ADEA Working Group Activities in 1999

The ADEA Newsletter has made it a policy to publish a special issue on ADEA Working Groups at the end of every year(1). In the following articles, activities in 1999 are reviewed for each Working Group. For those wanting to know more about them, contact information is provided.

ADEA Working Groups were established shortly after ADEA came to existence in 1988. Their task was to explore, and develop consensus on, the issues identified in “Education in Sub-Saharan Africa: Policies for Adjustment, Revitalization and Expansion”, the World Bank’s 1998 study which underpinned the creation of ADEA and its initial mandate. Later on, other Working Groups were created to cover issues deemed of particular interest by Ministers of Education. Currently, there are eleven Working Groups: Books and Learning Materials, Distance Education, Early Childhood Development, Finance and Education, Education Statistics, Education Sector Analysis, Female Participation, Higher Education, Research and Policy Analysis, Nonformal Education, and The Teaching Profession.

Many Working Groups have now been in existence for ten years or so. Over time, they have accumulated a wealth of experience. They have acquired comprehensive understandings of the issues in their areas of interest. Because of their broad-based memberships involving numerous Ministries of Education, agencies and professionals, they have become privileged forums for promoting consensus around the issues addressed. They have also succeeded in developing professional communities in their respective fields. This is why many participants in ADEA activities see the Working Groups as the “heart and soul” of the Association.

(1) In 1999, the last issue of the ADEA Newsletter (Vol. 11, Number 4, October-December 1999) focused on the ADEA Biennial Meeting which was held December 5-9, 1999. For this reason, production of the special issue on the Working Groups was delayed to the first quarter of 2000.
Books and Learning Materials

The overall objective of the Working Group on Books and Learning Materials (WGBLM) is to improve the provision of good quality educational materials in support of Education for All. For this, the “Books Group” supports processes leading to the formulation of adequate national book policies. In 1999, the Working Group continued to conduct research, dissemination and policy advocacy activities, working with various partners in the book and education community. It also launched a campaign calling for tax breaks for the publishing and bookselling industries in order to improve book circulation in Africa.

In 1999, the Working Group on Books and Learning Materials (WGBLM) continued its work with the books and education community in Africa. This includes working closely with the African Publishers’ Network (APNET) to support its commitment to build publishing capacities in Africa. A key area of strategic support has continued to be the development of APNET’s resource center as the major source of information about publishing and the book sector in Africa.

**Calling for tax breaks for the publishing industry**

The research findings from Phase 1 of the ADEA/APNET study on the intra-African trade in books are being used for advocacy concerning the adverse legislation and taxation measures that affect book circulation across Africa. At the OAU Conference of African Ministers of Education (COMEDAF I) in Harare last March, the chair of APNET, Richard Crabbe, and the Working Group Leader, Carew Treffgarne, drafted a recommendation calling for tax breaks and improved access to credit facilities for publishers. The objective is to ensure that publishing is recognized by governments as a strategic industry for development.

APNET has now embarked on Phase 2 of the study on the intra African trade in books. The research—undertaken with the African Economic Research Consortium (AERC) in Nairobi—will investigate the impact of regional economic policies on the Intra-African trade in books.

**Developing a module on book sector statistics**

In collaboration with the Working Group on Education Statistics, the Books Group is developing a pilot module on book sector statistics in Zambia. The project was initiated in May 1999 when representatives from different divisions of the Ministry of Education and the Booksellers’ and Publishers’ Association decided to work together in order to improve their complementary databases on Information on Books and Educational Materials (IBEM).

**Collaborating on a survey on book provision for the EFA 2000 assessment**

The Working Group also continued to work closely with the UNESCO/Danida Basic Learning Materials Initiative, both at the national level (e.g. facilitating the UNESCO National Consultation on the Book Sector in Ouagadougou in January 1999), and at the international level (e.g. conducting a joint survey on the context of book provision).

