalizations voiced by the presenters which are not very useful. Case studies or a regional approach would be more helpful to us.

Minister of Education, South Africa
Quality education at the post-basic levels
One of the Central African Ministers pledged to ensure quality education in basic and post-basic education levels, noting that it was a prerequisite for the proper preparation of youth for the workplace. University participants from the floor emphasized the importance of continued focus on teaching/learning processes at the secondary level and the quality of learning materials which would be enhanced by research carried out in the universities. This was an instance of desirable and necessary interface between university and other education levels and institutions.

Dilemmas at the university level
The Ghana Deputy Minister of Education, Science and Sports noted the disconnect of the universities from secondary education, particularly in terms of subjects studied by secondary school children and the subject combinations required by universities. George Afeti noted that Francophone universities had some interaction with the secondary level through their involvement in senior secondary examinations but that Anglophone universities were characterized by lack of dialogue and interaction with schools. However, Maguette Kane Diop from Cheik Anta Diop University, Dakar, observed that Francophone university lecturers took little interest in schools. Alain Dhersigny, French Cooperation, identified the tension between aiming at international competitiveness and satisfying national development objectives.

Financing and the issue of equity
Universities were urged to play their part in achieving social equity by Kabiru Kinyanjui through mechanisms designed to increase the number of students from rural areas. Mechanisms cited included targeted bursaries and loans at university and secondary levels, in preference to generalized availability of loans or unselective subsidies or free education, for example, which inevitably end up supporting upper- and middle-income families rather than low-income students. Second, increased provision of secondary education in rural areas will open up opportunity.

The Kenya Minister of Education expressed the dilemma of governments faced with what he termed the increasing commercialization of education, that is, the current rapid expansion of education access for middle-income families without parallel opportunities for lower-income families, thereby compromising equity. Yet there were obvious gains to be made in providing incentives for private provision while redirecting public subsidies in a more targeted manner to education for the poor. The challenge lay in managing and balancing these elements and, as pointed out by the panelists, in policy formulation by the state followed by the creation of regulatory mechanisms. The issue of equity was also addressed by Alice Lamptey, of the Association of African Universities,
who urged researchers to identify successful mechanisms for the inclusion of people with disabilities in the mainstream education sector.

Learning from inside national borders

Wim Hoppers said that ministries of education were not always informed about interesting pilot or innovative programs within their own national boundaries. This pointed to a specific and significant role that universities and researchers could play in regularly documenting and analyzing such programs and disseminating information for the benefit of ministries of education.
Session four
Policy and governance, cost and financing
Chair:
The Hon. Prof. Jumanne Abdallah Maghembe, Minister of Education and Vocational Training, Tanzania

Panelists:
- Hon. Aires Bonifacio Baptista Ali, Minister of Education and Culture, Mozambique;
- Alain Mingat, Institut de Recherche sur l’Education (IREDU), France, and AFD/World Bank;
- Keith Lewin, University of Sussex, UK

The round table plenary introduction to Session 4 focused on a vital theme which has received increasing prominence
in Biennales over the years, namely the management, costs and financing of education, in recognition of the fact that
only affordable, achievable sector plans that incorporate human resources capacity building have a chance of developing
systems relevant to each country.

**Post Primary Education:**
**The Experience of Mozambique**

*Mozambique includes both SMT and life skills in its reformed post-basic curriculum, to respond to wide ranging educational need.*

Rapid secondary expansion was achieved through the introduction of night classes in 2004.

The case of post-primary education in Mozambique presented examples of policy decisions made in line with poverty eradication and the development of human resources. The Hon. Aires Bonifacio Baptista Ali, Minister of Education and Culture of Mozambique, explained that sector planning had adopted a holistic vision of the education sector which aimed at inclusion. Science and technology curriculum was prioritized.

After Independence in 1975, major education reforms were implemented in 1977, to nationalize education, breaking away from colonial structures; and again in 1983 (updated in 1992), establishing a seven-year basic education cycle. The year 2004 saw further curriculum revision in primary
schools, increased free provision of textbooks, strengthening of parents’ school committees, and the introduction of night classes in secondary schools.

Enrolments have risen in primary schools and the age of primary intake has reduced considerably, with the result that primary leavers are far too young to enter the work force. Secondary enrolments, including evening classes, have increased rapidly from 8 to 35 percent net enrolment rate from 2000 to 2007 but the budget for secondary schooling has not kept pace.

Future reforms of post-basic education will emphasize ten years of quality education; will increase the internal efficiency of the system which is characterized at present by high rates of repetition and low performance; give more emphasis to distance modes of education; and will develop well-rounded curricula, focusing on learning to be as well as learning to do, in order to prepare school leavers to face the wide ranging challenges of adult life. New social and economic realities as well as the country's intention of closer integration into the subregion, demand ongoing adaptation of Mozambique's educational institutions and curricula.

New focus has been given to TVET in Mozambique, with the start of an EU-supported program in 2006 which will span 15 years. It is a demand-driven and competency-oriented program, with particular emphasis on the inclusion of female learners, given women's vital role in agriculture and in the prevention of HIV and other diseases. Wide and diverse partnerships will ensure participation and ownership by civil society. A Vocational Education Reform Commission has been established to oversee these developments. National standards for technical education will be developed. At the same time, ongoing research will guide the development of the program; and mechanisms to increase TVET funding will be formulated.

Financial Sustainability as a Reference for the Development of Post Primary Education in Sub-Saharan Africa

Realistic costing of expanded post-primary education in Africa is only just beginning.
Critical policy decisions are needed by all countries to kick-start a viable process of costed planning.

Significantly higher enrolment and completion rates at the primary education level are putting pressure on governments to formulate policies for post-primary education – and for a nine-year basic education model – in the knowledge that high unemployment rates among youth, even among tertiary education graduates, call for well adapted responses. Alain Mingat reported on the simulations that had been carried out on 33 African countries to indicate the financial and logistic sustainability of options involving the management of student flows between.
Schooling in rural areas tends to be more costly than in urban areas... In lower secondary education, the structure of economies of scale is more pronounced than for primary schools, with unit cost in a 120-student school around 70% higher than in a 400-student school. 

Mingat et al. (2008: 21)

lower and upper secondary cycles, the unit costs of various delivery models and funding possibilities, in a variety of development contexts.

These scenarios could be classified into quantitative and qualitative variables. Continuity of student flow implies massive future enrolment at upper secondary level as current expanded primary enrolments move up to lower and then upper secondary levels. Discontinuity means reducing flow to upper secondary school, both to manage education costs and to respond to the demand of the labor market. The second set of variables relates to qualitative aspects or organization of the subsector where (a) preferred, then (b) acceptable but more cost-conscious parameters, are compared. Next, varying national contexts are factored into the simulations, taking account of GDP variation across countries, rural/urban national profiles (at present 85 percent of lower secondary age children out of school are rural), and the need to address vulnerable populations and remote areas.

Analysis of different scenarios indicated that costs of expanded secondary education will widely exceed the availability of domestic funding, in every case, even when discontinuity and cost-conscious parameters are factored into the model. If the present 20 percent sectoral budget limit is maintained, the goal of universal lower coverage for secondary will need to be abandoned and transition rates from primary to secondary will have to remain below 65 percent. Mobilizing supplementary public domestic funding for expanded post-primary education is an option: education sector allocation would need to rise to a minimum of 23 percent of the national budget while still using acceptable rather than preferred costing parameters, and discontinuity. Raising sectoral dependency on external financing to over 35 percent is another option.

Conclusions pointed to the need for management, and in most cases, discontinuity of student flow to upper secondary level, commensurate with the level of development of a country, current GDP per capita levels, access to funding, and other factors such as the rural/urban national demographic profile. Increased sources of finance, both domestic and external, will be needed to meet the challenge of expanding post-primary, post-basic education and a nine-year model of basic education.

Recent country workshops – which used the year 2020 as their point of reference – indicate that draft plans for expanding post-primary education will need substantial reformulation in all countries if they are to respond to the sustainability criterion. They may
need to take a longer term perspective for reaching the
goals envisaged. Countries vary enormously. The targets
of Ghana and Mauritania may be attainable, whereas those
of Burkina Faso and Burundi would be extremely difficult
to achieve. Between these two poles, the aspirations of
countries such as Tanzania and Zambia remain a difficult
challenge. External partners should start to anticipate the
considerable increased financing that will be needed by
all countries to implement their post-primary expansion
plans.

Seeking Secondary Schooling in
Sub-Saharan Africa: Strategies for
Sustainable Financing

Tools are available for decision making which can be responsive
to the resource base of each country.
Strict cost controls will be important for post-primary expansion
which will put severe strain on public and private resources.

Keith Lewin examined the options available for universal-
izing lower and expanding upper secondary education
in Africa. The costs and financing issues arising were
reviewed. A number of strategies for generating sustain-
able expansion were analyzed in terms of organizational
modes and financing options. Country-specific economic
growth rates will in large part determine pace and mode
of expansion. Important factors governing outcomes will
include increased public financing for the secondary sector,
improved efficiency and effectiveness, support to students
from low income households and firm commitment to
quality. Lewin echoed the view that lessons learned from
UPE and EFA experiences can and should be applied to
post-basic expansion. He

There are many possible
patterns of evolution,
some of which are likely
to be more efficient and
effective than others. This
analysis highlights the fact
that different strategies
will be needed in different
countries.

Lewin (2008: 107)

The current high cost
– and inefficiently man-
aged costs – of secondary
education excludes univer-
salization. Enrolments
closely reflect income disparity and, to a lesser degree,
gender disparity. Costs need to match a country’s GDP per
capita, so exceeding 20 percent of the GDP per capita for
lower secondary costs and 40 percent for upper second-
ary costs immediately results in inequitable and selective
participation. Secondary costs should not rise higher than
twice the cost of primary schooling. Expansion needs to
be gradual, to maintain quality.

Lewin proposed a number of reforms, which have only
rarely been implemented on the ground and which require
very difficult policy decisions. He then listed indicators
and benchmarks for planning secondary expansion within
affordable limits, affordable only for selected countries,
given the range of GDP across the continent. For example,
one benchmark concerned the unit cost of secondary level
TVET, proposed at 25 percent of GDP per capita for lower
and 50 percent for upper secondary, while keeping TVET
costs to a ceiling of 1.5 times that of general secondary
education. To illustrate the risks involved in TVET design,
he cited research showing that TVET can cost as much
as 14 times that of general education. He concluded that
For the majority of countries, decisions need to be taken on the degree of enrolment selectivity at the lower and upper secondary level or ‘discontinuity’, to use Mingat’s terminology, at least in the immediate future. Lewin’s models do not skirt around totaling costs and naming timetables for universalization, at lower and upper secondary levels. On the contrary, the simulations, models, calculations and multiple options examined, clearly demonstrate the impossibility of universalizing lower secondary schooling by 2015 and, for most countries, by 2020. As other presenters had stressed, country contexts differ. Countries with already relatively high secondary enrolment rates and sustainable economic growth will meet targets before others.

Every proposal put forward was accompanied by figures and costing. It was recommended that secondary schooling unit costs be kept at a level not exceeding two to three percent of GDP. This means lowering allocations to other subsectors of the overall education budget; or raising the general education budget; and/or severe cost cutting in schools. The aim to ‘ensure efficient teacher deployment’ covers the most politically sensitive area of all, namely posting teachers to

Secondary enrolment rates will also be constrained by nonfinancial constraints on growth, such as teacher supply, new building capacity, and the rate at which repetition can be decreased and achievement increased.

Lewin (2008: 98)
the least desirable areas, to ensure equity. In other words, secondary expansion will test the will of ministries and governments to plan – using evidence-based information and analytical tools – to forgo laissez-faire attitudes and to take hard decisions.

Discussion

The discussant, Michael Okech from the University of London, challenged panelists on some of their approaches to planning but the discussion ended on a note closer to consensus as speakers illustrated their terminology with examples on the ground. Oketch recommended learning from the history of secondary school development, for example, Tanzania and Kenya in the 1970s, one restricting growth and the other accepting demand-driven unplanned expansion.

Oketch did not recommend TVET as an alternative to general education, given current reward systems but the Chair, the Minister of Education for Tanzania, reminded the meeting of contrary examples from the East Asia tigers cited in Session 2. The value of constant reference to examples on the ground enhances Biennale discussion and, due to the many concrete examples presented to the meeting, the approach adopted by ADEA biennial meetings proves to be a useful and grounded one.

Ministers and NGOs pointed out that cost-cutting measures such as distance education and ICTs were available for post-basic development and had been insufficiently addressed during the presentations. Some Ministers and former Ministers expressed their discomfort with what they termed the pessimistic tone taken by some presenters since the role of national leaders was to face challenges, to assert their assurance and to confidently plan for the future, come what may. The Minister of Mozambique assured the meeting that his country had carefully calculated costs before embarking on the present expansion of secondary education and had already secured half of the funds required.

Alice Lamptey, of the Association of African Universities, asked whether decentralization had been taken into account in the models presented. The Minister of Education of Mozambique pointed to the role of local councils and communities in the management and resources contributed to secondary expansion in his country. The Minister of Education in Kenya also described the ongoing decentralization processes in his country. The panelists noted that management capacities had to be assured at every level and that the use and management of resources from top to bottom was the key to success. Correlations had not been found between amount of funding available and efficient education systems, but between good management and efficiency. Achieving balance in budgetary allocations was also critical.
The meeting was fully conscious of the dilemma to be faced: the social and economic imperative of expanding post-primary education while planning realistic expansion scenarios. This would play itself out in, for example, calculating a minimally sufficient number of qualified teachers, and paying them, and the constraint this would necessarily place on enrolment figures. There seemed to be growing consensus in the room that the trade-off between pupil/teacher ratios, quality and cost would indeed need to be carefully managed. The accumulation of data and simulations during the presentations had brought ADEA participants face-to-face with the startling numbers of children, and the costs to be addressed at the post-primary level, the need for growth of economies, and fiscal reforms, such as efficient collection of taxes.

There was discussion on whether GDP was a useful benchmark for calculating costs and teacher salary levels. Lewin and Mingat pointed to differentiated scenarios in their papers based on (a) countries with very low GDP and (b) those with higher levels of GDP. Again, the discussion started to converge with the recognition that country planning needed to be based both on national productivity levels and on a minimally desirable level of inputs, for teacher salaries and schooling costs, for example.

NGOs reminded the meeting that noncompleters of basic education (and of primary education) were not taken into consideration in the simulations presented during the session and that budgets would need to be found to address the needs of this large secondary age population who remain out of school.
Parallel Sessions
Issues of Policy and Governance, and Costs and Financing

The following reports provide brief overviews of four parallel sessions exploring issues of policy governance and costs and financing. They highlight significant points in the advancement of concepts and planning of post-primary education. The sessions were designed to focus on case studies and provide opportunities for discussion of specificities, in contrast with plenary sessions which attempted to identify commonalities and patterns across education in Africa. These sessions, running in four parallel meetings across four sessions, provided participants with time to elucidate issues arising from the plenary and parallel presentations and to ground discussion in practical examples from across the many countries represented at the meeting. Short summaries of the papers presented can be accessed in the annotated conference Program. The full papers, in addition to background papers, are available on CD and on the ADEA website.

Extending Basic Education, Expanding Secondary Education: Governance and Policy Issues

Extending Basic Education to include Lower Secondary while Maintaining the Quality Imperative: Case Study of The Gambia
Pap Sey, The Gambia

Highlights of the presentation were:
- The Gambian public perceives the curriculum to be overloaded but responsive to the needs of stakeholders, preparing children for life in or beyond The Gambia.
- Reluctance for automatic promotion through grades 1 to 9 is reflected in preference for a 6-3-3 system rather than a 9-3 system.

Fay Chung, Consultant, Zimbabwe

The Zimbabwe case study demonstrated innovative policy implementation:
- Unit costs for secondary education were reduced by 2/3 between 1980 and 1990.
A government secondary school was established in each district, however, private schools accounted for 98 percent of primary and 87 percent of secondary schools.

Day schools replaced boarding schools.

Open access permitted to O-level examinations.

Innovative approaches to teaching included:

- Distance learning methodologies, technical training (radio/cassettes).
- Zimsci kits, allowing weekly experiments.
- Tree planting and tree care programs linked to environmental education.
- Shortened teacher training courses (ZimTec).

Community involvement was prioritized: communities and students actively participated in constructing schools.

The Zimbabwe Foundation for Education with Production (FEP) educated 15,000 war veterans in ZimFEP schools.

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**Foreign Examinations**

Cambridge examinations oriented Zimbabweans to the UK. School leavers could not survive or cope with Zimbabwean problems; and went to the UK, where they are now.

*Fay Chung, Zimbabwe*

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Post-Independence Reforms to attain UPE in Benin, Cameroon, Guinea and Tanzania and their Effects on Post-primary Education

*Ibrahima Bah-lalya and Tidjane Diallo, WGES*

- In the four countries, several reforms were launched between the 1960s and 1990s which represented a rupture with colonialism, focusing on: the affirmation of national sovereignty, expanded access, ensuring that schools reflected the rural realities of daily life and reformed curricula.

- However, education systems experienced financing difficulties and struggled to maintain quality as enrollments rose sharply. Pressure was felt most severely at the post-primary levels.

- Curriculum revision lagged behind social and economic change.

- The main lessons learned included the importance of strong, stable political leadership, policies with objectives and goals that are clearly defined from the outset.

**Madagascar: The Challenge of Expanding Secondary Education and Training**

*Patrick Ramanantoanina, World Bank*

Current challenges include the following:

- Madagascar needs to grow its economy to match other countries in the region.

- Distance to school remain considerable (10-30 hours).

- The objective of schools is to prepare for tertiary education, leading to high repetition and drop-out rates.

- Post-primary vocational programs are too long.

- Rigid secondary and vocational programs fail to provide opportunities for youth to learn skills through apprenticeships.

- Only 20 percent are qualified at the primary level and 33 percent at the secondary level.

Ad hoc reforms in the past created problems. A holistic approach to reform will be adopted starting with the resources already available.
- New structure 7+3+2 (previously 5+4+3), expanding primary cycle from five to seven years
- Curricula to be revised, introducing integrated subjects.
- Teacher deployment efficiency to increase through polyvalent teachers and increased teaching hours.

Discussion

The issue of external monitoring of quality was raised, as regards those countries continuing to use Cambridge O and A-level examinations. Participants questioned the validity of examinations purporting to measure the quality of learning outcomes but remote from the context and reality of the country. Language of instruction issues were discussed, calling for more dissemination of experience across the continent, the results and best practices. In The Gambia, state schools use English, while the madrassas use Arabic.

Minister of Education of the Republic of Congo noted that school structure remains linked to the traditional system and asked if there is any way to “de-link” from the traditional system.

No Learning from the Past
Madagascar’s disastrous introduction of Malagasy in the 1970s as language of instruction was due to total lack of preparation of the teachers. The same mistake was repeated in 1992 when it was decided to re-introduce French, again without preparing the teachers. This proved to be a second disaster.

Patrick Ramanantoanina, World Bank

Public / Private Partnerships

Public/Private Partnerships at Lower Secondary Level in West Africa: The Case of Burkina Faso and Senegal

Ignace Sanwidi, Burkina Faso

- Both countries are making deliberate efforts to create enabling environments for private sector provision, in general, and for the promotion of private secondary education, in particular.
- Private secondary schooling accounts for 25 to 35 percent of students, and a higher quota in secondary TVET (technical and vocational education and training).
- Burkina Faso: Public-private partnerships range from co-financing, which also includes development partners, to budget allocations granted by government to private providers (in particular for TVET), and contractual arrangements between government and private providers within and outside the education sector.
- Senegal: partnership goes one step further, to include partnership in policy formulation in TVET.
- Both governments have committed themselves to public-private partnerships, and developed relevant legal frameworks. Committees have been established for consultation, and plan support for disadvantaged students. Senegal has established a development fund for TVET, after consultation with social and development partners.
- Monitoring still needs to be improved and involvement of private actors is seen as essential for its success.
The Power of Public-Private Partnership: Coming Together for Secondary Education in Africa

Adriaan Verspoor, World Bank

The presentation focused on secondary education in schools, with emphasis on financing and provision, two distinctly different dimensions of public-private partnerships.

- Private provision is driven primarily by limited accessibility and poor performance of public schools.
- As regards financing, data are readily available on the public financing of private provision, e.g. through government schools or public subsidies to private providers. Data are lacking, however, on the expenditure of households, which can reach 80 percent and more of total expenditure on secondary education.
- Currently, public funding tends to target students from higher-income families.
- Policy agendas need separate focus on financing and on provision.
- Private provision should be promoted through an enabling environment and capacity building. Parents should be acknowledged as partners.
- Public financing should facilitate access to education for the poor, whether publicly or privately provided.

Today, the rate of private provision has declined, but includes more than half.

Private secondary schools cater mainly for lower-income families. Government makes efforts to improve the quality of provision.

Private tutoring is widespread and represents considerable private investment in education.

Government considers private secondary schooling as an important element of education in Mauritius. The Private Secondary Schools Authority promotes, regulates and monitors private secondary education, and channels government grants.

Enhancing Equitable Access to TVET through Coherent Governance, Public-Private Partnerships & Multimedia Campaigns Development

Joseph EILOR, Uganda

The presentation focused on Business Technical and Vocational Education and Training (BTVET).

- Government understood the need to develop a strong political will, and an adequate policy and institutional framework.
- A multi-sectoral approach was considered necessary, to also include the beneficiaries of training as partners.
- Uganda has developed a streamlined and coherent BTVET policy framework across sector ministries.
- The government acknowledged not only the role of the private sector in BTVET but the greater comparative advantage and capacities of the private sector in BTVET provision. Ministry of Education and Sports focus has shifted from day-to-day BTVET administration to policy formulation, regulation and monitoring.
To enhance the status of vocational training, the government engaged in social marketing of BTVET, partnering with the mass media.

**Discussion**

The discussant, Halfdan Farstad of the Norwegian Ministry of Education, recommended an analysis of the public-private partnership models presented at each programmatic stage from planning, through implementation to monitoring. In response, participants noted the potential for partnership at various stages of program development, from policy and strategy planning to financing and implementation; and preferred modes for engaging in consultation and interaction with private sector stakeholders. The challenge was for governments to involve unwilling private sponsors, donors and development partners in collaborative support for post-primary education, including the several relevant sector ministries and agencies; and the need to encompass a wide range of potential partners for TVET, including both for-profit or non-profit providers as long as essential standards are met at reasonable cost. They pointed to the vital role of the mass media for career/training guidance, for open and distance learning, and as actors in carrying out social marketing of education and training.

The apparent comparative advantages of private providers included:
- More efficient management and use of teachers
- Flexible and rapid curricular response to market needs
- Access to relevant equipment.

Strategies for encouraging expanded private provision included consideration of microcredit schemes for informal sector business trainers. In future, governments would need to:
- Determine the necessary standards for private provision in terms of curricula (ensuring adaptation of curricula to local needs), examinations, certification, articulation within the education system.
- Effectively monitor private providers, guarding against deregulation of the sector; to devise mechanisms for ensuring quality in private provision and enforce minimal standards as regards the employment conditions of teaching and other personnel employed by private providers.
- Ensure equity of access in private establishments by directly subsidizing specific target groups Learning lessons from different country contexts where in one case, private provision attracts lower-income students, while in other countries, it attracts upper-income students; both systems segregate and polarize learners by income levels.
- Determine levels of household investment in post-primary education.

The dilemma of definition was raised: a possible distinction was proposed between compulsory and post-compulsory in preference to primary and post-primary education. Compulsory education would constitute a public good and be provided free of charge while household investment would be retained as a mechanism to fund non compulsory education.
Capacity building for governments’ new roles would focus on: developing incentives, facilitation, standard setting, monitoring, ensuring transparency, quality, access, equity; skills for drawing up legal frameworks for partnerships; and planning relevant personnel training schemes.

**Transitions between Upper Secondary and Higher Education: Policy and Governance**

The Interface between Further and Higher Education in South Africa: Factors Affecting the Higher Education Sector’s Capacity to meet National Needs

_Nan Yeld and Ian Scott, South Africa_

- Innovative assessment mechanisms that identify student potential are being introduced in addition to school leaving examination results as criteria for admission into higher education institutions.
- Talented but disadvantaged students are guided for placement into appropriate programs and disciplines not only to facilitate access but also success in higher education.
- Under 5 percent of black students are enrolled in higher education compared with a national participation rate of 15–16 percent.
- There is need to improve the effectiveness of teaching and learning; success rate is only about 44 percent.
- There is improved equitable access but insufficient equity of outcome.
- Curriculum reforms are needed to accommodate the diversity of intake.

- Reform of higher education curriculum structure and delivery is an essential condition for effectiveness and efficiency in meeting national needs.

**Better Articulation between Upper Secondary and Higher Education in Mauritania**

_Oumar Soumare, Mauritania_

- The rising GDP growth rate in recent years is driving increased demand for skills in the employment sector.
- Only 5 percent of those employed have a technical or tertiary diploma,
- Increased enrolments at all levels have led to lowering quality and producing student flow problems.
- Diversification and professionalization of courses is the approach being adopted to ensure greater relevance of provision and to better regulate student flows in order to translate inputs into useful outputs for economic development.
- Student flow regulation is organized by specialization through guidance and counseling and through selective examinations.

**Better Articulation between Upper Secondary and Higher Education: The Case of Mozambique**

_Arlindo Chilundo, Mozambique_

- This case study addressed articulation between upper secondary and higher education in the context of a post-conflict situation whereby the illiteracy rate was 93 percent at Independence in 1975.
- Entry into higher education is open exclusively to students who have completed 12 years of schooling.
One explanation for decreasing quality at the upper secondary level is that schools open without a full complement of teachers, especially science teachers in the provinces and rural areas, exacerbating regional disparities as regards access to higher education.

There is need to replace the current multiple system of examinations and criteria for admission into higher education institutions by a single national examination.

Discussion

Françoise Caillods of the International Institute for Education Planning focused on the role of examinations at the secondary level. Participants questioned the capacity of current examination systems to address the issue of equity and inequalities, and to satisfactorily regulate student flows. In Mauritania a new examination has been introduced in grade ten, at the end of junior secondary school, to orientate students into the upper secondary cycle or to vocational studies. At the end of the second secondary cycle, one examination is used to measure achievement and a second examination is used for selection to university. Both Latin American and Asian experience confirms the benefit of separating out certification from selection exercises. Alongside assessment of achievement, certification and selection, entry mechanisms to institutions of higher education have to build in measures to enhance equity, to ensure places for rural students, low-income students, women students, and other historically disadvantaged students. It was pointed out that reform should not only target access but also success in higher education. Better design of assessment and selection instruments was needed. Although participation rates are increasing, there are too few strong candidates for higher education in science, mathematics and technology. Language skills are also important. In all cases reported, the quality of secondary graduates was declining. There was also a call for curriculum reform at the higher education level.

Further, adequate teacher education and training at the upper secondary level was needed, to avoid wastage of talent (human cost); and a reduction of material costs.

Financing Trends and Challenges

The session examined three issues at three different levels of education:

- Expansion of private tutoring.
- Financing secondary level TVET through private sector funding.
- Financing higher education mechanisms in Senegal and Kenya.

The Challenges of Private Supplementary Tutoring: Global Patterns and their Implications for Africa

Mark Bray, Director IIIEP UNESCO

- Private tutoring is on the increase in Asia (Japan and Hong Kong), in Mauritius, more recently in Europe and across the world, due to increased competition for places in formal education institutions.
- Tutoring is expensive for households in Africa and reinforces existing inequity in education provision; benefitting high-income students and disadvantaging still further the poor and girls.
- Teachers benefit from additional income to augment low salaries and are known to abuse their positions by
teaching only half of the curriculum in class, as a method to compel attendance in tutoring periods.

- It is time to arrest proliferation of tutoring in Africa before it is too late.
- Measures need to be taken, for instance, to forbid teachers to tutor their own pupils, in order to stop the practice of paid tutoring.

Financing Vocational Training in Africa: Case Study of Five Vocational Training Funds

Alain Dhersigny, Ministry of Foreign Affairs, France

Financing mechanisms for vocational training developed by South Africa, Burkina Faso, Mali, Benin, and Tunisia target three objectives:
1. To boost economic and social development (South Africa).
2. To support education provision (Tunisia).
3. To encourage both the formal and informal sectors of the economy (Sahelian Africa).

- Funds have been set up in the 1990s in many African countries, sourced from levies in training institutions and private enterprise, and are managed jointly by government, employers and trades unions.
- Business can in turn benefit from these funds through their training programs, in particular informal sector enterprises, as a boost to small business development.
- Challenges currently include the practice of governments in retaining a significant proportion of the training levies; and lack of funding for informal sector training (Tunisia) despite the sector’s major contribution to the fund.
- In future, support to enhance financing vocational training should simultaneously address the overall development of TVET and issues of accreditation as South Africa has done; focus more on the needs of small and microbusiness development; and increasingly engage social partners.

Financing of Higher Education in a Context of Rapid Expansion: Anglophone (Kenya) and Francophone (Senegal) African Cases

Mohamed Chérif Diarra, UNESCO

High population growth and increased numbers of school leavers has exacerbated enrolments at university level, which requires policy reformulation.

Mechanisms for financing higher education are very different in Senegal and in Kenya. Senegal has a policy of free tuition and scholarships, subsidizing 25 percent of costs and providing USD 2,000 per year per student. Kenya’s student loans result in an annual state subsidy of USD 700 per student. Kenya also has several private universities, dating from the 1970s. Senegalese parents will have to understand the importance of investing in their children’s university education within Senegal, in preference to sending students abroad to study at enormous cost.

Problems in the universities include lack of infrastructure, lecturers and teaching/learning materials. In addition, there is high unemployment rate of graduates, while regular student strikes in response to reforms disrupt teaching.

Discussion

The discussion centered on private tuition. Participants agreed that it was already rampant in Africa. Many con-
sidered it as inevitable while teacher salaries remained low, recognizing it as a method of augmenting salaries, while other speakers regarded it as an unfortunate but unavoidable result of the critical importance of examinations and certification for individual learners. Participants who addressed the financing of secondary and higher education noted the enormous disparity between high-income families who paid for foreign education and the vast majority who find it difficult to finance local education.
SESSION FIVE
ACCESS AND EQUITY
Chair:
• Maire Matthews, Irish Aid

Panelists:
• Lavinia Gasperini, FAO; Codou Diaw, FAWE; Cream Wright, UNICEF New York

The fifth session discussed the main factors contributing to the exclusion of children from the basic and post-basic levels. Currently, secondary schooling focuses on higher income and urban students. More data were presented on system wastage at all levels, highlighting the need for system transformation at the post-primary level. Good practice from Mozambique and from other countries provided lessons learned for future program innovation. Three presentations were made during this session on: education for rural people; education and training for out-of-school girls in conflict situations; and innovative modalities for, and cost implications of, achieving UPE.

**Education for Rural People**

_National policies require focus on the education needs of rural populations, which include diverse social groups, and agro-ecological and geographic areas._

_Agricultural and survival skills may be most in demand in some rural areas._

In 2002, most of the 130 million children still out of school and most of the 880 million illiterate youth and adults lived in rural areas. The majority of Africa’s population is rural. The FAO led initiative, Education for Rural People (ERP), launched in 2002 at the World Summit on Sustainable Development In Johannesburg, with the aim of increasing access to education in rural areas, and to prepare rural citizens to engage successfully in knowledge based economies, an objective which is central to achieving the MDGs. Education is seen as a key contribution to improving food security, to eradicating extreme poverty and hunger, and to promoting gender equity in rural ar-

Schools in rural areas are often viewed as impenetrable institutions belonging to central government.

*Lavinia Gasperini, FAO*
Lavinia Gasperini of the FAO looked back at lessons learned from the program.

One challenge was the absence of powerful political forces advocating for rural people. Second, rural dwellers are not homogenous and need locally-tailored programs. Third, they live in a diversity of agro-ecological and geographic areas and are characterized by multiple socioeconomic and cultural differences. Many ministries are involved in providing education for this population but primary responsibility lies with ministries of education and agriculture, which need to develop rural education policies, such as the one recently drawn up in Kosovo2. Rural extension officers need to team up with rural teachers who, in turn, need special training for effectively responding to the local, rural educational needs of learners (as in Colombia), ensuring flexible responses to local needs in terms of the school calendar, daily timetables and curriculum relevance. Forty percent of the Thai curriculum and 20 percent of Mozambique’s curriculum is localized. Effective decentralization and community involvement in local education planning is critical.

There lack of school provision in rural areas, problems of distance to school, in addition to lower quality of education than in urban areas continues throughout much of the rural areas of the continent. Dispersed populations in rural areas are also, generally, much poorer than urban dwellers and need additional support due to forgoing the opportunity costs of child labor in the rural economy (such as food rations for children pulled out of work the fields and the homes). Significantly, rural populations often perceive the school as some alien creature of the central government, removed from their lives. To attract rural girls to school, a set of incentives needs to be planned for each locality. Support to rural teachers should include decent salaries, housing, attention to the needs of rural women trainees and teachers, other incentives (such as Malaysia’s and Lao PDR’s incentive package for rural teachers), redefined posting practices – such as posting newly qualified staff in pairs – and attractive career structures.

In addition to increased provision of schooling, rural people need centers for training in livelihood skills, food production skills and life skills. Mozambique’s Junior Farmer Field and Life Schools have filled this gap successfully. Redefinition of agricultural education now includes entrepreneurial and civic skills, human values and environmental education.

Improved donor coordination at the national and international level for promoting and investing in ERP will be important for increasing education provision for rural people.

**Education and Training for Out-of-School Girls in Conflict Situations**

TVET continues to sideline girls and women, even in post-conflict countries, yet it is a potential force for rebuilding society and positively transforming gender relations.

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The experience of Liberia shows the impact of top political interest in promoting girls and women through TVET.

Codou Diaw of FAWE noted that TVET was firmly back on the agenda and that a convincing case had been made to re-invest in the sector by many speakers. Data shared already at the Biennale had demonstrated the low participation of girls and women in TVET and their preponderance in traditionally female training programs. In post-conflict countries, the gender gap in TVET was even more marked in a context where countries suffered from high numbers of children out of school. The FAWE Regional Office had included a program addressing the education of girls in post-conflict countries in its five-year 2008-12 Strategic Plan.

FAWE had conducted a study in three post-conflict countries, Burundi, Liberia and Sierra Leone. The report reviewed TVET policies through a gender perspective, documented TVET on the ground and produced recommendations to government for increased participation of females in TVET. A three-year FAWE program, designed as demonstrative TVET activities, was now being rolled out in these countries.

The study concluded that girls and women were insufficiently targeted by post-conflict skills training programs and, more disturbingly, TVET policies were unresponsive to gender issues, with the exception of Liberia which has benefitted from the President’s direct interest in girls’ education. Observation in the field confirmed the concentration of females in ‘domestic’ oriented and traditionally female TVET programs. FAWE aims to transform TVET policies and provision into gender-responsive instruments at the national level, specifically targeting females through partnerships with the MOE and other ministries, agencies, CSOs and communities. At the same time, FAWE will demonstrate the important con-

Unlike primary education the cost of universal post-primary education is likely to be extremely high and probably prohibitive for most countries, based on existing models of provision. However, much systematic work is yet to be done on such a costing exercise. African countries would therefore be ‘shooting in the dark’ if they were simply to adopt a policy of universalizing post-primary education.

Cream Wright, UNICEF (2008)
tribution of females to social and economic reconstruction and highlight the potential of TVET in positively transforming gender relations in post-conflict countries.

**Achieving Universal Post-primary Education in Africa: Innovative Modalities and Cost Implications**

A proactive position on universal secondary education (USE) would involve serious costing and the adoption of serious cost reducing strategies. Fundamental transformation of current post-primary education is vital for attaining USE.

There are complex considerations relating to what are the most appropriate, cost effective and equitable ways of providing access to post-primary education opportunities for all the eligible age group, given their attendant diversity in talent, motivation and aspirations. 

_Cream Wright, UNICEF (2008)_

Cream Wright, Head of the Education Section, UNICEF New York, stressed that post-primary education is far more costly than primary education and will require new approaches. The enormous progress made at the primary level, due to national policies, national investment in education and sustained external support by partners, already provides lessons for post-primary expansion and indicates that the planning process at this level will need to be radically different. It will require fundamental transformation of existing models of provision given the resource base of most countries in Africa.

To provide data for future evidence based decision making, the presenter reviewed the already mapped determinants of success of existing post-primary models in a variety of countries. Second, data on current financing of post-primary education was used to predict the cost of universalizing post-primary education using current, global models. Third, innovative provision was discussed with a view to finding feasible, costed models for universalizing lower secondary schooling in Africa. In the past analyses existed only for selected countries. The wealth of data now available makes it possible to conduct realistic simulations for all countries.

It is estimated that 185 million children of secondary age are out of school; more than two thirds (127 million) of these are still in primary school. At present, more than two thirds of children aged 12-14 years in upper primary are overage by two or more years. The inefficiencies existing at the primary level must be dealt with before planning meaningful expansion at the secondary level. Disparities in access at the primary level are exacerbated at the secondary level, resulting in difficult to access post-primary education for poor rural children and girls. Wright argued for an inclusive system with alternative patterns of provision and the need to lower unit costs at this level, which include raising pupil/teacher ratios and providing overage children currently in primary school with accelerated programs outside or alongside the primary system. Instead of adopting a pessimistic approach to post-primary expansion, the presentation argued for serious attention to cost reducing and innovative strategies which would make universal post-primary education feasible.
Discussion

Reacting to the accumulation of numbers of children involved, the diversity of needs and programs and the costs presented in the previous four sessions, participants expressed their concern, and even perplexity and anxiety, over the magnitude of the task ahead in planning post-primary education. The combined and focused messages of the plenary speakers were being acknowledged by the meeting. At the same time, participants clung to the important notion of education being a right of all children. The Minister of Education from South Africa proposed that all countries should ensure that legislative systems reflected the fact that education is a right. Cream Wright noted that although this would be a positive step it had not assisted countries like India to press forward on EFA, since civil suits are not commonly used in that country as a method for increasing access.