In March, this survey was extended to become part of one of the global thematic studies that is being undertaken for the EFA 2000 Assessment. The data from Africa highlights the continuing disparities in access to all kinds of teaching and learning materials. It also stresses the need for closer public sector/private sector collaboration in order to adapt to the global trends towards increasing liberalization of the publishing and bookselling industries, and the decentralization of book selection and procurement at school level.

**Exploring book policy in sub-Saharan African countries**

Concerning book policy, the Working Group’s main achievement over the past year has been to co-host a round table with the UNESCO/Danida Basic Learning Materials Initiative on Book Policy Coordination. This brought together representatives from the public, private and NGO sectors from 12 countries (Burkina Faso, Cameroon, Ghana, Guinea, Malawi, Mali,
Mozambique, Namibia, South Africa, Tanzania, Uganda and Zimbabwe) in order to compare different experiences related to the structural, legal and financial aspects of book policy coordination.

It is anticipated that a synthesis of these experiences will result in a joint UNESCO/ADEA publication.

Developing a framework to improve book distribution systems


The Working Group also worked with the Pan-African Booksellers’ Association (PABA) throughout 1999. This resulted in PABA facilitating two capacity building workshops in Ethiopia and Ghana in December, which were designed to strengthen national booksellers’ associations.

The Zimbabwe International Book Fair (ZIBF)

Participating in ZIBF for the fourth time, the Working Group organized a series of panels under the topic Access to Information during the Indaba on Women’s Voices. Panellists from Kenya, Namibia, Ghana, Zambia and Zimbabwe emphasized the importance of addressing the needs of disadvantaged rural women, and the ways in which women can be encouraged to use resource centers.

The Books Group was also instrumental in synthesizing the conclusions from the final plenary session on Gender Aspects of Book Policy, which highlighted the challenging task of enhancing gender awareness at every stage of the book chain.

Book policy advocacy work

In 1999, WGBLM’s behind-the-scenes policy advocacy work gave particular emphasis to promoting South/South expertise, public/private sector dialogue and the publishing/bookselling interface.

The Working Group also commented on draft books policy documents that are being developed by agencies (e.g. the World Bank) and governments (e.g. Zimbabwe, Zambia, South Africa).

Policy advocacy has also been pursued through workshops or forums in which the Working Group has encouraged the sharing of experiences from different parts of Africa. The results of such policy oriented forums will lead, in most cases, to a publication in the Perspectives on African Book Development series.

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Finance and Education

The Working Group’s goal is to improve the planning, financing and management of education. It seeks to provide a framework for the collection, exchange and on-going analysis of information about the management and financing of education systems in Africa. In 1999, the WGFE gave priority to the following activities: publication of the reports on national case studies carried out so far (Benin, Mauritius, Niger, Senegal, Swaziland, Swaziland and Tanzania); and, drawing up of the training manuals intended for personnel in the Ministries of Finance and Education.

Case studies

One main reason for the existence of WGFE is to act as a forum for the collection, analysis and sharing of information about the financing and management of education. The national case studies carried out by WGFE are a unique source of information and one of the principal activities of the Working Group. The case studies look at policies, practices and mechanisms for financing education that exist in various countries, including agreements between the ministries of finance and education regarding planning and budget allocations.

To date, case studies have been carried out in the following countries: Benin, Mauritius, Niger, Senegal, Swaziland and Tanzania. The final reports—now being edited—will be published during the first quarter of this year.

Six other countries have been selected for a new series of case studies: Burundi, Burkina Faso, Cameroon, Egypt, Kenya and Mozambique. A seminar on methodology was organized during August 1999 for the national teams responsible for the studies. Participants were acquainted with the methodological tools, theories and practices necessary to carry out the case studies. They also allowed in-depth discussion of each country’s proposals and a sharing of experience about the problems of financing education in Africa. Presentations on the following
themes were made: costs and financing of education in Senegal; financing of education in Swaziland; public expenditure programs in Chad and Madagascar; systems for tracking information on educational spending in Benin; the financing of education in Egypt.