Increasing the efficiency of the education system

Participants were increasingly vocal on primary level wastage which was jeopardizing expansion at higher levels of the system, echoing an important point made in Cream Wright’s presentation. Statistics presented to the Biennale had confirmed the unnecessarily and costly low PTRs (pupil/teacher ratios). There was increased recognition that PTRs should be increased at the post-primary level, not pupils per class but pupils per teacher, to take account of teaching patterns across classes.

A representative of Association Montessori International recommended that UNICEF includes early childhood education within its definition of basic education, not only because children have a right to Early Childhood Development (ECD) but to increase children’s readiness for learning and to enhance the efficiency of primary schooling. A previous panelist, Adriaan Vespoor, observed that until universal primary education is attained, this may not be a priority for many countries.

Gender and TVET

In response to questions from the Deputy Minister of Education, Science and Sports of Ghana, and others, Codou Diaw gave more details on the TVET program in three post-conflict countries, targeting 1,000 girls in each country, and working with partners. FAWE had produced instruments for ensuring gender responsive pedagogy and learning environments. The most excluded of all social groups were rural, poor girls, as confirmed by the statistics presented by Cream Wright on several countries.

Degrees of marginalization

The need for increased attention to the rural poor drew support from the floor. The Minister of Education from South Africa and Lavinia Gasperini noted that education systems needed to focus more explicitly on the ‘silent and often invisible’ children with disabilities and specifically on poor, disabled children who were doubly marginalized. It was concluded by the meeting that poverty, geographical location (rural and slum dwellers), ethnic minority status, disability and gender were the major factors keeping children out of basic and post-basic levels of education. While gender was a contributory factor it was not the most significant determinant of school enrolment. Orphaned children were particularly vulnerable, in danger not only of exclusion from school, but of not learning agricultural and survival skills from absent parents.
PARALLEL SESSIONS
ACCESS AND EQUITY

The parallel sessions examined, in some detail, the ‘unreached’ populations and target groups which are at risk from being excluded from post-primary education, namely rural populations, the poor, girls and other historically disadvantaged groups; and the need for diversification of curriculum through competency oriented and innovative TVET models. A strong appeal for ‘business unusual’ (i.e., unconventional/innovative strategies) was made for the post-primary level, such as the adoption of alternative and cost-responsive delivery modes, such as distance and nonformal education. Failed strategies of the 1970s were revisited to derive lessons learned. A wealth of African experience was presented for critical appraisal and reappraisal.

Gender Issues in Post-primary Education

Gender Issues in Post-primary Education in Africa
Maguette Diop, Senegal
- Sexual violence in schools affects both boys and girls.
- Teachers must be the key agents for eliminating inequities and therefore need better training on gender issues.
- Curriculum reform must eliminate gender stereotypes.
- Interest exists for system enhancement of gender equity, but lack of resources remains a problem. Schools could generate their own supplementary funds.

Gender Issues in Technical and Vocational Education and Training
Rudo Barbra Gaidzanwa, Zimbabwe
- Early marriage, pregnancy and drop-out prevent many girls in Africa from survival in school beyond 15 years.
- Girls often underperform, failing to achieve the level required to enter secondary education. TVET is a viable alternative for many.
- Opportunities for entry into the labor market are very different for girls and boys, due to differences in educational attainment and social factors.

Negotiating the Interface between Upper Secondary and Higher Education in Sub-Saharan Africa: Gender Dimensions
Grace Bunyi, Kenya
- Girls tend to go to rural secondary schools and poor quality urban ones; female students are more numerous in private universities than in public ones.
- Inequalities affect girls at every level of the education system.
Most programs targeting gender inequities in secondary education have been implemented by NGOs, generally only on a pilot basis, with little enduring and no systemic impact.

**Transition to Post-Primary Education with a Special Focus on Girls**

*Aster Haregot, UNICEF*

- More countries are adopting a sector-wide gender perspective in education policies. Policies on affirmative action are generally in place including the re-entry of teenage mothers to school.
- However in the poorest 40 percent of households the ratio of girls to boys is 4:1 in the ninth grade.
- For UNICEF, post-primary education includes education provision for secondary age children who have not completed basic education.

**Discussion**

Jackie Kirk, the discussant, noted the success of the concept “the girl child” at primary education but suggested that it would be important to transition to a new concept of the older girl and/or the young woman, in regards to post-basic education. There are new issues, opportunities and priorities to consider in this context, and new actors and stakeholders.

Multiple and well-known barriers limit girls’ access to post-primary education; these have persisted despite efforts over decades to eliminate them. These include cultural barriers as well as school, household and community barriers. Post-basic education systems continue to undermine the status of women. Psychological, verbal and emotional violence can sometimes be more damaging than physical violence. Fathers were accused of favoring sons and failing to encourage their daughters to pursue traditionally male disciplines. More girls than boys are oriented to post-primary skills training yet these diplomas were seen as an inferior qualification, condemning girls to the least valuable qualifications for the market place.

In regards to the apparent slow implementation of gender-oriented policies and interventions, NGOs, churches and civil society need to partner with governments. Gender-sensitive policies require gender-sensitive strategies, and gender mainstreaming must be accompanied by gender budgeting. The continuing lack of gender desegregated information was deplored. Databases on adolescents and the labor market should be developed and disaggregated by age, sex, socioeconomic variables, etc., for policy development, planning and training purposes. In conclusion, the participants agreed that gender is about both boys and girls. Program focus is rightly on inequitable female access to education but it is essential to involve males in female-oriented affirmative action.

**Distance Education and Open Learning**

*The Potential of Open Schooling in Africa: A Case Study of India’s National Institute of Open Schooling*

*James Stanfield, University of Newcastle, UK*

- Exciting opportunities to remodel and expand post-basic education now exist for governments willing to embrace the full potential of open and distance learning.
India’s National Institute of Open Schooling is the biggest open schooling system in the world. It provides open entry and free choice of subjects. It is autonomous, benefits from partnerships, and is financially self-sustaining. Other centers can, on application, become accredited institutions of the Institute. However, its non-profit status limits its ability to expand.

- Vast experience and expertise exist for capacity building and quality control within the private sector.
- Africa can select between several models: (a) government monopoly; (b) public-private partnerships (non-profit) at little/no cost to government; or (c) private for profit. By combining the profit motive, ODL and IT, diverse models are possible.

**Review of the Use of ODL systems in the Provision of Post-primary Education in Africa**

*Ephraim Mhlanga, South African Institute for Distance Education*

- Programs in Namibia and Botswana enroll large numbers of students: 25,000 in NAMCOL (Namibia College of Open Learning); 21,000 in BOCODOL (Botswana College of Distance and Open Learning) (2005 figures).
- NAMCOL and BOCODOL now include junior secondary certification. Many of those studying for junior secondary certification are in their 20s and 30s. More females are enrolled than males.
- Programs have demonstrated high pass rates, curriculum articulation and good governance.
- ODL is a proven opportunity for overage learners and marginalized groups.

- NAMCOL, established in 1998, has almost 29,000 students, attracting students who failed the secondary leaving examination. Vocational Training Centre (VTC) students can upgrade their qualifications to senior secondary level in “after-school” hours.
- In the future, NAMCOL will diversify its courses in order to offer skill/competency focused courses in addition to academic programs.
- Namibia options for students of 16 years and above include NAMCOL; VTC (modular-based), colleges of education; University of Namibia (4 years); polytechnics (3-4 yrs).
- Pregnant girls can continue learning during pregnancy and return to school after childbirth.

**Discussion**

The Minister of Education from Mauritius expressed strong support for ODL and appealed for the dissemination of more models. The Minister of South Africa requested information on quality assurance measures in the private ODL sector, costs to students, student profiles and bursaries available for poor students, noting that the experience in South Africa was that for-profit ventures always turn out to be expensive, inhibiting equitable access.

Burkina Faso reported that investments in ODL are quickly overtaken by new advances in technology. James Stanfield explained that the Indian model uses a great deal of print...
material since the national technology infrastructure is not well advanced. Participants reported that some teachers are resistant to the spread of ODL.

**Non-Formal Education**

Transitions from Primary to Post-primary Education: Using Nonformal Learning Opportunities to increase Access and Relevance

*Deborah Glassman, ADEA Working Group on Nonformal Education*

- Specific categories of children (e.g., drop-outs, over-age children, never-schooled children and marginalized populations) will continue to be excluded from formal primary education in 2015 due to the reluctance of ministries to incorporate them into alternative programs. They will miss out on post-basic education programs, too.

- The mainly NGO driven nonformal programs have served the needs of these children but need attention and support from governments to expand their reach both at primary and post-primary levels in order to bring them into the fold of national education systems, of national assessment and qualifications frameworks, and into the ambit of a life-long learning framework.

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**Vocational Training Centers in Mali and Integration of Graduates into the Workplace**

*Bonaventure Maiga, Mali*

- Development Training Centers (DTCs) in Mali, started in 1993 for basic education for 9-15 year olds, now combine 4 years of basic education followed by a 2-year vocational training program. Graduates benefit from kits and assistance in finding employment, but no follow-up. Almost 1,000 young people have benefited from the latter program out of nearly 30,000 literacy graduates.

- A recent analysis of the program found that graduates find the two-year program too short and recommended that DTCs increase the involvement of communities, link the basic and vocational programs more closely, train the mainly illiterate master crafts people in mentoring skills and increase the relevance of training to local needs.

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**Training programs for Disadvantaged Youth in Latin America: Balance of public strategies in the last decade and recent trends**

*Claudia JACINTO, reEdi*

- Since the 1990s, Latin America’s innovative vocational education programs, for disadvantaged youth who have not obtained a secondary school certificate, are located in ministries of labor. They have produced effective low cost, short term courses through private providers. Training can include exposure to work in the formal sector.

- Ministries of social services tend to work with NGOs, which offer a broader training package including life skills and civic education. They target informal sector employment and self-employment. Placement services and follow-up in the workplace is lacking or weak.

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Exciting opportunities exist for those national governments prepared to think the unthinkable and blaze new trails by creating a regulatory environment which encourages and attracts world class for-profit companies to come and invest in their ODL sectors.

*James Stanfield, University of Newcastle, UK*
- New and promising program approaches combine technical training with life skills and job-seeking skills; and interesting models linking vocational training with alternative secondary education. A lifelong approach to training still needs to be developed.
- Graduates secure better jobs than before and higher wages, but studies indicate the continuing precariousness of the informal sector with few enterprises surviving beyond their first year.
- Broad range vocational programs that include life skills and other basic skills, within a national qualifications framework, and placement services designed at the planning stage of the program have been the most successful. Embedding training programs in placement services, providing tutoring and counseling, and ongoing support for self-employment and entrepreneurship is essential. Public-private partnerships at the local level which include training centers and social partners are a promising strategy. Linkages between different education paths and learning/work environments are important.
- The advantages of the nonformal sector include: flexibility in delivery, lower cost and the higher potential for job creation.
- Wide and diverse partnerships are critical to its success.
- the Ministry of Education has only recently recognized the contribution of nonformal education in reaching out to unreached children and youth and is aiming to encompass nonformal education within the Ugandan Qualifications Framework.

**Discussion**

The respondent, Klaus Jahn of GTZ, noted the widespread negative image of nonformal education and the critical role of governments in enhancing the quality of the sector through capacity building of instructors and trainers, follow-up and monitoring. Specific groups such as women, people with disabilities, rural and poor urban dwellers and learners without international language competence needed more attention from planners. Participants noted the continuing low capacity of nonformal opportunities compared with the vast numbers of unreached learners. A donor representative decried the lack of clarity on a vision for nonformal education objectives and policy which results in donor hesitancy to support nonformal education. Participants agreed that it would be useful to learn from countries such as Namibia and Uganda which already have a policy framework which includes nonformal education; to review the potential of free, subsidized and fee-paying evening school for post-basic level students; and to increase tracer studies on lessons learned regarding the integration of formal and nonformal graduates into the workplace.
Principal recommendations included advocacy for and social marketing of nonformal education at the ministry level and inclusion of nonformal advocates within policy formulation committees, as well as advocacy initiatives addressed to potential donors once a vision and clear nonformal education policy has been defined. Other related points included:

- Raising NFE to the status of a recognized, alternative delivery mechanism at each level of the system; integrating NFE into mainstream education, within an NQF policy; providing links and pathways across the system to open up access to both formal and NFE opportunities for all; and integrating NFE methodological approaches into mainstream teacher training.
- Acknowledgement of the enormous and increasing urban populations in need of NFE, often neglected due to the more prevalent discourse on rural population needs.
- More information on the cost of NFE in NFE reports and evaluations, as one way of preparing policy to attract donor funds.
- Ensuring the inclusion of NFE in sector statistics; in costing reports and planning documents; in programs such as the Fast Track Initiative plans; and earmarking a portion of national education budgets for NFE.
- Establishment of an African Observatory for Nonformal Education.

Nonformal education is not only an alternative to formal education but is a viable avenue in its own right to further educational opportunity.

_Twine Bananuka, Uganda_

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**Innovations for Equitable Access**

**Community Schools and Alternative Structures for Post-primary Education: Strategies for Extension of Basic Education in Burundi**

_Pascal MUKENE, Burundi_

Burundi has an atypical low enrolment rate of 15 percent at the secondary level. Focus is on extending basic education to nine years. Community schools at the lower secondary level are having a positive socioeconomic impact on the immediate locality and they have brought post-primary education closer to home. But problems such as precarious community financing, inadequate teaching skills and poor transition rates continue. Alternative structures are scarce and face more daunting problems but are more in tune with local realities. These issues are addressed in the sector action plan 2006-2015.

Links must be created in future between educational institutions and the employment sector which would permit the development of relevant TVET programs to prepare students for the world of work.

**Social Reintegration through Community Apprenticeship: The Community Reintegration Program (RAC) in Congo**

_Maurice BANOUKOUTA, Congo_

Congo’s post-conflict context called for rebuilding the social fabric of society to give new hope to youth, address poverty, health issues, education needs and the need to focus on the social reintegration of ex-combatant youth.

Increasing employment opportunities and income-generating skills is one way of reintegrating youth into
society. The RAC program designed for 16-23 year olds with a minimum of eighth grade education, which leads to a diploma (CQP), includes theory and practical skills, IT initiation and business management skills. Beneficiaries are allocated to master artisans and provided toolkits.

Communities were involved in selection processes in both urban and rural settings, and took account of youth preferences in trade skills. Completion rates were 84 percent and 78 percent in urban and rural settings, respectively.

Fund disbursements were delayed and lack of relevant facilitation skills by master artisans proved problematic. In future it is hoped to take the program to a greater scale.

Nonformal Education and Training Opportunities for Youth Living in the Rural Areas of South Africa

Kathy WATTERS, South Africa

- Limited educational opportunities are available for rural youth 15-28 years in South Africa, noncompleters of secondary education are common, despite NQF which aim to narrow disparities since apartheid.
- Arduous bureaucratic demands on private providers limits spread of provision.

- A holistic approach to skills training is vital for the sustainable development of the individual.

Discussion

With regard to community schools, the experience of Botswana was discussed, where communities had tired of managing schools built by the state. The Ministry took over management again, charging 5 percent of costs to parents through the reintroduction of school fees. Questions were asked about the level of capacity building that communities had received and the level of participation they had been allowed in decision making.

Vocational training had not been accepted wholeheartedly by communities in many countries due to the perceived lack of funding for the subsector and concern over the employability of graduates. Participants concluded that long, intense and continuing consultation with communities was necessary to secure their confidence and support. They also noted that follow-up in the workplace is vital for the success of vocational training.
SESSION SIX
QUALITY AND RELEVANCE OF POST-PRIMARY EDUCATION: DEMAND AND SUPPLY OF TEACHERS, CURRICULUM AND SKILLS DEVELOPMENT
Round Table – Quality and Relevance of Post-Primary Education

Chair:
• Hon. Jacques Fame Ndongo, Minister of Education, Cameroon

Panelists:
• Adama Ouane, UNESCO Institute for Lifelong Learning;
• Virgilio Juvane, ADEA Working Group on the Teaching Profession;
• Denise Bergeron, AFIDES, International Francophone Association of Head Teachers)

The first presentation proposed an organizing principle for post-basic education while incorporating the critical role of basic education as a foundation for lifelong learning. The second and third presentations focused attention on the need to consider teachers and school/institution principals as key in ensuring effective education for all, even in the most disadvantaged learning environments.

Lifelong Learning Connections: The Nodal Role of Diversified Post-primary and Post-basic Approaches

Lifelong learning approaches offer an appropriate framework for the development of post-basic learning.

Lifelong learning is, in a nutshell, ‘learning to learn’ – and is life itself. LLL perspective provides at the outset the necessary frame-work to connect and integrate all these approaches in an anticipatory way, avoiding fragmentation and the need for crash solutions and emergency remedies.

Extracts from Adama Ouane, UNESCO ILL
Africa already has some blueprints to provide inspiration to other countries, incorporating a broad spectrum of post-basic programs and multiple learning channels.

Lifelong learning (LLL) provides an ideal framework for planning the range of post-primary education options due to the holistic and integrated approach that it espouses. Adama Ouane noted that LLL offers the conditions and capacities for empowerment and inclusion by reason of its principal attributes, which are: integration, flexibility and continuing and purposeful application of learning. Post-primary education in the future can learn from the processes used in LLL to integrate broad LLL curriculum concerns which span an array of subjects and competencies and learner groups; and from the development of comprehensive systems of qualification and accreditation.

LLL works through the three education channels, formal, nonformal and informal; it uses the organizing principle of the learning continuum, which spans vertical learning (lifelong) from birth to death and horizontal learning (life-wide) across all life experiences and contexts; and links different types of learning.

Informal learning is the main modality through which most people acquire knowledge and competencies. Nevertheless, there is a widespread lack of awareness of the importance, the real contribution and the pervasive nature of informal education.

Adama Ouane, UIL, UNESCO

To dispel common misconceptions about LLL: the relevance of the concept is not restricted to industrialized countries; it is not limited to adult learning, but spans all learning at all ages; and is not confined to the areas of academic and/or vocational education or the world of work. LLL addresses learning in all countries, by all people, across life, and encompasses active citizenship, social participation, leisure and self-fulfillment and learning for enlightenment.

Adama Ouane stated that: Some countries are currently spending massive amounts of resources on low achievers at initial education levels without any great success... They are, however, not necessarily of lower ability. This merely indicates that traditional types of instruction are inappropriate for them. There are two possible lines of attack: first, by seriously trying out new pedagogical tools; second, by shifting to forms of education for young adults that incorporate part of the foundation. One possible overall remedy for the problematic of low achievers is the broad implementation of LLL offering suitably diversified alternatives, different and complementary routes and opportunities to catch up, to improve skills and competencies and to acquire new knowledge and capabilities.

To move from formulating LLL slogans to action, the following steps are suggested: (a) serious efforts to provide basic LLL programs, which provide entry to further learning at a later stage; (b) curriculum integration; (c) creation of pathways between diverse learning opportunities; (d) insistence on mastery of each completed learning level; and (e) provision of further learning opportunities at every stage through different and complementary routes.

Namibia and South Africa have gone a long way to developing LLL frameworks and structures over the last decade, as detailed in Parallel Sessions 5 and 6, which can serve as an inspiration to other countries in the region.
Provision of Teachers and Education Management Personnel: The Impact on Quality of Education Delivery in Post-primary Education

Teacher education is, at last, under scrutiny since it is seen as the key to ensuring quality in schools. Teachers’ unions are developing positive new roles.

Virgilio Juvane from the ADEA Working Group on the Teaching Profession presented the findings of a study on five countries (Ghana, Mozambique, Togo, Uganda and Zambia) on the provision of teachers for secondary schools and TVET institutions. Despite the rhetoric, TVET remains undervalued and under resourced. Inequity in teacher provision within countries is translated mainly into regional disparities and subject specific shortages. Female teachers are still in short supply at the post-basic levels. The high demand for secondary teachers has seen some of the best primary teachers redeployed to the secondary level to the potential detriment of quality in primary schools. Steps to respond to crises in teacher supply have been taken but, as in the case of Mozambique’s new one year training for both primary and secondary teachers, need careful monitoring to ensure quality outcomes. Further, there is little capacity at local or regional levels to advise teachers on career planning, few upgrading opportunities for teachers or for the initial training of head teachers, inspectors and other education personnel.

Management and funding of teacher education institutions needs review. Reconceptualization and adjustment of preservice, inservice, initial and continuing professional development models is required.

Countries are now starting to turn their attention to defining the required profile of the teacher educators, who are seen as key to the provision of quality in education delivery, but often there remains a mismatch between method-ologies being promoted as part of national policies and those which are practiced in teacher education institutions.

Virgilio Juvane, ADEA WGTP

Successful strategies to address these areas of concern include: increasing student/teacher ratios and introducing double shifts, with the proviso of close monitoring of the quality implications of the interventions; reporting gender disaggregated data, which has increased the proportion of female teachers (from 28 to 39 percent in Zambia, over the last six years); provision of incentives to attract good candidates into the teaching profession and to retain them; preparing teachers to teach multiple subjects at the upper basic or post-primary level; compulsory study of maths and science for all trainees in Uganda’s teacher education programs; support to the private sector to extend teacher education; and need for regulation of the private teacher education sector. Radical change of the role of teacher unions is evident in Ghana, Uganda and Zambia where unions have become involved in teacher education and the career development of their members.
Contribution of School Principals to the Improvement of Post-primary Education in Africa

School leadership is key to good quality education outcomes—it can overcome the disadvantage of low-resourced schools. More support is needed to provide capacity building for head teachers in programs focusing on factors identified as fundamental for school success.

Improving leadership of secondary schools is now considered to be one of the most promising means of enhancing the quality of secondary education in Africa. Currently, one of CONFEMEN’s top priorities is to establish networks of education managers. Denise Bergeron of AFIDES (Association Francophone internationale des directeurs d’établissements scolaires, International Francophone Association of School Heads) reported that management training of head teachers was still rare in Francophone Africa. Four countries had participated in a recent study (Central African Republic, Mali, Guinea and Senegal) investigating the factors explaining high performance in disadvantaged schools and good practices identified with this positive outcome.

Despite very different settings, the successful schools had common characteristics. The management of these schools was structured. Official regulations were readily available. They were used as guidelines with regard to interaction with different local players, for defining the roles of different actors, and as a source of authority in their dealings. The school principals were effective communicators, disseminated information widely in the locality and followed-up regularly on action initiated. They sought consensus on school policies and practices and worked well with diverse partners through the parents'/teachers' association, local and central government authorities, local entities and organizations, and international partners. Ministries have not yet fully defined the specific and complementary roles of PTAs and the new school management committees set up in many countries.

The heads themselves closely monitored and encouraged effective teaching and learning, encouraged regular learning assessment and provided nonfinancial incentives and rewards for both children and teachers. Teachers formed collegial teams with their head and were given opportunities for professional exchange and for upgrading their skills.

Discussion

The discussant, Martial Dembélé of the University of Montreal and the ADEA Working Group on the Teaching Profession, suggested that a holistic, integrated and cost-effective approach to education and training planning would require one single ministry of education rather than the common practice of dividing ministries of education into two or even four separate ministries.

Decentralization has been a welcome boost to the role of PTAs and local school committees which are, in many localities, more than ever involved in the life of the school.

Paraphrased from Denise Bergeron, AFIDES
The issue of upgrading primary teachers to secondary schools initiated lively discussion among Ministers, NGOs and African researchers in the meeting, ranging from acceptance, through mixed reaction, to concern for negative repercussions on both primary and secondary schools, given the concerted recent efforts on improving quality of delivery. It was clear that the data generated by ADEA were beginning to change Ministers’ attitudes to policy formulation, as was the promotion of a sector wide perspective. The result was a series of pointed questions on the repercussions of policies in one subsector which could affect another subsector.

There was marked interest in the meeting in the idea of teacher skill development focusing on improved practice rather than primarily for career advancement. The new proactive role of some teachers’ unions in promoting and organizing teacher development was noted with satisfaction. Some countries continued to suffer, however, from the combative attitude of the unions, as reported by at least one Minister, which pointed to the benefit of cross-country sharing on the issue to foster cooperative relationships between unions and ministries. An NGO delegate reminded planners of the potential of IT in teacher education and other distance modes. Several speakers noted the lack of gender disaggregated data as regards school leadership and the low proportion of women school principals. Many participants, from Ministers to field workers, called for special focus on promoting women teachers and raising the number of women school heads.

Participants appreciated the point made by presenters on the lack of information available on the management and financing of teacher education and recommended further research on these issues. Ministers expressed interest in incentive packages cited from several countries to attract teachers to remote and disadvantaged schools.
The most interesting examples of curriculum innovation have occurred in countries which have espoused a competency based curriculum and developed a national qualifications framework. Detailed discussion revisited TVET development but from a rights-based and quality in education approach. TVET experiences of the 1970s and the notion of schools for production were revisited. The old lessons learned were filtered through new theoretical approaches derived from the EFA perspective and from the need to develop more flexible, adaptive but cost responsive policies in the future. Four parallel meetings addressed the following issues: curriculum for post-primary education; skills development in education; skills development in TVET; and teacher issues.

**Curriculum for Post-primary Education**

*Processes of Curriculum Change and Competency Based Approaches in Basic Education within an Interregional Perspective*

*Renato Opertti, UNESCO IBE*

- Globally, curricular transition between primary and post-primary levels tends to reflect an incoherent and deficient system instead of a logical and integrated one.
- Competency based approaches (CBA) to curricular reform are proposed for consideration in Africa, particularly for basic education extending to nine or ten years, using lessons learned from global experience (Uruguay, Guatemala, Canada, China) in order to strengthen system expansion mechanisms. Emphasis is placed on new processes of curriculum change. This results in a more integrated curriculum, with less subject compartmentalization than before, and situation-based learning. Children become learning actors rather than teaching targets.
- CBAs addresses local and diverse curricular concerns through democratizing the reform process, reducing social disparity, producing child-centered curricular frameworks and students with employable skills, reducing drop-out and failure, promoting pedagogical practices responding to learner needs and strengthening teachers’ professional development.

**Localization of Curricula and Decentralization of Curriculum Development**

*Lewis Durango, Namibia*

- The Namibia Training Authority was established to respond to lifelong skills training among populations excluded from opportunities under apartheid.
The NFQ provided guidelines and criteria, promoted flexibility of curricular outputs and has increased articulation between formal and nonformal curricula and qualifications. Many short term course programs now exist; and industry has been involved in program development.

Challenges include the reluctance of many to accept equivalency of local and national curricula; and lack of capacity at local levels for developing curricula. Emphasis on preparation for further education provides further impetus for centralization contrary to the spirit of decentralization.

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**Relevance of Selected African Lower Secondary Education Curricula for Pupils’ Future Life and Work**

*Dakmara Georgescu, UNESCO IBE*

Basic education curricula of ten African countries and two western industrialized countries were examined to identify successful linking of curricular objectives, content, processes and immediate learning outcomes to the acquisition of competencies relevant to life and work. In Africa, only South Africa, Botswana (and partially Mali) have reorganized curricula to target learning competencies and utilized innovative curriculum organizers for the purpose.

Different approaches to CBA transformation are noted: separate subjects, crosscutting approaches and flexibility; and the ongoing challenge of effectively redesigning assessment of competencies.

Lack of curriculum reform in other countries could be addressed by upgrading curriculum development capacity. The role of professional curriculum developers alongside multiple stakeholder participation is stressed.

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**Discussion**

Many participants were skeptical about CBA results over the last 15 years. Some regarded it as more appropriate for TVET than for general education curricula, for example, mathematics. Others emphasized its importance for stemming failure and drop-out. It was said that the successful integration of CBA requires overall transformation of the school. Misgivings were voiced on the competence and integrity of decentralized assessment mechanisms.

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**Skills Development in Education**

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**Institutional Strengthening in Technological Matters: The PRIMTAF Program in Francophone Africa**

*Vivianne Massengo, Congo*

- PRIMTAF is a vocational training pilot project in food processing technology in Congo targeting skills needed in agro-based economies. It provides training in entrepreneurship skills and addresses transition to and follow-up in the workplace. Business start-ups receive special attention (15 so far).
- PRIMTAF provides innovative opportunities for women entrepreneurs and has potential in terms of generating new types of enterprises.
- The project is not self-sustaining due to the limitations of its production unit and depends on external support. Of 86 trainees since 2000, 18 are active in the workplace. Others continued their studies in university at home and abroad. The profile of trainees needs to be examined.

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**Capitalization of Action Research on Pathways between General Education and Vocational Training**

*Joseph Sarr, Senegal*
Targeting poverty reduction and supporting the transition from school to the workplace, the program teaches entrepreneurship skills at two formal junior secondary schools and one daara (Islamic school) with the objective of introducing TVET studies into these institutions. The aim is to create bridges between formal, alternative general education and vocational education. Challenges included inadequate equipment, lack of provision for lunch, distance between project locations. The program was much lower in cost (USD 750 over three years) than formal TVET programs. Public-private partnership worked well between relevant ministries, NGOs, parents, students and schools. The vocational curriculum component provided both school and daara students with more relevant work-related skills than current curricula in both these types of institutions.

School Enterprises and Sustainability: Challenges for Secondary and Vocational Education

Mahdu Singh, UNESCO UIL

Neither secondary nor vocational education prepares learners efficiently for self-employment. MDGs have sidelined skills development, while EFA pays little attention to articulation between general education, skills development and the labor market. School enterprises manage to bridge the divide. Generally they do not teach entrepreneurship but provide a hands-on learning environment for the acquisition of market-oriented skills.

Characteristics of school enterprises, derived from the typology of school enterprises presented, include a diversity of structures (classrooms, production units, information services, marketing and consultancy units, etc.); organization of learning around core entrepreneurial competencies; an appropriate regulatory framework; and integration with the community.

Funding is often provided from both public and private sources. Cost recovery methods are emphasized. Although the aim is not to make profit, monetary values are attached to learning outcomes. Learning outputs include income from sales of goods and services, competencies and qualifications as skilled workers, earnings from tuition fees, canteen services, etc.

Discussion

Vocationalization of lower secondary education in the pilot program in Senegal was critiqued greatly by the participants. Questions asked included: those concerning the demographic characteristics of the learners, as some believed the program targeted only poor, rural and vulnerable groups; the status of tracer studies and current occupations of graduates; and the reluctance of governments to support training provided by the private sector. Vocationalizing the curriculum gives the impression that secondary education is terminal, whereas it should aim at raising the quality of basic education and imparting basic competencies and life skills before anything else. It was, however, noted that there were different approaches to vocationalization at the lower secondary school level within different contexts and cultures that could lead to different results and learning outcomes.

Regarding school enterprises, questions were raised about the profile of teachers in enterprise schools, whether the
schools will be required to pay taxes like all businesses, and the nature of the legal and regulatory frameworks under which schools operate. No easy, clear-cut answers were forthcoming.

Skills Development in Technical and Vocational Education and Training

From Traditional to Restructured Apprenticeships in West Africa: Towards the Establishment of a Post-primary Vocational Training System

Richard Walther,
Agence Francaise de Developpement, France

- As primary enrolments increase there is growing need to meet the ongoing educational needs of 11-12 year old primary school leavers who do not access formal secondary education, whether general or vocational. In addition the unfinished business of basic education results in a significantly high number of early adolescents without education provision. Together, this constitutes a critical and high population of youngsters, the former needing prevocational education and the latter poised to benefit from newly designed dual vocational training programs.

- A study on vocational training in the informal sector (IS) in four West African countries (Benin, Togo, Senegal, Mali) indicated that IS apprenticeship education trains about 90 percent of workers, has evolved over time and is now being incorporated into national qualifications and certification frameworks which have been established through public-private partnerships. Wide participation has been successfully achieved at planning and provision stages, and has attracted broad national and external support.

- There is tremendous potential for this restructured dual-training system to absorb thousands of adolescents and youth outside formal education institutions, since it responds closely to market and trainee needs, and has proved its relevance.

- Employers prefer graduates from the dual system to those from classical TVET.

- Major breakthroughs in some countries to develop frameworks for restructured, dual TVET, working in tandem with the IS have occurred, but several fundamental problems remain for ensuring the sustainability of programs implemented so far. These include: cost analysis, mainstream budgeting, staff profiles, monitoring, expansion, the need for more attention to programs for primary noncompleters, and long-term backing by external partners.

Entrepreneurship Education in Post-primary Education and Training: Case Study from Botswana

Jakes Swartland, Botswana

- Lessons learned through an analysis of the Botswana Technical Education Program (BTEP) indicate mechanisms for successful partnerships between governments and other stakeholders in providing entrepreneurship education in both post-primary general education and TVET institutions. Technical education has been integrated into the education sector through well articulated policy frameworks since 1994. Girls represent 54 percent of students.

- Despite active participation from industry in the curriculum of BTEP, 50 percent of the graduates are economically inactive or unemployed (some in further education); and find it difficult to initiate business without access
to capital. BTEP needs to market itself continuously to employers. Tutors need adequate qualifications. The courses could be shorter and give more emphasis to practical skills.

The Challenge of Technical and Vocational Education and Training Reform in Mozambique: Goals, Options and Constraints

Gilberto Botas, Mozambique

- Slow response of TVET, which is almost entirely state financed, to the evolving labor market, has led to the ongoing radical reform of vocational education in Mozambique where GDP growth has averaged 9.4 percent 1997-2004. Yet 70 percent of workers are employed in agriculture.

- High demand for short skills-training programs, responsive to both local and newly emerging needs, as well as stimulation of productivity in the provinces are now prioritized while still providing training for the emerging but small formal employment sector comprising mining, transport, tourism, construction and services.

- The government has not underestimated the challenges in developing a new institutional framework, an NQF and training system, quality improvement in TVET institutions and a skills development fund to sustain the sector in the long term.

Vocationalization of Secondary Education Revisited

Efison Munjanganja, UNESCO UNEVOC

- Laughlo and Maclean’s book Vocationalisation of Secondary Education Revisited provides an overview of the 40 year debate on the issue and suggests reconcep-

vualization of secondary education to prepare for life, work and further education and training.

- The old problems and lessons learned are listed; they will not disappear. The old recommendations stand, such as the need for better trained TVET teachers. However, given the largely negative experience of the past, only achievable and acceptable new goals should be envisaged.

- New strategies would incorporate a balanced curriculum in general secondary schools, imparting key competencies or skills and knowledge values for the world of work, cost responsive curricula, review of assessment systems, recognition that weak students are more interested in TVET, and that only growing economies provide positive employment outcomes.

Teacher Issues in Post-primary Education

Recruiting, Retaining and Retraining Secondary School Teachers and Principals in Sub-Saharan Africa

Aidan Mulkeen, World Bank

- Six country case studies (Ethiopia, Ghana, Guinea, Madagascar, Tanzania, Uganda) and an extensive desk review confirmed the high demand for secondary teachers, who are in extremely short supply due to bottlenecks in teacher education, attrition rates and unattractive conditions of service. Most countries need strong policies, strategies and programs to attract able candidates into secondary teaching.

- Workable new strategies to deploy qualified teachers more effectively include: acceptance that university
graduates will not teach in rural areas therefore it is necessary to recruit qualified secondary school leavers and upgrading their skills for teaching upper secondary classes; upgrading the skills of primary teachers for teaching at secondary level; providing family-friendly incentives such as housing for less attractive posts; designing rewarding career structures to retain teachers; providing special attention to science and mathematics teachers; and the importance of equipping head teachers with a range of management skills.

The Expansion of Secondary Education and the Need for Teachers: How Big is the Gap?
Audrey-Marie Schuh Moore, AED EQUIP2, USA

- Data on six countries in Sub-Saharan Africa (Ghana, Kenya, Malawi, Senegal, Uganda, Zambia) demonstrate how current rates of primary completion, transition to secondary, secondary completion and entry to further education determine and limit the potential numbers of secondary teachers; and, in contrast, the likely numbers of teachers needed for the expansion of secondary education in each of these countries.
- Models were developed to indicate teacher stock and flow into primary and secondary sectors; and to calculate the funding gap for the expansion of the secondary subsector taking six key factors into account (teachers, books, materials, equipment, furniture, schools) without which quality cannot be assured.
- Options for the future to increase teacher supply to secondary schools include evidence-based policies and initiatives on restructuring lower secondary education; efficient and cost saving deployment of existing teachers; rationalizing teachers’ workloads; multiple recruitment points in the system for recruiting/training teachers; review of teacher education, reducing and shortening pre-service and expanding in-service training.

Staff Retention in African Universities and Links with the Diaspora
Paschal Mihyo, presented by Alice Lamptey, ADEA Working Group on Higher Education

- Decision making in African universities on staff recruitment, retention and promotion are slow, uncompetitive and unresponsive to the dynamics of the local and global context. Poor salaries and lack of integration of higher education into strategic development planning have increased the unattractiveness of university careers for academic and technical personnel.
- Review of higher institutions in Ghana, Nigeria, Rwanda and Zambia indicated that working with global knowledge networks including the diaspora would inject new life into universities, give them more autonomy from government, produce clear policies on staff development and research, reduce burdensome regulation, solve the issue of precarious funding and accelerate decision making.