Training manuals

Strengthening capacity within the Ministries of Education and Finance is a major concern for WGFE. Its work program therefore includes development of training activities to upgrade technical skills of ministry staff in terms of planning, administration and allocation of resources. This program—which includes a commitment to develop training manuals—is being carried out in conjunction with the IIEP. The first session for French-speaking countries will take place in April 2000.

Regional seminars

WGFE organized two regional seminars in 1999. The seminars serve as forums where decision-makers, officials from Ministries of Education and Finance, researchers and agencies share country experiences and case study results on financing strategies, budgetary management and other financial matters.

A first seminar was held in Abidjan, March 18-21, on Budgeting and Financing of Education in Africa. Six country case studies were presented and discussed on the following topics: budgeting and financing of education in Uganda, education expenditure in Zambia, and education to alleviate poverty in Côte d’Ivoire.

A regional seminar on Will Africa be able to finance its education system beyond the 21st century? was held in Johannesburg December 3-4, just before the ADEA Biennial Meeting. Its purpose was to discuss the question of funding and financial management within a context of budget austerity and/or structural adjustment, limiting the allocation of public resources for education. Results of recent studies on finance strategies and mechanisms and on the budgetary management of ministries of education were aired. Decision-makers and finance experts discussed the problems faced in their countries and the responses given. A detailed summary of the workshop will appear in the next issue of the ADEA Newsletter (Vol 12, April-June 2000).

Publications


Furthermore, literature reviews in five countries (Côte d’Ivoire, Egypt, Ethiopia, Morocco and Togo) have been launched. A pan-African report on the financing of education, drafted in collaboration with experts from the Economics of Education Research Institute (IREDU), will be published in 2000.

Main activities planned for 2000

The case studies will continue during 2000. The national teams will also be expected to organize “dissemination” workshops in order to make the results better known. The purpose of the workshops is to discuss these results with the main actors on the education scene: political decision-makers, NGOs active in the financing of education, teachers unions and parent-teacher associations.

Furthermore, two workshops for technical training of administration and finance directors in the Ministries of Education and the budget directors in the Ministries of Finance will also be organized. These will be based on the finance and budgeting handbook drawn up with the help of IIEP in 1999.

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ADEA Working Groups On-Line

Detailed information on all ADEA Working Groups (including activities and publications) is available on-line on the ADEA Web Site (http://www.adeanet.org).

Links from the ADEA Web Site to two Working Groups that have their own Web Sites (the Working Group on Education Sector Analysis and the Working Group on Education Statistics) are provided.
Education Statistics

During 1999, the Working Group on Education Statistics (WGES) continued working with countries in sub-Saharan Africa to develop sustainable institutional capacity for steering, implementation, maintenance and self-regeneration of effective education statistical information services. In addition to carrying out its own activities, WGES worked with other partners such as EFA and the Working Group on Books and Learning Materials to develop a module on book sector statistics. The Working Group has served both as a forum to promote contacts between initiatives involved in education and as a clearinghouse for cooperation, coordination and networking among agencies and other potential partners.

Major meetings in 1999

The WGES held two meetings in Harare in January 1999. The meetings, which involved 80 participants from 36 African countries and international agencies, were the first WGES meetings to boast such a large presence of African countries.

The first meeting was the NESIS (National Education Statistical Information Systems) regional meeting. It was focused on the NESIS program and on the structure and work plans of WGESA's two nodes for Eastern and Southern Africa and Western and Central Africa. The meeting identified capacity-building needs and the availability of resource persons and institutions and how they can be made available for regional capacity-building.

The second meeting was the WGES annual meeting. The main objective of this meeting was to report on progress made since 1997. Reports from participating countries revealed that significant developments have occurred. Progress is also evident in the Working Group's three components: the NESIS program, the forum activities and the support services.