Discussion

There was reluctance by participants to consider upgrading primary teachers for secondary teaching in view of the loss to the primary school sector. Such an option would deprive primary schools of the best teachers when schools are already struggling with quality issues.
SESSION SEVEN
VALIDATION, ASSESSMENT, ARTICULATION, AND THE ROLE OF NATIONAL QUALIFICATION FRAMEWORKS
This last plenary session of the Biennale gathered evidence from numerous and continent-wide studies commissioned by ADEA, confirming points made earlier about the difficulty in managing transitions from one vertical or horizontal cycle to another. The message was clear: Africa has to break the current rigidity and fragmentation of its separate education subsectors and the compartmentalization of programs in order to upgrade, mainstream and award status to the many vocationally oriented post-primary programs available, and promote the innovations which certainly exist in the region. One critical instrument is the development of national qualifications frameworks, which, nevertheless, need careful handling, as African and global experience already indicates. There presentations addressed national qualification frameworks, differentiation and articulation in tertiary education systems and transition/articulation between nonformal, primary, secondary and tertiary education.

A Critical Reflection on the South African National Qualifications Framework

NFQ development is profoundly challenging to the education and training sector. Ten years of fascinating experience developing the South African NQF is now available for sharing across the continent.

Incremental development of linked, subsector-driven NFQs is recommended.

Globally, there is a recent move towards the development of national qualifications frameworks (NQFs). Africa has its examples, such as those in Namibia, Mauritius and South Africa, while the Seychelles and Ethiopia, among others, are at various stages of development, with inputs from
international organizations such as the ILO, UNDP, EU, the World Bank and UNESCO. An NFQ can be a driver of change over an entire education system. The aim is to “establish a basis for improving the quality, accessibility, linkages and public or labor market recognition of qualifications within a country or internationally” (OECD, 2007: 179). The OECD has listed four main purposes for setting up NQFs which match almost exactly the views expressed by the Biennale on post-primary education with regard to achieving a more coherent, good quality, holistically planned education and training sector; one that espouses the spirit of lifelong learning to prepare learners better for life and the world of work, through the participation of diverse stakeholders.

NQF discourse ranges over at least eight issues common to most NQFs: the purpose, scope, incrementalism, policy breadth, governance, prescriptiveness, architecture and guiding philosophy. The first point to make is that there are many types of NQFs. They may be primarily facilitative, linking existing education programs and qualifications or they may be regulatory. They could be unified, linked or tracked, that is, aiming at comprehensive coverage or permitting degrees of sector differentiation.

The benefits of QFs are widely appreciated. They can be used as instruments of communication, create flexible pathways, provide benchmarking standards and enhance

New Hierarchy of Stakeholders in NFQ Development

A qualifications framework sets boundaries... it is a set of principles and guidelines which provide a vision, a philosophical base and an organizational structure for construction of a qualifications system which aims at integrating education and training into a unified structure.

Joe Samuels, SAQA (2008)
accountability. However, implementation has often been difficult in the face of strong resistance due to the profoundly challenging nature of NQF with regard to established systems, assumptions and practice. Joe Samuels of the South African Qualifications Authority reported that a review of the South African NQF has been completed. The findings are useful for exchange with other countries in the region who are planning their own NQFs.

Frameworks that have had the fewest implementation problems are those which, in their specification of outcomes, criteria and assessment requirements, have taken teaching programs into account, as the frame below suggests.

Experience suggests that NFQs should be designed loosely but tightly managed. Expectations must be realistic. NQFs do not provide a quick fix. It takes time, effort and patience to develop a satisfactory NQF; and the most successful experiences seem to have started with a tracked or sub-sector series of frameworks. Overly complex, comprehensive, top-down NQF initiatives have been problematic. Implementation should be based on simplicity of design and incremental vision and should encourage local initiatives. They should:

- Allow for sectoral differences and build on existing practice, while challenging outmoded practice.
- Promote trust, credibility and communication by valuing traditional domains and expertise and balancing the interests of stakeholders.
- Create enabling quality assurance systems that recognize and share good practice, and that are focused on targets, yet realistic.

**Differentiation and Articulation in Tertiary Education Systems: A Study of Twelve African Countries**

Both differentiation and articulation will fuel the quality, relevance and expansion of much needed higher education in Africa. Policy change will be driven by widening and informing the discourse on higher education development.

A recent study across 12 African countries examined five dimensions of articulation and 12 dimensions of differentiation in higher education institutions. Njuguna Ng’ethe, of the ADEA Working Group on Higher Education, noted that little research has been carried out in this domain. In addition to universities and polytechnic-type institutions, there exist tertiary teacher training colleges and some research oriented institutions. The latter two were not the focus of this study but due to their recent expansion, pose significant regulatory challenges to the system. A phenomenon of note is the explosion of domestic private universities which have increased seven-fold since 1990 (but with low enrolments), in comparison to the public university expansion of 66 percent. University education is held in high esteem by the public which perceives non-university further education as of lower status. Expanded private university provision has, however, not

It would seem that frameworks that are judged to be most successful are those which succeed in transforming very little.

*David Raffe (1994)*
led to differentiation. A second new phenomenon, the decentralization of universities, has been characterized by replication of programs but has also led in some cases to new methodologies and approaches, such as community-oriented medicine. Cross-border provision is a further new dimension of university education in Africa, but there is no evidence of it driving knowledge diversity in either the host or the originating country.

A binary system still dominates in higher education with universities on the one hand and polytechnics on the other, exhibiting marked polarization. Many universities are yet to recognize polytechnic qualifications as entry points to universities, and there is little mobility across and within tertiary institutions. It was found that while differentiation among African universities is evident to some extent – notably the horizontal differentiation of university programs in Tanzania – articulation is still to be developed, particularly in Anglophone Africa. The structure of higher education is governed, still, by colonial heritage and also by the sheer size of the population, South Africa and Nigeria exhibiting the most differentiated higher education programs. Interestingly, some hybrid institutions have been established, blurring the lines between university/polytechnic practice in, for example, South Africa, Rwanda and Malawi. At the same time, an academic/vocational contrary drift is noticeable in polytechnics and universities, respectively. The vocational drift of the universities is seemingly absent from academic justification of these programs.

Change mechanisms to date include the labor market, industry, national policies, internal institutional reform, and regional policies. Inhibitors were listed as resource constraints, isomorphism or imitative practices, undifferentiated governance, funding structures and lack of debate on the role of higher education institutions. Institutional differentiation is an acute need, together with the creation of more non-university institutions that will interface effectively with universities. Pathways between different programs are required and programs which, at content and organization level, meet the needs of an increasingly diverse type of nontraditional student, such as late starters, second chancers, working students, disabled students, parents with child dependents.

Existing research... on higher education... is often not disseminated beyond academic audiences. This means the corpus of knowledge has not reached the critical mass necessary to fuel popular discourse. Because of this, the role and benefits of higher education in producing both scientific knowledge and practical skills remains poorly understood by the general public... The political solution of ‘uncontrolled’ expansion of higher education might be popular, but is likely to fail the development test of producing differentiated knowledge and skills.

Njuguna Ng’ethe, ADEA Working Group on Higher Education

Each of the eight Tanzanian public universities is intended to specialize in specific aspects of development: agriculture, architecture and physical planning, distance education, teacher education, medical sciences, postgraduate programs, technology, and wildlife management.

Njuguna Ng’ethe, ADEA Working Group on Higher Education
Experience across the continent indicates that tertiary institutions need external stimulus in order to initiate change. Government needs to initiate discussion on the role of higher education in the national development process. Africa can learn from Latin America, Asia and Europe, and from national provision documented in this study, namely Chile, Korea and Singapore, where quality assurance has been one of the key factors promoting articulation.

**Transition / Articulation between Nonformal, Primary, Secondary and Tertiary Education: Lessons from Gabon, Mauritius and Nigeria Peer Reviews**

The peer process produced a participatory experience culminating in national ownership of the exercise and the outputs.

Africa is challenged to reshape post-primary education to cater for the diversity and mass of learners previously excluded.

Three pilot peer review exercises were conducted in Gabon, Mauritius and Nigeria by ADEA (not to be confused with NEPAD peer reviews) to develop effective mechanisms for African-owned and country-driven assessments. Joel Samoff and Ibrahima Bah-Lalya reported that the studies aimed to gain acceptance as sound analyses and to secure political recognition, with a view to promoting national driven sectoral reform. The significant elements of the research included: knowledge development oriented towards policy formulation; and dissemination of this knowledge and the inherent policy implications, so that they should be understood and owned by national planners and implementers.

The subject of the study was transitions, from primary to secondary, from secondary to tertiary and between formal and nonformal education, in the three countries respectively. Echoing the Biennale’s focus on holistic sector planning, each of these transition phases were analyzed within the total education sector. The prime interest was the process used for the study. National teams in each country were backed up by international experts. This approach has the benefit of capacity transfer and potential for strengthening networks. It encourages local and national understanding, internalization and ownership of the process and the outcome, thereby promoting follow up and sustainability of the subsequent action. The exercise is, however, time consuming and presents challenges in terms...
of compliance with shared methodology and outputs, and synchronization of the stages of the research.

In terms of new information, the result of comparative analysis of nonformal education systems concluded that the Nigerian education program for nomads was not only firmly established and sustainable but that it had succeeded in motivating the teachers in the program, a rare success in this type of alternative education provision and a lesson learned for sharing across the continent. Nigeria was highly commended for the successful development and expansion of this innovative program.

Teacher education may be the least well managed dimension of the campaign for education for all.

Joe Samoff and Ibrahima Bah-Lalya, ADEA WGES

With regard to transitions the study found that:

- Education for All implies reshaping the education pyramid into a rectangle, exploding the colonial legacy of education for the few, and providing child-responsive schooling.

- Effective monitoring of multifaceted learning outcomes will provide sound data for ongoing policy formulation.

- To succeed in expanding post-primary education, alternative pathways need to be strengthened and developed for the diversity of primary graduates; nonformal programs must be mainstreamed effectively and quality assured, so as to attract students and preserve the credibility of their diplomas.

- The quality of teacher education is the key to effective learning outcomes in schools, to successful cycle completion and to effecting smooth transition from one cycle, or horizontal program, to the next.

- In order to increase successful completion of tertiary education, new ways have to be found to retain students (particularly in Francophone systems), addressing curriculum design, pedagogy and equity of provision throughout the education sector.

Discussion

There was enthusiastic acceptance from the floor of the studies presented and the conclusions since, as the Minister of the Republic of Congo declared, they were examples of research on African experience and had been carried out by African specialists. She called for increased analysis from the research community in Africa. She concurred that African education systems push children out rather than pull them in, and noted the importance of making schools more flexible and child responsive.

With regard to NQFs, a spirited critique from a TVET specialist working in southern Africa produced a detailed response from the Minister of Education of South Africa. She explained that the recent review of the South African NQF was not the result of the failure of the framework but proof of the determination of the nation to develop a fully functional and nationally relevant one. After the review, South Africa resolved to build a subsector linked structure rather than a monolithic one. SAQA would now constitute an ‘apex organization’ for the enterprise, overseeing three
quality assurance councils. Quality assurance is a critical issue in South Africa, particularly in the trades, which had suffered under apartheid from lack of recognition and sound accreditation schemes. The NQF development process had strengthened private provision of skills training and supported the spread of apprenticeships, giving access to thousands more trainees. At this point in time, trades qualifications will be dealt with separately from professional qualifications, which are considered to be the domain of professional associations and tertiary institutions. Nevertheless, SAQA will constitute a unifying force for ongoing development and collaboration between all sectors. Today, the work of SAQA has the support of parties who were reluctant at first to become involved. These explanations proved useful for TVET participants working in Uganda and for university planners in Zimbabwe.

An NGO delegate from Mali reflected that Africa generally aims to find the best solutions instead of feasible and achievable ones. This leads to decision making inertia and action paralysis. The approach to developing NQFs was going to challenge Africa’s education planners in a very fundamental way. Njuguna Ng’ethe remarked that unfortunately Sub-Saharan Africa was not engaging in the type of discourse, not even raising the issues in public debate that would lead to transformational policy reform.

Turning the discussion back to tertiary issues, he said that the same four to six courses were so highly in demand that they are offered in every university, to the detriment of dynamic evolution in these institutions; and that the consequences were not being addressed or causing alarm. The proliferating three to six months short vocational courses now organized in universities are the proper domain of nonuniversity institutions. This indicates that universities have lost their vision. A veteran researcher on higher education from East Africa concurred, pointing to the uncharted effects that increasing commercialization will have on the universities, including the likely reduction of research and the devaluation of university degrees. A delegate from UNESCO noted the importance of extending in-depth analysis of higher education in Africa to the private sector and to the institutions so far not covered by the study presented.

Sibry Tapsoba, the Chair of the session, concluded that qualifications frameworks are here to stay, that higher education development was at a critical crossroads and that Africa must decide which direction it wishes to take, and design the roadmaps to get there.

References
The twelve presentations made in the four parallel meetings covered four subthemes: assessment; national qualifications frameworks (NQFs); transitions between secondary and higher education institutions; and mathematics and science teaching and ICT in education. The familiar challenges of maintaining quality in education through supporting teacher development and establishing reliable and useful assessment practices remained. The take-up of IT in education is new and will depend on many forces external to the sector. NQFs had provided a powerful tool for countries to rearrange and reconceptualize education and training systems. However, too few countries outside southern Africa had yet opted for this exciting new organizational sector mechanism.

Assessment

Given the similar themes and conclusions running through them, the three presentations made in the parallel meeting focusing on assessment reported together.

1. Review of the State of the Art on Post-primary Education and Training (PPET) in Eastern and Southern Africa
   Pulane Lefoka, ERNESA, Lesotho

2. Uganda Secondary Education and Training Curriculum, Assessment and Examination (CURASSE): Roadmap for Reform
   Harriet Nannyonjo, World Bank Uganda

3. Improving the Efficacy of Curriculum, Assessment and Certification at the Pre-secondary Education Level in African Education
   Peliwe Lolwana, Umalusi – Council for Quality Assurance in General and Further Education and Training, South Africa

- Both curricula and assessment had been slow to respond to the implications of EFA in terms of addressing new learners and the enormously expanded number of learners at the primary level yet the same issues were now facing post-primary levels.
- Serious lack of capacity at individual and institutional level has dogged curricular and assessment development in the region, with rare exceptions.
A broader ability range of students can be assessed in two ways, either through an examination system that is capable of discriminating over the range, or by several sets of examinations each addressed to a different part of the range. Examples of the latter can be found in... Singapore, the Netherlands and France. The former system is operated in the USA, England, Scotland... Namibia, Botswana and South Africa.  

*Clegg, Nyannyanja et al. (2008)*

The three presentations reviewed curricula and assessment in Eastern and Southern Africa, benefitting from inputs on the region from the 3rd Regional SEIA Conference in Accra, 2007. Researchers examined the evolution of curricula and assessment practices and the extent to which research had been utilized by policy makers to reform the post-primary subsector. Contrary to ADEA’s and ERNESA’s expectations, it proved impossible to find relevant documentation or research on the web. It was simply not there. ADEA/ERNESA researchers had to contact ministries of education direct for information which was not research based and supplemented the data with some research documentation.

Peliwe Lolwana referred to points made at the start of the Biennale, namely the unique demographic profile of African countries, ‘the record number of young people to educate’, the fact that populations remain largely rural, and to the hybrid economies functioning concurrently which, she pointed out, had implications for curriculum relevance – and not only cost implications. Learners are diverse. The Education for All movement, which implies providing learning programs for all types of learners and equal opportunity for access to meaningful learning programs has not responded significantly in curricular terms to this challenge due to lack of capacity in curriculum development institutions and at the level of teachers. Moreover, curriculum evolution, when it occurs, is slow. Assessment methods, too, have yet to change to reflect the diversity of learners and of testing purposes. Several countries in southern Africa continue to use examining bodies external to Africa which are unlikely to provide monitoring systems specifically relevant to the needs of the region.

Challenges encountered at the post-primary level in regard to curriculum and assessment include:

- Overloaded, outdated, irrelevant curricula; and new topics/subjects are regularly added without accompanying reduction of topics/subjects.
- In many countries, centralized, uniform curricula designed for the masses lacks depth and breadth.
- School-based capacity in curriculum and assessment reform is limited.
- Cost at every level needs to be taken into account at the outset of a reform process.
- Education systems are characterized by many high stakes examinations (at the end of primary, junior secondary and senior secondary).
- Assessment of achievement continues to be confused with tests used as selection mechanisms, to the detriment of school syllabuses.
- Assessment continues to focus on knowledge acquisition while skills are generally not assessed.
- National and international assessments or monitoring of systemic learning outcomes – insufficient participation in the former and negligible participation in the latter – indicate poor performance in the Africa region;
and a widening in-country gap determined by learners’ income status.

Tension was reported between aligning curricula and assessment with international benchmarks and the need for local relevance. Another tension is the need for diversification of curricula, responding to diverse learner needs, while ensuring that essential curricula form the core of the upper basic cycle of education. Moreover, it is important to reduce the curriculum to a manageable package for all learner groups.

There has, however, been noticeable change in some countries and an effort to base policy making on available research findings:

- Uganda is following the example of South Africa, the sole country identified by the presenters with a radically reformed curriculum since the 1990s.
- SACMEQ (Southern African Consortium for Monitoring Educational Quality) findings on primary level learning are available for policy making across ten countries but not always utilized. Capacity in assessment needs to be extended to all the countries in the region and utilized at the secondary level.
- NQF development in southern Africa and Uganda has had beneficial effects on curriculum evolution.

Pulane Lefoka of ERNESA lauded the formulation of the Southern African Development Community protocol as a policy instrument intended for harmonizing education systems. It serves as a guide for the whole region on curriculum reform and has given each country the task of developing a national qualifications framework, which will, in time, form the basis for a regional framework.

Review of the global literature indicated that middle- and high-income countries have the following characteristics: they have opted to develop a core curriculum, have extended basic education to a statutory school leaving age (15-16 yrs.), and moved high stakes examinations up to the end of secondary school. The capacity of teachers is key for the success of curricula reform, as is institutional capacity. Harriet Nannyonjo noted that while the key characteristics of a 21st century curriculum are missing in most African countries which continue to use curricula developed in the 1970s, the challenge is to design curricula which build meta cognitive abilities and skills to prepare individuals to adapt to changing societies.

**Discussion**

On the issue of diversity of learners, David Johnson from the University of Oxford observed that regular and continuous review of learning outcomes is key for policy planning and particularly with regard to developing increased and well-tailored opportunities for second chance learners. With the aid of information derived from well-designed monitoring tools, the system would need to respond with flexibility to the identified education needs still unmet for post-primary age children.

As regards curriculum, it was acknowledged that fashionable topics come and go, and that curricula will need to respond regularly to changing and unexpected demands due to rapidly emerging internal and external influences,
described as the ‘uncertainties’ of the 21st century. One participant floated the notion of an Africa regional curriculum framework. Colleagues responded by noting that it is feasible to imagine a core curriculum framework, to be used as a guideline.

Others noted that longitudinal studies are lacking and that this research gap can be expected to be addressed in the future by the accumulating evidence produced by ongoing subregional assessment bodies.

**National Qualifications Frameworks, Recognition of Prior Learning and Competencies**

**Identification of Basic Skills and Knowledge Required for Access of Literates to Lower Secondary Education in Five West African Countries**

*Amadou Wade Diagne, ADEA Working Group on Nonformal Education*

- A five country study (Burkina Faso, Mali, Mauritania, Niger and Senegal) carried out by national WGNFE teams had compared the corpus of basic skills and knowledge required for entry into secondary school with the learning profiles of nonformal basic education graduates. The essential skills for success in post-primary education were listed.

- One of the principal objectives of nonformal basic education is mainstreaming graduates into formal secondary schools. Yet the required recognition and frameworks for determining equivalencies between primary level and nonformal basic education are inexistent or inadequate. Subregional cooperation across West Africa to develop such frameworks could be a useful next step to properly articulate nonformal with formal education in West Africa.

**Integration and Articulation of Post-primary Education and Training in Africa. Contribution of NQF and Recognition of Nonformal and Informal Learning: A Key to Lifelong Learning**

*Madhu Singh, UNESCO Institute of Lifelong Learning*

- Emphasis was placed by UNESCO on the importance of providing basic education through alternative and supplementary pathways for effective planning and expansion at the post-basic level in order to reflect EFA goals at both the basic and post-basic levels.

- Qualifications frameworks and serious capacity building are required to develop policies and capacities for the recognition of a wide range of prior knowledge and skills, so as to open up access at the post-basic level to a diversity of applicants and in a manner consonant with equity. Inspiring NQF examples and lessons learned were cited from South Africa, Namibia Mauritius and six European countries.

- Opening up to learner needs and diverse profiles is a particularly challenging task for TVET due to the variety of providers and the current fragmentation of the subsector. Significant structural and institutional reform needs to accompany NQF development.

**Validation of non-formal and informal learning outcomes in Norway**

*Torhild Nilsen Mohn, Vox – Norwegian Institute for Adult Learning, Norway*
The Norwegian Government has had experience of validating nonformal and informal learning for a decade, alongside partners, as a facet of a national policy on lifelong learning. The driving motivation was to upgrade the skills of the national workforce and to reflect EFA inclusion principles.

Norway’s methods and instruments for validating and assessing nonformal and informal learning are distinct from those assessing formal learning. Particular attention is being paid to learning at the workplace. Close linkages have been forged between validation, career guidance and training.

The focus has moved from system inputs to learning outcomes in reshaping the education sector. This facilitates validation of nonformal and informal learning. Norwegian experience is now feeding into the ongoing development of a European regional framework. The challenge for Norway remains more extensive mapping and documenting of the range of nonformal and informal learning competences and skills.

It was noted that knowledge of African languages is always excluded from validation and certification. Another contentious issue was to choose the appropriate point in any program for introducing an international language. The move to validate prior knowledge could be an opportunity for restoring the status of and giving recognition to indigenous African knowledge, in the domains of science and technology, for example. There was lively discussion from the floor on the NQF models presented during the session from a variety of countries which validated nonformal and informal learning, and eager acceptance of and interest in learning more about current good practice, so as to improve the links between the formal and nonformal subsectors. The benefits would include enhancing the self-esteem of a wide range of learners, increasing the proportion of accredited women achievers and motivating them into further education programs, involving local communities in determining competencies and standards, and catering for the accreditation needs of displaced persons and refugees in the region.

With regard to examinations, some participants questioned the need for examinations at the end of the primary cycle.
as compared with continuous assessment, and wondered if the rigidity of examinations led to violence in schools. It was recommended that other ministries such as ministries of labor should join education ministries in giving credit to learning derived from nonformal and informal sources.

**Transition between Upper Secondary and Higher Education: Similarities, Pathways and Orientations**

**Pathways for Post-secondary Education: The Singapore System**

*Song Seng Law, ADEA Working Group on Post-primary Education, Singapore*

- The presentation benefitted from Singapore’s inclusion in some recent comparative research programs across three continents and participation in mapping vocational education and training across four countries which aimed at policy development across borders.
- A specific characteristic of Singapore’s education system is its close alignment with professional, technical and skilled labor needs over the last four decades, to respond to Singapore’s evolving factor-driven economy in the 1960s and 1970s, through the investment-driven and then innovation-driven economy of 2000, producing an annual GDP per capita of nearly USD 34,000.
- Children are streamed according to ability as early as fourth grade on English, mother tongue (known as Second Language) and mathematics, and provided with differentiated curriculum and pace from that point on, ‘so that students can better cope with their studies’.
- Singapore has designed many programs and pathways at the post-secondary level, after ten years of general education, addressed to the full range of students and workers. The 25 percent least academically gifted students are offered training at the Institute of Technical Education – a multi-campus institution offering over 50 vocational programs – from where they can access the polytechnic system and even university.

**Articulation between Upper Secondary and Higher Education in Côte d’Ivoire**

*Bernadette Avo Bile Ehui, Côte d’Ivoire*

- Despite efforts over recent years in Côte d’Ivoire, linkages between general academic and vocational training, between secondary and higher education, and between education and the world of work, are still to be developed, as are competency-based curricula and assessment at secondary and higher education levels. Significant demographic growth has not been matched by increased access to education and training.
- It was recommended in a recent study on the subject that policy development units in the Ministry of Education be set up to examine policy options, for capacity building efforts; to create bridging courses between various programs in order to facilitate access and mobility between different types and levels of courses.

**National and Cross Border Articulation between Secondary and Higher Education in Kenya**

*Raphael M. Munavu, Kenya*

- Kenya is aware of the policy options available to harness education and training for social and economic development. Higher education plays a strategic role in this process.
Recent initiatives to revise secondary education in Kenya to augment university enrolments through fee paying, tracks students (over 110,000 students in 2006) to reconfigure student financing and to encourage the spread of private universities have had positive impact and are sustainable.

Between 1995 and 2005, university enrolments declined from 7 to 4 percent, the average for Sub-Saharan Africa being 5 percent. Affirmative action to promote female participation resulted in an additional 2,000 students over the decade. A high number of Kenya students, however, opt to study in Uganda, where fees are lower. Regional university initiatives to produce a regional qualifications framework will facilitate cross-border mobility. Currently more than 20,000 Kenya students study abroad (13 percent of the entire university student population), mainly outside the Africa region.

The strategy of converting tertiary institutions into universities may be detrimental in the long run to the production of middle-level technical cadres. The development of an NQF, of distance learning and of an open university such as the Tanzania model are recommended for the future.

**Mathematics, Science, Technology, and ICT in Post-primary Education**

**Identification of Basic Skills and Knowledge Required for Access of Literates to Lower Secondary Education in Five West African Countries**

*Michael Trucano, InfoDev, World Bank*
ment of managers and stakeholders, the deployment of core full-time trainers, and collaboration with pre-service teacher education and curriculum development institutions.

ICTs as Instruments for Development, Sustainable Policies and Efficient Practices for Education in Africa

Felix Anoma-Kanie, Research, Innovation and Development in Engineering Sciences, INNOTECH, France

- To add to information exchange at the Biennale, a feasibility study of innovative ICT uses in post-primary education was carried out. It was found that teleconferencing is rarely used in Africa. A report on the planning of a teleconferencing project was described: telemedical and teletraining services will be established between Africa and the rest of the world.

- Through the National Centre for Distance Learning in Paris there is a proposal to set up a network for information exchange and research, and as a healthcare training strategy, to access the most remote areas in Francophone Africa and the poorest populations. A biomedical training and reporting module will be included for health professionals to record data. They will be paid by quantity of data submitted. The data will also be used for epidemiological mapping. Other local actors will participate.
SESSION EIGHT
MAIN CONCLUSIONS DRAWN FROM
THE DISCUSSIONS OF THE BIENNALE
Chair:
Dzingai Mutumbuka, World Bank

Panelists:
Wim Hoppers and Steven Obeegadoo; Jacob Bregman; Hans Krönner and Richard Walther; Kabiru Kinyanjui and George Afeti

Overall Conclusions

Wim Hoppers and Steven Obeegadoo, the General Co-Coordinators of the Biennale, presented the main conclusions of the Biennale, drawing from the presentations and discussions of the four days. The first point made was that participants repeatedly identified lack of appropriate or speedy action by governments on education reform and wondered why it was so difficult to get the desired action when so much was now known about system development, so much data were available and so many lessons learned were now available from the Africa region and beyond largely as a result of ADEA information dissemination through biennial meetings and other activities. The Eighth Biennale appealed for a paradigm shift on post-basic education to provide a solid and rational foundation for future planning. Indeed, the perspective of the Biennale had moved from describing post-primary education to post-basic education (PBE).

The conference envisioned a PBE subsector with the following general characteristics:
- Redesigned subsector framework developed through a holistic vision of education and of the subsector.
- Diverse and integrated system.
- Reduced sector inefficiency; maximization of existing resources.
- Pathways linked horizontally and vertically (bridges and ladders).
- Provision of several types of education opportunity.
Integration of formal and nonformal learning across the subsector.

Provision for many, discarding the past paradigm of provision for the few.

Aiming at equity of access and equity of outcome, a true democratization of education.

Gender mainstreaming and budgeting; and recognition that gender focus is about both girls and boys.

Restructured, localized and modernized curricula, focusing on the future work environment, and responding to the immediate vicinity.

Capitalizing on ICT innovations.

Contextualizing PBE within a lifelong learning framework.

**Partnerships:**

- To achieve wide and diverse stakeholder consensus and involvement.
- To involve participation from the planning stage onwards.
- To contribute in a significant manner to provision and funding.

**The Role of Government:**

- To become the lead designer, facilitator, regulator and monitor of education and training, which will be piloted and delivered through a variety of partners.
- To build an enabling environment for public-private partnerships to flourish.
- To ensure sustainable, equitable, needs-driven and outcome-focused PBE.
- To seek out and support the entry and retention of disadvantaged students in PBE: girls and young women, rural students, students from low-income families, minorities, orphans, students with disabilities, students most affected by conflict.
- To provide a healthy and inspiring learning environment.
- To design an affordable and achievable plan for PBE – not more of the same, not an expanded current subsector.
- To encourage uptake of new technologies (e-learning, ODL, networking).
- To reposition TVET, formal and nonformal, within the mainstream of education.
- To continue support or leverage support for the poor and underprivileged at post-basic and higher education levels.
- To plan and manage efficiently.
- To effectively monitor education and training provision.
- To develop national qualifications frameworks, reviewing assessment and certification in order to respond to the market; recognizing that reform in this area is political and sensitive.
- To aim to validate skills and knowledge acquired from any and all educational experiences.
- To plan for PBE teacher supply and quality; and to give ongoing support in order to retain them.
- To emphasize in-country institutional capacity development, which remains key – higher education is to address this need.

The Biennale had noted the several lessons learned during the drive for EFA which were directly applicable to PBE, especially since the costs of PBE would be considerably higher than basic education and would dictate a creative approach to planning. Partnerships will be a pivotal mechanism in providing PBE, in terms of design, planning,
In recognition of the challenge ahead, the Biennale took note of economic growth patterns, demographic trends, the quality of leadership and the commitment of governments, which will all impinge on the capacity of countries to respond to the need for expanding PBE. An overriding voice of optimism and determination was the tone which concluded the deliberations of the Biennale, grounded in the experience of African development.

Coordinator Jacob Bregman captured the more specific attributes that the Biennale had defined for an effective and responsive PBE subsector, while Coordinators Richard Walther and Hans Krönner reviewed the conclusions on TVET. The Biennale had noted the richness of existing provision, financing and monitoring; and governments will depend on a wide spectrum of resources to ensure viable planning of the subsector.

In view of the high proportion of youth in Africa’s population, this section of the population was viewed as an opportunity in terms of human capital development, an asset rather than a negative, to be invested in and harnessed.
TVET experiences and that diversity of training paths and vocational learning, and a broad range of actors at national and local levels are already a reality in Africa. However, they need recognition. Partners would be particularly helpful in identifying current and future skills needs. The Biennale had stressed the importance of reflecting current employment prospects in addition to socioeconomic development goals. The educative role of TVET and that of general education within TVET still need to be clarified. There also needs to be further discussion on the role of skills learning within general secondary education. A planning schema was produced to capture the Biennale’s perspective on the subsector.

The Biennale produced some examples of the growing coherence in education and training systems in at least four countries in Africa, as an inspiration to sister nations.

Concluding remarks on the articulation of higher education with lower levels of the sector and on redesign of the subsector included the following insights of the Biennale, presented by Coordinators Kabiru Kinyanjui and George Afeti.

Higher Education:
- Flow regulation requires a holistic appraisal of sector goals and trends, principles and country-specific circumstances; encompassing not only equitable access but also equity of outcomes at all levels.
- Review and strengthening of assessment mechanisms at upper secondary level is necessary for better articulation and fair allocation of the limited number of higher education places; and strengthened institutions and quality assurance mechanisms at all levels.
- Diversified pathways to higher education are key to building the knowledgeable, competent, skilled, and diverse human resources that Africa needs.
- ICT and ODL should be incorporated as viable, massification and cost-saving strategies in higher education provision.
- Tertiary education has to fully commit to the education of competent and committed teachers.

Consensus on Cost and Financing of PBE:
- PBE has to be affordable and sustainable.
- More efficient use of existing resources is required, through improved management practices and innovative system reform.
- New technologies will provide economies of scale and expanded opportunity.
- State funding, especially for higher education, will decline, while the contribution and participation of the private sector and households will increase, with safety nets designed for low-income families.
- Wide and collaborative in-country partnerships will tap into the range of national resources available.
- Increased external funding should be sought.

UBE as a right; PBE as an education or training of choice.
Discussion

The Minister of Education of South Africa, the Hon. Naledi Pandor, observing the all-male thematic leaders of the conference, advised ADEA to invite women specialists of education in future onto the principal thematic organizing committees of the Biennale: ‘I probably would have listened better if there had been some women on the Panel’, she said to a round of applause. She added that that she did not mean one token woman but several women. Further, the Minister considered that more emphasis should have been accorded to gender issues from the start of the meeting, and to equity in general.

Speaking for many, she reiterated the point that expanding post-basic provision would not mean extending current secondary or other post-primary provision, not thinking in a linear fashion, or incrementally pushing up enrolments, level by level. It would mean planning holistically, in a new way, and with new aims in mind, for the entire post-basic subsector and for the education system. She cautioned, however, that while ministers might go home and take up innovations suggested by the Biennale, they should not stop building secondary schools, or continuing to work at proven strategies, as some speakers had intimated, but continue with their work within the newly proposed context of providing diverse post-basic educational opportunities. She congratulated ADEA for having brought discussion on higher education back onto the agenda after many years of silence. There had been a great deal of talk about secondary schools not adequately preparing children for university but she felt that universities needed to ready themselves for their learners, and to reach out to communities. The other role that universities had to play – one which they had not excelled in so far – was initiating links between research, teaching and the community.

Kabiru Kinyanjui agreed that an incremental approach to reforming the education sector (starting with primary, moving on to secondary, etc.) would not work and that all subsectors must be addressed simultaneously and holistically. One of the senior education planners of Mozambique was concerned at the lack of reference to nonformal education in the conclusions presented during the synthesis session and urged ADEA to ensure that alternative provision was entrenched in recommendations regarding education sector development to provide all-round and comprehensive planning for the sector. Wim Hoppers said that nonformal education had been thoroughly discussed in plenaries and during the parallel sessions during the week and that the term emerging was *diverse post-basic education*, thereby mainstreaming nonformal education and giving it equal status with formal education.

Renato Opertti of UNESCO noted that the Biennale had appreciated the central role curriculum plays in revitalizing education systems, in this case the post-basic subsector,
and that countries would not be tempted to limit their action to peripheral symptoms of malfunctioning systems but would now start planning post-basic education by reshaping fundamentals, starting with reconceptualizing the concept of curriculum and the concept of schooling, for instance. Redefining curriculum does not mean adding or subtracting content but reconstructing the notion of the curriculum.

In the same radical vein, panelist Richard Walther underlined the importance of keeping the element of education alive within TVET, that is, of recognizing the educative role that life skills and diverse competencies should play within the vocational education curriculum. Hans Krönner noted that some of the major actors for developing TVET had not been present at the Biennale, the entrepreneurs, informal sector workers, ministries of labor, workers’ associations, and that partnerships for planning should include them. George Afeti reminded participants of the potential of TVET to play a significant role in growing the economy. Jacob Bregman expressed his concern over stagnation in current curricula and the present form of education systems. He reiterated that change has to take place at the country level, in each and every country, in order to respond meaningfully to the post-basic education challenge and that fundamental institutional capacity building is needed. Steven Obeegadoo reminded participants that post-basic education planning would necessarily have to include the unfinished business of EFA, and to address noncompleters of basic education who were reaching the age of post-basic education.

Mohamed Bougroum of the University of Marrakech echoed the concerns of the Biennale regarding inequities inherent in national education systems, a time bomb in sociopolitical terms, as he put it, which can be avoided by developing sound education policies based on planning and a philosophy of social justice. He quoted situations where national planners produce an education policy and then neatly avoid it themselves by putting their children into private schools. He recommended the establishment of an ADEA working group on Equity in Education and a call from ADEA for countries to produce qualitative research findings for input into education policies in future. Lavinia Gasperini from the FAO reiterated her proposal for the establishment of an ADEA working group on Rural Education with a view to ensuring the inclusion of rural populations in education.

The Deputy Minister of Education of Ghana, the Hon. Angelina Baiden-Amissah, stated that the policies and plans discussed in the Biennale had already been formulated by African ministries of education but are not fully implemented due to delayed or reduced funding from international partners. She urged them to act. Martin Itoua from the Federation of PTAs in Africa seconded this and declared that parents appealed for advance and action. It was plain that the voices of civil society at the Biennale were urging on ministries, specialists and partners to deliver on their plans and promises of increasing access to quality post-basic education. Joseph Ngu of IICBA UNESCO in Addis Ababa, worried about the relatively advanced age of most Biennale participants and education decision makers
in Africa and wondered if such an assembly could initiate change. He called for an injection of youth and new ideas into the debate.

‘I am not sure we understand the target of attack’ of the Biennale, that is, the new targets and goals we ought to be setting ourselves, country by country. We know the frameworks, we know the models, but we don’t know if any group of countries have advanced since the last Biennale on the action proposed at that time. This is what I would call the heart of the problem.

Summary of the contribution of the Hon. Minister of Education of South Africa

Ann-Thérèse Ndong-Jatta of UNESCO and a former Minister of Education, reviewed the several conceptual and policy tensions highlighted by the Biennale, between universal or selective access, between post-primary or post-basic education, and between business as usual and system reform. As an indefatigable activist and optimist in education progress, she called for clarification from the panelists. Steven Obeegadoo, as one of the General Coordinators of the meeting, assured participants that the revised synthesis papers would incorporate new issues and perspectives discussed at the Biennale and would set out clearly the emerging concerns of the Biennale.