Developing a module on book sector statistics

WGES and the Working Group on Books and Learning Materials joined forces for a Book Sector Information Workshop, organized by the Ministry of Education in Lusaka on April 28, 1999. The purpose of the workshop was to initiate the development of a pilot module on book sector statistics in Zambia. The module is expected to increase the transparency and cost effectiveness of the book sector; it will also, in the long term, provide an instrument for a better book tracking system.

Collaboration with EFA

During 1999, NESIS collaborated with the Education for All (EFA) Global Forum for the EFA 2000 end-of-decade assessment.

Sub-regional offices are now established

One of the outcomes of the WGES annual meeting in 1997 was the decision to set up an overall NESIS regional coordination center and two sub-regional coordinating offices: one for Eastern and Southern Africa (ESA) and another for Western and Central Africa (WCA). The regional center and the ESA office have been in Harare since 1998. In 1999, the coordinating office for WCA was established in Dakar.
The main role of NESIS has been to coordinate and assist countries in producing the core indicators measuring quantitative progress. NESIS also plays an important part in developing indicators for monitoring EFA goals in Africa.

The national EFA teams in sub-Saharan Africa were brought together to exchange experiences and draft national reports at sub-regional workshops in Zimbabwe and Côte d’Ivoire in June 1999. The teams met again in Harare in September to review the national reports and draft the African synthesis report. The outcomes of the EFA assessment at the national level were synthesized to provide input to the EFA-2000 Conference for Sub-Saharan Africa which was held in South Africa in December 1999.

**Publications and dissemination of information**

WGES produced a number of documents in 1999.
- **Education Finance and Expenditure, NESIS module**
- **NESIS Brochure**
- **Proceedings from WGES Annual meeting and NESIS Regional meeting 25-29 January 1999, Report**
- **EFA 2000 Assessment Reports with Statistical Indicators**
- **NESIS web presentation**

Continuous updates on WGES activities and publications are available on the NESIS website at the following address: [http://www.unesco.org/nesis](http://www.unesco.org/nesis).

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**Higher Education**

In 1999, the Working Group on Higher Education (WGHE) reflected on progress attained in African higher education over the past decade and reviewed its own efforts to support this process. WGHE produced three reports focusing on national experiences with tertiary education reform in Cameroon, Mozambique and South Africa. These reports were presented at the ADEA Biennial Meeting which took place in Johannesburg, December 5-9, 1999. At the same time, it conducted an external review of its program accomplishments in order to better define WGHE’s future mission and goals.

**Three case studies on experiences in tertiary education**

**Strategic planning in Mozambique**

Three case studies were commissioned and completed for the ADEA Biennial Meeting. The first study, entitled *Promoting Access, Quality and Capacity-Building in African Higher Education: The Strategic Planning Experience at the Eduardo Mondlane University*, reviews Mozambique’s 8-year experience with strategic planning at the Eduardo Mondlane University (UEM). The report analyzes the strategic institutional reforms carried out during the 1990s which were intended: (i) to expand access to higher education; (ii) to improve the quality of university teaching and research; and, (iii) to strengthen its capacities for institutional planning, program implementation, performance monitoring and output evaluation.

**Higher education reform in Cameroon**

The second study, *Reforming a National System of Higher Education*, analyzes Cameroon’s experience in carrying out a major reform of its higher education system during the 1990s. Key elements of the reform included creating six geographically dispersed universities to replace one large university (the University of Yaoundé), eliminating bursaries to students and requiring students to pay significant fees. Overall, the reform has succeeded in: (i) decongesting the University of Yaoundé and redistributing students to University Centers; (ii) stimulating the participation of stakeholders to fund the universities; (iii) offering more diverse educational opportunities for students; and (iv) re-ordering budgetary priorities. However, the reforms encountered stiff resistance on the part of students, particularly in the area of cost sharing. Moreover, reduced and irregular funding from the State has undercut efforts to increase staff quality and provide adequate infrastructure to serve the surging enrolments. Lessons learned from the experiences are summarized in the report.
A collaborative program between universities in East and Southern Africa

The third study, USHEPiA: Building a Research Capacity Network in Africa, documents a successful South-South capacity building network experience in the area of science, engineering and the humanities. The initiative, called University Science, Humanities and Engineering Partnerships in Africa (USHEPiA), was led by the University of Cape Town and involves a number of partner universities in East and Southern Africa. The program, which seeks to foster research capacity and collaboration amongst African researchers in order to build institutional and human capacity, has awarded 39 fellowships since 1995. The report reviews USHEPiA achievements, difficulties and key success factors.