The Minister of Education for South Africa expressed the dilemma facing Ministers of Education present at the Biennale, which had been voiced several times during the meeting. Ministers of Education are pressed for time, in order to effect meaningful change in their education systems. They look to the Biennale meetings for guidance and for practical solutions. The Biennale is, as described by the Executive Secretary of ADEA, Mamadou Ndoye, at the start of the meeting, a forum for exchange which aims to facilitate ministries of education move towards a practice of evidence-based decision making. To this end, the Biennales present many African case studies, successes, and lessons learned from a variety of experiences. In addition, in order not to re-invent the wheel, Asian and Latin American experiences are critically examined from an African perspective, to draw out relevance for African development, together with an eye for lessons learned from industrialized countries. The Biennale synthesis studies aid in the quest for identifying trends and pointers for Africa. They distil the evidence of practical experience into knowledge which becomes an instrument for decision makers and planners which are critically examined at the time of the Biennale.
SESSION NINE
REFLECTIONS ON NEW PERSPECTIVES AND
FOLLOW-UP TO THE BIENNALE
The session was devoted to the final observations of the participants on the Biennale, representatives of the development agencies, of researchers, civil society organizations, students, teachers and Ministers of Education.

Fabienne Lagier, from the Swiss Agency for Development and Cooperation, representing participants from development agencies, congratulated ADEA on taking a broad perspective in its approach to post-basic education – including the needs of adolescent noncompleters of basic education – focusing on children’s right to education, on equity in its varied forms, and for the first time, incorporating nonformal education into the mainstream. There had been plenty of new insights presented during the meeting which development agencies could extract and use as guidelines for modifying their support to education in Africa in each country. She welcomed the strategy presented during the Biennale of working towards the accreditation of skills and knowledge acquired instead of the classical system of continually failing and penalizing learners. She was particularly glad that her organization was being given the opportunity of supporting the ADEA Working Group on Nonformal Education and urged countries to work with Swiss Cooperation agents in each country and to remain in contact with the WGNFE coordinator in Africa. She felt that ADEA had collected very interesting case studies and had prepared high quality and useful synthesis papers.
Representing researchers, Moses Oketch of the Institute of Education, London, agreed with the consensus of the Biennale that affordable ways of expanding post-basic education should be found. New future policies needed to be carefully communicated to the parties concerned, to stimulate and maintain partnerships in education. He welcomed the idea of increasing the prestige of TVET and other modes of post-basic education to give youth the skills they required for becoming successful entrepreneurs but noted the need for governments to create enabling environments for economic development. He urged governments to listen to their national researchers and to learn lessons from the past.

Assibi Napoe, of Education International, representing teachers, expressed her satisfaction that teachers had been one of the central topics of the Biennale this time. She confirmed that teachers’ unions wish to work collaboratively with ministries of education and partners in the private sector and to maintain permanent dialogue with them. Developing post-basic education would mean ensuring adequate remuneration and good working conditions for teachers, increased status and appreciation from society. She called for more support to the ongoing HIV prevention programs in education institutions and particularly for teachers living with AIDS. She seconded the call in Session 8 for ADEA to follow up on each Biennale set of recommendations.

The representative for civil society organizations commended ADEA for giving them the opportunity to dialogue with development partners and to learn about their attitudes and approaches. The concern of civil society was to provide more support to teachers, to ensure they have access to ongoing training. The immense challenge of developing post-basic education was understood now by all participants at the Biennale, particularly the aspects of financing the expansion. The proposals on enhancing the quality of education, and on using distance education and IT were appreciated. One of the most stark issues raised by the Biennale was equity, and the situation of girls’ education should become one of the priorities in the future.

The student representative, Olivio Maral, noted that education was indeed costly. One of the best ways forward would be to increase dialogue between ministries, ministers and students. In future, he hoped that every country would include a student representative in their delegation. He urged ADEA to disseminate the findings of the Biennale among students in Africa.

The Minister of Higher Education of the Democratic Republic of Congo, the Hon. Léonard Masu-Ga-Rugamika, representing the Ministers, expressed his satisfaction for the many case studies presented which enabled discussion of specific cases and debate on general issues. New insights into non-formal and informal education had been useful, as well as those on creating linkages and pathways between formal and nonformal education. The repeated assertion of the fundamental importance of the curriculum was significant in the debate of the Biennale. He echoed the call for effective follow-up of the meeting’s conclusions.

The Chair of the session emphasized the interdependence of different levels of the education sector for the production of a quality outcome, be it teachers trained or learning outcomes from schools. For this reason, the new holistic perspective of the sector was most welcome.
Official closing ceremony
**Official closing ceremony**

**Chairs:**
Hon. Hon. Rosalie Kama-Niamayoua, Minister of Education of the Republic of Congo; then Hon. Mr. Dharambeer Gokhool, Minister of Education and Human Resources, Mauritius

**Speakers:**
- Outgoing Executive Secretary of ADEA, Mamadou Ndoye
- Incoming Chair of the ADEA Caucus of African Ministers of Education, Hon. Naledi Pandor, Minister of Education for South Africa
- Chair of ADEA, Dzingai Mutumbuka, World Bank
- Minister of Education and Culture of Mozambique, Hon. Aires Bonifacio Baptista Ali

**Closing address of the outgoing Executive Secretary of ADEA**

The outgoing Executive Secretary of ADEA, Mamadou Ndoye, gave a succinct overview of the Biennale. The specific objectives of the meeting on post-primary education had been:
- To open up new fields of debate.
- To examine a wide range of potential policies and strategies.
- To extend basic and post-basic educational opportunities to all, whatever the age or level of education.

To this end, the Biennale had looked at four critical areas: planning, evaluation, certification and linkages. It was the intention of ADEA to learn from others, Asia, for example, and Latin America, in addition to mapping African successes, promising developments and lessons learned. The Executive Secretary explained that ADEA had challenged a large team of researchers to review a wide spectrum of issues, including the vital subject of the financing of education, and to assist ADEA in developing instruments for supporting ministers of education in decision making.

There is nothing worse than certainty. In Africa we must continue to interrogate what we are doing, to listen to others. We must not remain deaf to others and to the world. If the Biennale has helped us advance in this endeavour it will have succeeded.

ADEA Executive Secretary, Mamadou Ndoye
The target was to intensify evidence-based decision making across African ministries of education.

**Closing address of Chair of the ADEA Caucus of Ministers**

The incoming Chair of the ADEA Caucus of African Ministers of Education, Hon. Naledi Pandor, Minister of Education for South Africa, presented the report of the meeting of the ADEA Caucus of African Ministers of Education, held on May 5 2008 just before the Biennale. The Ministers heartily thanked the Government and the people of Mozambique for their very warm welcome to ADEA, for the hospitality they had provided and the culinary delights of the week. They applauded the Executive Secretary and the ADEA Secretariat for the high quality of the content and the excellent organization of the meeting. They paid tribute to the outgoing and hardworking Chair of the Caucus of Ministers, Hon. Rosalie Kama-Niamayoua, Minister of Education of the Republic of Congo.

The Caucus of Ministers welcomed the ADEA voluntary peer reviews that had been carried out over the last two years, in Nigeria, Gabon and Mauritius, and the wealth of learning achieved through that process for the countries concerned but also for the Africa region. They also noted the potential interest of the Asia peer review process for future Africa action.

The Ministers were gratified by the strengthening ties between the African Union and ADEA. The potential role of ADEA vis-à-vis the African Union was now being discussed, its potential integration into the African Union or some form of structured institutional status within the African Union. The intention is to increase dialogue between the two institutions which both have a regional or continent-wide character. The unique characteristic of ministers is that once they have the political will or the determination to carry out action, they have the capacity to act speedily. This attribute can be harnessed for regional education development in Africa. ADEA had produced a strategic framework for the next two years which would focus on increasing interaction with the African Union.

The Caucus was currently engaged in a discussion on its role of advocacy and the potential for making a more concrete contribution to high-level global meetings on EFA which receive no political input at the moment and which concentrate on measuring progress towards achieving EFA. In future, ministers would like to identify core issues to be presented to these meetings.

Another area of interest for the Caucus was developing policy on country level capacity building in education planning and management for achieving EFA goals.

African Ministers of Education noted the existence of entities similar to the ADEA Caucus of Ministers, such as MINEDAF and COMEDAF (which is to be reshaped in 2009). This was the time to review the structure and objectives of such institutions, organizations and structures, in order to streamline the action of African Ministers of Education and to increase the efficiency of ministers’ participation.
Closing address of the Chair of ADEA

The Chair of ADEA, Dzingai Mutumbuka of the World Bank, congratulated the Biennale on adopting a holistic approach to education sector planning. He reiterated one of the major areas of agreement of the meeting, namely the importance of growing the economy of each country in order to reduce poverty, and to provide more investment for education. He emphasized the fact that external aid accounted for a relatively low proportion of the resources available to most countries in Africa. Countries were therefore urged to increase the capacity of domestic economies. He ended by thanking the many members of the Mozambique country team and the ADEA officials for all the work they had done to organize the Biennale.

Closing address of the Minister of Education and Culture of Mozambique

The Minister of Education of Mozambique reminded participants that African countries considered education as a most valuable instrument for development and were investing a significant proportion of national resources in education. He acknowledged the many problems facing the continent but was convinced that Africa would rise to the challenge and would succeed in reforming the education sector. It was vital to extend education opportunities to all, to build African societies on the foundation of newly acquired skills to face increasingly complex challenges and to deal with changing situations. Education was a right. It must facilitate the acquisition of problem solving and decision making skills. It must provide well trained teachers for the multiple, new and exciting tasks ahead. Post-basic subsector plans should be affordable, feasible, robust and sustainable in order to cope with the diversity of the subsector. The complex task of developing post-basic education would test planners as never before in their attempt to expand access to more learners and to guarantee the quality of education. The Biennale had shed light on the magnitude and the nature of the task ahead and made a vital contribution to taking the continent forward.

The Minister hoped that participants would be able to enjoy the city of Maputo after the Biennale. He thanked ADEA most warmly for having chosen Mozambique as the venue of the eighth Biennale and gladly welcomed the incoming Executive Secretary of ADEA, Ahlin Byll-Cataria, whose experience and capacities are well known to the ADEA fraternity.

About the ADEA Biennales: ADEA Biennales have no desire to or intention of being prescriptive. They remain an African regional forum. ADEA provides a platform, a safe place for open discussion, as well as up-to-date research through their Working Groups and commissioned papers on the themes of each Biennale. It also offers instruments for Biennale follow up to countries, such as the ADEA voluntary peer reviews, and participation in the specialized working groups on specific themes.
APPENDICES

Appendix 1. Overview of the Agenda of the 2008 Biennale
Appendix 2. Papers prepared for the Biennale
Appendix 3. List of participants
## Appendix 1. Overview of the Agenda of the 2008 Biennale

### Monday 5 May

<table>
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<th>Time</th>
<th>Event</th>
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<tbody>
<tr>
<td>8:30-15:30</td>
<td><strong>Caucus of Ministers</strong></td>
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<tr>
<td>17:00-18:30</td>
<td><strong>Official Opening Ceremony – Participation of Heads of State of Mozambique and Algeria, Chair of the African Union, first lady of Puerto Rico, Director-General of UNESCO and other guests of honor</strong></td>
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<td><strong>Press Conference with Heads of State</strong></td>
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### Tuesday 6 May

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<th>Time</th>
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<tr>
<td>9:00-10:30</td>
<td><strong>Keynote Speeches</strong></td>
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<tr>
<td>9:00-10:00</td>
<td>1. Education as a Driver Of Development – Approaches, Experience and Prospects for Expanded Learning Opportunities</td>
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<td>2. Science, Development &amp; Education in Africa</td>
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<td>3. HIV and AIDS: Finding Effective Approaches in Post-Primary Education</td>
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<tr>
<td>10:00-10:30</td>
<td><strong>Discussion</strong></td>
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<td>10:30-11:00</td>
<td>Coffee break</td>
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<tr>
<td>11:00-13:00</td>
<td><strong>SESSION 1 – Introductory Presentations</strong></td>
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<td>2. EFA Global Monitoring Report 2008 – Education For All by 2015: Will we Make it?</td>
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<td>3. The challenges and Stakes Facing EFA in Africa: Top Priority for Integrated Sector-wide Policies</td>
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<td>4. An African Exploration of the East Asian Education Experience</td>
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<tr>
<td>11:45-13:00</td>
<td><strong>Discussion</strong></td>
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<tr>
<td>13:00-14:00</td>
<td>Lunch break</td>
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<tr>
<td>14:00-15:30</td>
<td><strong>SESSION 2 – Presentations on the Development of Post-Primary Education</strong></td>
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<tr>
<td>14:00-14:45</td>
<td>1. SEIA: At the Crossroads: Choices for Secondary Education in sub-Saharan Africa</td>
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<td>2. Kigali Call for Action: An Expanded Vision of Basic Education for Africa</td>
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<td>3. Dynamics Of Partnerships for Local Governance in Education</td>
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<td>4. Technical and Vocational Skills Development in Africa</td>
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<tr>
<td>14:45-15:30</td>
<td><strong>Discussion</strong></td>
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<td>15:30-16:00</td>
<td>Coffee break</td>
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<tr>
<td>16:00-18:00</td>
<td><strong>SESSION 3 – Presentations of the Analytical Work on Post-primary Education</strong></td>
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<tr>
<td>16:00-17:00</td>
<td>1. General Synthesis Report: Beyond Primary Education: Challenges and Approaches to Expanding Learning Opportunities in Africa</td>
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<td>2. Thematic Synthesis Report (sub-theme 1): Towards 9-10 years Education For All: Promising Policies and Strategies</td>
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<tr>
<td>17:00-18:00</td>
<td><strong>Discussion</strong></td>
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### Wednesday 7 May

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<th>Time</th>
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<tr>
<td>9:00–10:30</td>
<td><strong>SESSION 4 – Round Table in Plenary Session: Issues of Policy &amp; Governance and Costs &amp; Financing</strong></td>
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<tr>
<td>9:00–9:45</td>
<td>1. Post-Primary Education: The Experience of Mozambique</td>
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<td>2. Financial Sustainability as a Reference for the Development of Post-Primary Education in sub-Saharan Africa</td>
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<tr>
<td>9:45–10:30</td>
<td><strong>Discussion</strong></td>
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<td>10:30–11:00</td>
<td>Coffee break</td>
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<tr>
<td>11:00–13:00</td>
<td><strong>Parallel session 4A: Extending Basic Education, Expanding Secondary Education: Governance and Policy issues</strong></td>
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<td><strong>Parallel session 4B: Public-Private Partnerships</strong></td>
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<td><strong>Parallel session 4C: Transitions Between Upper Secondary and Higher Education: Policy and Governance</strong></td>
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<td><strong>Parallel session 4D: Financing: Trends and Challenges</strong></td>
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<td>13:00–14:00</td>
<td>Lunch break</td>
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<tr>
<td>14:00–15:30</td>
<td><strong>SESSION 5 – Round Table in Plenary Session: Issues of Access &amp; Equity</strong></td>
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<td>14:00–15:30</td>
<td>1. Education for Rural People</td>
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<td>2. Vocational Training for Out-of-School Girls in Conflict Situations</td>
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<td>3. Achieving Universal Post-Primary Education in Africa: Innovative Modalities and Cost Implications</td>
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<td>14:00–15:30</td>
<td><strong>Discussion</strong></td>
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<td>15:30–16:00</td>
<td>Coffee break</td>
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<td>16:00–18:00</td>
<td><strong>Parallel session 5A: Gender Issues in Post-Primary Education</strong></td>
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<td><strong>Parallel session 5B: Distance Education and Open Learning</strong></td>
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<td><strong>Parallel session 5C: Non-Formal Education</strong></td>
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<td><strong>Parallel session 5D: Innovations for Equitable Access</strong></td>
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### Thursday 8 May

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<th>Time</th>
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<tr>
<td>9:00–10:30</td>
<td><strong>SESSION 6 – Round Table in Plenary Session: Issues of Quality and Relevance of Post-Primary Education: Demand &amp; Supply of Teachers for Post-Primary Education, Curriculum and Skills Development</strong></td>
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<tr>
<td>9:00–9:45</td>
<td>1. Lifelong Learning Connections: The Nodal Role of Diversified Post-Primary and Post-Basic Approaches</td>
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<td>2. Provision of Teachers and Education Management Personnel: The Impact on The Quality of Education Delivery in Post-Primary Education</td>
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<td>3. Contribution of School Principals to the Improvement of Post-Primary Education in Africa</td>
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<td>9:45–10:30</td>
<td><strong>Discussion</strong></td>
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<td>10:30–11:00</td>
<td>Coffee break</td>
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<td>11:00–13:00</td>
<td><strong>Parallel session 6A: Curriculum for Post-Primary Education</strong></td>
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<td><strong>Parallel session 6B: Skills Development in General Education</strong></td>
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<td><strong>Parallel session 6C: Skills Development in Technical and Vocational Education and Training</strong></td>
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<td><strong>Parallel session 6D: Teacher Issues in Post-Primary Education</strong></td>
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<td>13:00–14:00</td>
<td>Lunch break / pause déjeuner</td>
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<tr>
<td>14:00–15:30</td>
<td><strong>SESSION 7 – Round Table in Plenary Session: Issues of Validation, Assessment, Articulation, and the Role of National Qualification Frameworks</strong></td>
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### 14:00–15:30
2. Differentiation and Articulation in Tertiary Education Systems: A Study of Twelve African Countries
3. Transition/Articulation among Non-Formal, Primary, Secondary and Tertiary Education: Lessons from the Gabon, Mauritius and Nigeria Peer Reviews

### 14:00–15:30
**Discussion**

### 15:30–16:00
**Coffee break**

### 16:00–18:00
**Parallel session 7A: Assessment**
- Parallel session 7B: National Qualification Frameworks, Recognition of Prior Learning and Competencies
- Parallel session 7C: Transitions Between Upper Secondary and Higher Education: Similarities, Pathways and Orientations
- Parallel session 7D: Mathematics, Science, Technologies and Information and Communications Technologies in Post-Primary Education

### Friday 9 May

#### 9:00–10:30
**SESSION 8 – Round Table in plenary session: Main Conclusions Drawn from the Discussions of the Biennale**
1. Conclusions sub-theme 1: Towards 9-10 years Education For All: Promising Policies and Strategies
2. Conclusions sub-theme 2: Skills Development and the World of Work: Challenges for Education and Training
4. Overall conclusions: Beyond Primary Education: Challenges and Approaches to Expanding Learning Opportunities in Africa

#### 10:00–10:30
**Discussion**

#### 10:30–11:00
**Coffee break**

#### 11:00–12:30
**SESSION 9 – Reflections on New Perspectives and Follow-up to the Biennale**
1. Main Lessons Learned by Different Groups of Stakeholders
   - Round table with participation of 1 Minister, 1 representative from a development agency, 1 researcher, 1 representative from a civil society organization, 1 student, 1 teacher and 1 representative from a sector other than education

#### 12:30–13:00
**Official Closing Ceremony**
1. Presentation of the Report of the Caucus of Ministers
2. Closing Address

#### 13:00–14:00
Closing Press Conference

#### 14:00–18:00
**ADEA Steering Committee Meeting**
APPENDIX 2. PAPERS PREPARED FOR THE BIENNALE

General synthesis paper

Papers on subject areas operating beyond the confines of separate themes

- Beyond Primary Education: Challenges of and Approaches to Expanding Learning Opportunities in Africa. Pulling the Pieces... Together (Wim HOPPERS and Steven OBEEGADO)
- Administrative Competence for Reforms in Post-Primary Education in Sub-Saharan Africa (Steinar ASKVIK: Ministry of Education and Research, Norway)
- A Study of Selected Development Partners’ Strategies for the Support of Post-Primary Education with Special Focus on Lower Secondary Education in Southern Saharan Africa (Karen Brit FELDBERG, Roald SKØELV, Robert SMITH and Titus TENGA: LINS Centre for International Education at the University of Oslo (commissioned by GTZ on behalf of BMZ)
- The Partnership Dynamic for Local Governance in Education (Adiza M. HIMA: CONFEMEN)

Documents related to sub-theme 1:

Towards 9-10 years Education For All – Promising Policies and Strategies

- Thematic synthesis paper sub-theme 1:
- Towards 9-10 years of Education For All: Promising Policies and Strategies (Jacob BREGMAN)
- Policy and Governance
  - Educational Reforms Undertaken during the Post-independence Period in Benin, Cameroon, Guinea and Tanzania and their effects on Post-Primary Education (Thierry Hountondji, Ibrahima Bah-Lalya, Joel Samoff and Pulane Lefoka: ADEA Working Group on Education Sector Analysis)
  - Extending Basic Education to Include Lower Secondary Education, while simultaneously addressing the quality imperative within the context of scarce resources (Pap SEY: Department of State for Basic and Secondary Education, The Gambia)
  - Diagnosing the progress of reform at primary and lower secondary education in Tanzania (Amos G. MWAKALINGA, Cyprian M. MIYEDU and Joviter KATABARO: Ministry of Education and Vocational Training, United Republic of Tanzania)
  - The case of locating expansion of Post Primary Education and Training (PPET) within Holistic and Integrated Policy Framework in Uganda (Joseph EILOR: Ministry of Education and Sports, Uganda)
  - The Potential of Open Schooling in Africa: A Case Study of India’s National Institute of Open Schooling (Sushmita MITRA and James STANFIELD)
- At the Crossroads: Choices for Secondary Education in Sub-Saharan Africa (Adriaan M. VERSPOOR and Jacob BREGMAN: World Bank)
- Transitions in Secondary Education in Sub-Saharan Africa: Equity and Efficiency Issues (Secondary Education in Africa (SEIA) team, Africa Region Human Development Department, World Bank)
- Governance, Management, and Accountability in Secondary Education in Sub-Saharan Africa (Deborah Glassman and Pat Sullivan: World Bank)
- An African Exploration of the East Asian Education Experience (Birger FREDRIKSEN and Jee Peng TAN: World Bank)
- The Kigali Call for Action: An expanded vision of basic education for Africa. High level seminar on basic education. Kigali – September 25th to 28th 2007 (UNESCO)
- Fit for Life? Non-formal Post-Primary Initiatives in Yemen, Malawi and Namibia (Katharina OCHSE: GTZ, commissioned by BMZ)
- Transitions from Primary to Post-Primary Education: Using Non-Formal Learning Opportunities to Increase Access and Relevance (Deborah GLASSMAN, Wim HOPPERS, Joe DESTEFANO: ADEA Working Group on Non-Formal Education)
- Madagascar: The challenge of expanding secondary education and training (Patrick Philippe RAMANANTOANINA: World Bank Madagascar)
- Open Schooling for Secondary & Higher Secondary Education: Costs and Effectiveness in India and Namibia (Greville Rumble and Badri N. KOUL: Commonwealth of Learning)
- Financing: Resources, Needs and Sustainability
- Financial Sustainability as a Reference for the Development of Post-Primary Education in Sub-Saharan Africa (Blandine LEDOUX and Alain Mingat: IREDU and AFD/World Bank)
- Strategies for Sustainable Financing of Secondary Education in Sub-Saharan Africa (Keith M. LEWIN: World Bank)
- Public-Private Partnerships in Lower Secondary Education: The case of Burkina Faso and Senegal (Amadou Wade Diagne and Ignace Sanwidi)
- The Provision and Financing of Quality Secondary Education through Public Private Partnerships in Mauritius (a success story) (Praveen MOHAMED and D. KULPOO)
- Achieving Universal Post-Primary Education in Africa: Innovative modalities and cost implications (Cream WRIGHT: UNICEF)
- Access and Equity
- The contribution of private educational institutions to the post-primary education system (Thierry Claver Hountondji, Agnès BOCO ALI, Sylviane B. E. K. AJAVON BALLEY and Nouhoun Yaya NADJO: Ministry of Primary and Secondary Education, Benin)
- Community Schools and Post-Primary Education Alternative Structures: Strategies for extending basic education in Burundi (Pascal MUKENE, Edouard NTAMATUNGIRO, Rehema SEFU ET Edouard JUMA: Ministry of National Education and Culture of Burundi)
- The rural dimension of schooling in sub-Saharan African countries: current situation and challenges for the development of lower secondary coverage (Alain Mingat et Francis NDEM: AFD)
- Extension of lower secondary education to basic education (Oumar SOUMARE and Djibi THIAM: Ministry of Fundamental and Secondary Education of Mauritania)
- The Challenges of Private Supplementary Tutoring: Global Patterns and their Implications for Africa (Mark BRAY and Emmanuelle SUSO: UNESCO International Institute of Educational Planning)
- Nine years of basic education for all in Africa: the challenges of access and equity (Françoise CAILOODS: UNESCO International Institute of Educational Planning)
- Survey on ICT and Education in Sub-Saharan Africa (Glen Farrell and Shafika ISAACS: InfoDev)
- Gender equity in junior and senior secondary education in sub-Saharan Africa (Esi Sutherland-Addy: FAWE / World Bank)
- Review of the Use of ODL Systems in the Provision of Post-Primary Education in Africa (Ephraim MHLANGA: South African Institute for Distance Education)
- Accelerating the Expansion of Access to Secondary Education. The 1980-1990 Experience of Zimbabwe (Fay King CHUNG)
- Gender Issues in Post-Primary Education in Africa (Maguette DIOP KANE, Daniel LINCOLN and Christina N'TCHOU-SONOU)
- Transition to Post-Primary Education with a Special Focus on Girls: Medium-Term Strategies for Developing Post-Primary Education in Eastern and Southern Africa (Aster HAREGOT: UNICEF Eastern and Southern Africa Regional Office Education Section)
- Education and Training Personnel
- The Provision of Teachers and Education Personnel for Post-Primary Education (David WEBB: ADEA Working Group on the Teaching Profession)
- Recruiting, Retaining, and Retraining Secondary School Teachers and Principals in Sub-Saharan Africa (Aidan Mulkeen, David W. Chapman, Joan G. Dejaeghere, Elizabeth Leu: World Bank)
- The contribution of school principals to the improvement of post-primary education in Africa (Richard Charron: AFIDES)
- Expanding Secondary Education for Sub-Saharan Africa: Where are the Teachers? (Audrey-marie Schuh Moore, Joseph DeStefano, Arushi Terway and David Balwanz: EQUIP2 / Academy for Educational Development)
- Curriculum and Skills Development
- Competency-based Curriculum Development: Some lessons from other regions (Renato OPERTTI: UNESCO International Bureau of Education)
- Uganda Secondary Education & Training Curriculum, Assessment & Examination (CURASSE): Roadmap for Reform (Andrew Clegg, Jacob Bregman and Wout Ottevanger: World Bank)
- Curricula, Examinations, and Assessment in Secondary Education in Sub-Saharan Africa (Ramon Leyendecker, Wout Ottevanger and Jan van den Akker: World Bank)
- Developing Science, Mathematics and ICT in Secondary Education: Patterns and Promising Practices (Wout Ottevanger, Jan van den Akker and Leo de Feiter: World Bank)
- ICT in education toolkit for policy makers, planners and practitioners (UNESCO, Japanese Funds-In-Trust, infoDev, AED, Knowledge Enterprise)
- Expanding and Democratizing Basic Education in Africa: Educational policy and curriculum perspectives (Teeluck BHUWANEE, Ann Thérése NDONG JATTA, Renato OPERTTI and Philip STABBACK: UNESCO BREDA)
- Preparation for Life and Work: Comparative Study with a focus on Basic and Lower Secondary Education in Developing African Countries (Philip STABBACK, Dakioma GEORGESCU, Klaus Jahn, Elmehti Ag-Muhtah, Philippe de Castro: GTZ)
- Strengthening the Relevance of Learning Options for including basic life and work skills in upper primary / lower secondary education in Sub-Saharan Africa (Gerald A. Straka: GTZ)
- Identification of the basic skills and knowledge required for literate pupils to enter junior secondary education in five West African countries (Amadou Wade DIAGNE: ADEA Working Group on Non-Formal Education)
- Review of the State of the Art on Post-Primary Education and Training (PPET) in Eastern and Southern Africa (Pulane LEFOKA and Mary Kitula: ERNESAA)
Documents related to sub-theme 2:

Skilled development and the world of work – challenges for education and training

- Thematic synthesis paper sub-theme 2:
- Skills Development and the World of Work: Challenges for education and training (Richard Walther and Hans Krönner)
- Policy and Governance
- TVET and Public Policy: Revisiting TVET’s role in four policy domains in sub-Saharan Africa (Hulya Kosar Altinyelken: Ministry of Foreign Affairs, the Netherlands)
- Vocational training in the informal sector: how to dynamize the economy of developing countries. Conclusions of a field survey in seven African countries (Richard Walther and Ewa Filipiak: AFD)
- The Reintegration through Community Apprenticeship Project in the Republic of the Congo (Gaston Dzondhault, Maurice Banoukouta, Emile Mboukou and Gilbert Ndimina: Ministry of Technical and Vocational Education, Republic of the Congo)
- Developing a training market for the informal micro-enterprise sector: A response to the training deficit in TVET (Madhu Singh: UNESCO Institute for Lifelong Learning)
- Non-formal Education and Training Opportunities for Youth living in the rural areas of South Africa (Kathy WATERS: ADEA Working Group on Non-Formal Education / UNESCO UIL)
- Mapping the Non-Formal Education at Post-Primary Education and Training Level in Ethiopia (Tilahun WORKINEH: ADEA Working Group on Non-Formal Education / UNESCO UIL)
- Vocational Training and Transition to Work of Trainees Leaving Development Education Centres (DECs) in Mali (Bonaventure MAÏGA, Nouhoum DIAKITE, Soumana KANE and Amadou Mamou KONE: Ministry of Basic Education, Literacy and National Languages, Republic of Mali)
- Mapping Non-formal Education at Post-Primary Educational Level in Uganda (Twine BANANUKA and Anne Ruhweza Katahoire: ADEA Working Group on Non-Formal Education / UNESCO UIL)
- Support for the Involvement of Social Partners with a View to Improving Technical and Vocational Education and Training (André GAURON et Michel VERNIERES: Ministry of Foreign Affairs, France)
- From Traditional Apprenticeship to Restructured Apprenticeship: Toward the modeling of a post-primary vocational training system (Richard WALTER: AFD)
- Financing: Resources, Needs and Sustainability
- Production systems, income and schooling practices of farmers: Case studies in three regions of Senegal (Ibrahima HATHIE et Isabelle Touzard: Ministry of Foreign Affairs, France)
- Institutional Strengthening in Technological Educational Matters in the Democratic Republic of Congo (Gaston DZONDHAULT, Jacques MABIALA, Vivianne MASSENGO, Marc MANKOUSSOU, Monique MANTSOUAKA: Ministry of Technical and Vocational Education, Republic of the Congo)
Summary of the report by Aurélie Venot on Costs and Resources for agricultural training policies: The Case of Cotton Farming in Burkina Faso (Aurélie VENOT: Ministry of Foreign Affairs, France)

Vocational training financing mechanisms: A Europe-Africa comparison (Richard Walther: AFD)

Finance Mechanisms of Vocational Training in 5 Sub-Saharan African Countries (Richard Walther et André Gauron: Ministry of Foreign Affairs, France)

Public-Private Partnership Models in TVET and their Impact on the Role of Government (Edda GRUNWALD: GTZ)

Access and Equity

Training Policies for Disadvantaged Youth in Latin America: Trends in institutional and learning approaches (Claudia JACINTO: redEtis)

Increasing female participation in TVET particularly in male-dominated trade areas (Grace OTU-BOATENG, Asamoah DUODU, Isaac Koku ASIEGBOR and Seth Odame BAIDEN: Ghana)

Insertion of young people trained at a learning and production unit in Senegal (Mbaye MBENGUE, Pape FALL and Sidy BA: Ministry of Technical and Vocational Education and Training, Senegal)

Results of Action Research on Links between General Education and Vocational Training in Senegal (Cheikhou TOURE, Joseph SARR, Aissatou TOURE, Papa SENE, Mouhamed GUEYE and Daouda DIOP: Ministry of Education (Senegal) and UNESCO BREDAD)

Gender Issues in Post-Primary Education (PPE) (Rudo B GAIDZANWA)

Professional Agricultural Teaching, A Tool for an Economic Policy: The example of “200 hour” work placements (Alain MARAGNANI: Ministry of Foreign Affairs, France)

Education and Training Personnel

Reform of Vocational Training in Benin: a rationale of joint development of a national dual-type apprenticeship mechanism (André GAUROH: Ministry of Foreign Affairs, France)

Curriculum and Skills Development

Vocational and Technical training issues in the agricultural sector and in the rural milieu: the case of West Africa (Alain MARAGNANI: Ministry of Foreign Affairs, France)


The skills-based approach in technical education and vocational training – Benin – Burkina Faso – Mali (Teeluck Bhuwanee: UNESCO BREDAD)

Localisation of Technical and Vocational Education and Training (TVET): The case of Namibia (Joshua MUSHAURI and Lewis DURANGO: The Project Management Unit for the Establishment of the Namibia Training Authority)

Towards an Entrepreneurial Culture for the Twenty-first Century (Edited by Sonia Bahri and Klaus Haftendorn, Author: Carmela Salzano: UNESCO)

See the Opportunities and Make them Work! Strategies for entrepreneurship in education and training 2004-2008 (Ministry of Education and Research, Norway)

A Study of Entrepreneurship Education in Botswana and the Significance of Institutional Preparation (Jacob R. SWARTLAND: Botswana, commissioned by the Ministry of Education and Research, Norway)

School Enterprises and Sustainability: Challenges for secondary and vocational education (Madhu SINGH: UNESCO Institute for Lifelong Learning)

Vocationalisation of Secondary Education Revisited (Efison MUNJANGANJA: UNESCO UNEVOC)

Investigation of factors that influence the attractiveness of a TVET institution: A case study of Kaiboi Technical Training Institute (John W. SIMIYU: UNESCO UNEVOC)
The Challenge of TVET Reform in Mozambique: Goals, Options and Constraints (Gilberto Botas: Ministry of Education and Culture, Mozambique)

Articulation and Assessment

Creating Flexible and Inclusive Learning Paths in Post-Primary Education and Training in Africa: NQFs and Recognition of non-formal and informal learning – The Key to Lifelong Learning (Madhu SINGH: UNESCO Institute for Lifelong Learning)

Validation of Non-formal and Informal Learning Outcomes in Norway (Torild Nilsen Mohn: Ministry of Education and Research, Norway)

Documents related to sub-theme 3: Preparing knowledge workers for Africa’s development – articulating upper secondary with higher education

- Thematic synthesis paper sub-theme 2:
  - Preparing Knowledge Workers for Africa’s Development: Articulating upper secondary with higher education (Kabiru KINYANJUI and George AFETI)

- Policy and Governance

- Selected interventions for promoting access to Higher Education in Ghana (Paul EFFAH, Frank O. KWAMI, Ebenezer OWUSU, Paul Y. DZANDU: National Council for Tertiary Education, Ghana)

- Sustainable Articulation Pathways and Linkages between Upper Secondary and Higher Education in Africa: the Kenya case study (R.M. MUNAVU, D.M. OGUTU and P.M. WASANGA: Kenya)

- Articulation between Secondary and Higher Education in Côte d’Ivoire (Bernadette AVO BILE EHUI: Côte d’Ivoire)

- Better Articulation between Upper Secondary and Higher Education in Mauritania (Oumar Soumaré and Djibi Thiam: Ministry of Higher Education and Scientific Research, Mauritania)


- Articulation of the Namibian College of Open Learning (NAMCOL) and the formal education system in Namibia: a case study (Chuma Mayumbelo, Alfred Ilukena, Jerry Beukes, Cavin Nyambe, Hertha Pomuti: Ministry of Education, Namibia)

- Pathways for Post-secondary Education - The Singapore system (Dr. LAW Song Seng)

- State, markets, faith and proliferation of private higher education in Africa (N.V. VARGHESE: UNESCO International Institute of Educational Planning)

- Educational reforms in Africa: report on the case of the Bachelor’s – Master’s – Doctorate reform at the UCAD (Abdou Karim Ndoye)

- Diversification of Post-Secondary Education and Training: The Mauritian experience (Surendra Bissoondoyal, Raj S. Luchmeah and Dhurumbeer Kulpoo)

- Pathways and their impact on the demand for higher education in Uganda (Richard BOGERE SENKAABA, Patrick George OKAE, Joseph OKUMU and Stephen EMURWON OLUPOT: Uganda)

- Financing: Resources, Needs and Sustainability

- Financing of Higher Education in a Context of Rapid Expansion: Cases in Anglophone (Kenya) and Francophone (Senegal) Africa (Mohamed Chérif DIARRA, Michael N. NYAMUTE and Dr Mamadou Dansokho : ADEA Working Group on Finance and Education)

- Access and Equity

- Being ready for the university: the role of ICTs in secondary education (Mohamed Maiga, Moses Mbangwana, Thierry Karsenti, Kathryn Toure, Mamadou Lamine Diarra: Educational Research Network for West and Central Africa - ERNWACA)
- The effects of Massification on Higher Education in Africa (Goolam Mohamedbhai: ADEA Working Group on Higher Education)
- Negotiating the Interface between Upper Secondary and Higher Education in Sub-Saharan Africa: the gender dimensions (Grace BUNYI)
- The NICTs as a tool for development, policy sustainability and effective practices for education in Africa (Félix G. Anoma-Kanie: IRCD)
- Education and Training Personnel
- Staff retention in African universities and links with diaspora (Paschal B. Mihyo: ADEA Working Group on Higher Education)
- Curriculum and Skills Development
- Higher Education and Human Development in Africa Today: The Challenge of Systemic Responsiveness and Socio-Cultural Accountability (Catherine ODORA HOPPERS)
- Articulation and Assessment
- Differentiation and articulation in tertiary education systems: A Study of Twelve African Countries (Njuguna Ng’ethe, George Subotzky, George Afet: ADEA Working Group on Higher Education)
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