**Promoting strategic planning and management**

In response to university reforms that are providing greater autonomy and management responsibility to university councils, WGHE is working to design a strategic planning capacity building program for university council members in Africa. The Working Group has linked up with the Center for Higher Education Transformation (CHET) in Johannesburg which has produced a booklet to assess its possible relevance for university council audiences outside of South Africa. Discussions have also been initiated with CHET regarding a possible orientation program for university council members based on CHET’s experience with training at South African universities.

**WGHE future mission and goals**

In 1999, two consultants were commissioned by WGHE to review its role and accomplishments in order to better define its future activities. The review included consultations with main African constituencies and most donor agencies, and a survey of 40 individual viewpoints regarding an appropriate future mission, structure and program for WGHE. The consultants’ draft report was discussed at a workshop hosted by the Netherlands Organization for International Cooperation in Higher Education (NUFFIC) in the Hague, Netherlands, on September 17, 1999. The final report was presented, and its recommendations discussed, at a regular WGHE meeting hosted by the National Universities Commission in Abuja, Nigeria on December 1-3, 1999.

At the Abuja meeting, Working Group members reached an agreement on WGHE’s mission, role, mandate and structure. In the future, it will function with two overlapping structures: a yearly Forum on issues of importance to tertiary education in Africa, which will be held in conjunction with the Association of African Universities and a Steering Committee comprised of permanent representatives of African tertiary institutions and donor agency representatives that will be responsible for planning WGHE’s annual activities. At the same time, a number of priority themes were selected from which WGHE’s future work program will be drawn. These themes are the following:

- Strengthening institutional management capacities;
- Potential contributions of new information and communication technologies to African higher education;
- Institutional linkages, partnerships and cooperative mechanisms;
- Higher education in relation to the sector-wide approach;
- Higher education and its role in society;
- Research and research capacity building;
- Diversification of higher education;
- Donor agencies dynamics and partnerships.

Immediately after the WGHE meeting in Abuja, the ADEA Biennial Meeting held in Johannesburg recommended that all ADEA Working Groups give attention to the consequences of HIV/AIDS for their respective areas of activity. In response, the impact and implications of HIV/AIDS for tertiary education development in Sub-Saharan Africa has been added to the above list of possible work program themes.

The first meeting of the WGHE Steering Committee will be held on June 24 at the University of Namibia. The next meeting of the WGHE Forum will take place in conjunction with the General Conference of the Association of African Universities which is scheduled to be held in Abidjan, Côte d’Ivoire in January 2001.

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**WGHE**
The Teaching Profession

The Francophone section

The francophone section of the Working Group on the Teaching Profession (WGTP/fs) seeks to develop regional expertise in managing and mobilizing teaching staff. The national teams, present in 13 French-speaking countries, are developing action plans to help them do just that. By end 1998, the national teams had identified several research themes tied to the action plans. The studies were begun in 1999 and will continue in 2000.

In September 1998, at their annual meeting, WGTP/fs national team leaders decided to refocus their efforts. Each national team received a go-ahead from the Minister to identify two study themes related to problems specific to each country. These included:

✓ Teacher dissatisfaction;
✓ Alternatives to traditional recruiting methods (volunteers, short-term contracts);
✓ The special problems of teachers in disadvantaged areas and the under-enrollment of girls;
✓ The redeployment of staff (school mapping, relations between the Ministries of Education, Finance and the Civil Service);
✓ The role of unions in the collective management of schools;
✓ Staff management with regard to employment, job descriptions and recruitment;
✓ Training and motivating of teaching staff;
✓ Teaching conditions in remote or disfavored areas;
✓ Salary policy and structural adjustment.

Through these studies, the Working Group expects: (i) to evaluate the impact of the various alternative methods of recruitment on the system’s effectiveness and to draw up proposals for rationalizing the process; (ii) to propose incentive measures to keep teachers in disfavored areas, and, perhaps, even manage to accelerate girls’ enrollment in rural areas; to suggest new approaches to reduce teacher dissatisfaction; (iii) to define the ways that unions might participate in school management; (iv) to reinforce the technical skills of managers by giving them operational tools better suited to administering employment, post evaluations and recruitment; and (v) to identify different approaches to training, leadership and motivation of teaching staff that might improve internal efficiency.

Workshops

During 1999, workshops were held in Cotonou, Lomé and Ouagadougou to discuss these issues, which were consolidated so that: (i) countries could agree on terms of references for the studies and actions planned in 1999-2000; and, (ii) countries could share their common concerns.

At the end of the workshops, each national team had defined its research topic, decided on its methodology and working methods, determined the group’s composition, and established a provisional schedule.

Furthermore, the Working Group launched a quarterly newsletter which will enable national teams to exchange experiences and publish the results of their research.

The annual meeting

The annual meeting of team leaders took place in Dakar October 26-29, 1999 and was attended by all thirteen member countries. Each country described the current state of their studies and actions, with very different results. Some countries encountered methodological, conceptual or financial difficulties, or problems stemming from socio-political conditions. Most countries will need to revise their work schedules to take account of an average 3 to 6-month delay in implementing activities.

Activities in 2000

The studies will be continued during 2000. WGTP/fs, in accordance with needs expressed by the ministries, will also continue to offer support in the form of missions concerning teacher training, management, support and motivation.

PIERRE FAUGÈRE

1. The 13 francophone countries involved in WGTP/fs activities are: Benin, Burkina Faso, Chad, Côte d’Ivoire, Djibouti, Gabon, Guinea, Madagascar, Mali, Mauritania, Niger, Senegal, and Togo.
2. The last expert mission concerned volunteer teachers and was carried out in Chad in December 1998.
The Anglophone section

Since its creation in 1989, the anglophone section of the Working Group on the Teaching Profession (WGTP/as) strives to improve the quality of basic education in sub-Saharan countries by helping to improve the teacher management and support systems and the teaching and learning environments. Highlights of WGTP/as activities for 1998-1999 include: new training and reference manuals; assistance for the professional development of school inspectors and headteachers; and, meetings to identify the region’s needs and review WGTP’s Teacher Management and Support (TMS) program.

Training and reference manuals

Publications put out by WGTP/as have had a significant impact, especially at the local level. Key publications produced in 1998 and 1999 are:

• Teacher Management and Support: Zanzibar Review and Recommendations, 1998;
• A Trainer’s Guide for Induction of Newly Appointed School Inspectors, 1998;
• A Self-Study Guide for Newly Appointed School Inspectors, 1998;
• A Trainers Guide for INSET of Serving School Inspectors, 1998;
• A Self-Study Guide for Serving School Inspectors, 1998;
• Progress Through Self-Evaluation: A Path to a Better School, 1998;
• Creating Professional Teaching Service, 1999;
• A Reference Manual for Teacher Managers.

The publications have filled a big gap in training and reference materials in the area of teacher and management support and have helped increase the volume of locally developed resource materials.

Assisting the professional development of school inspectors

School inspection training modules developed by WGTP/as have enabled ministries to take up the professional development of school inspectors. Local master trainers have undergone workshops qualifying them to lead country-level, cascading training activities. The published resources have also led to new, inter-country training assistance as African colleagues from Namibia, Zambia and Zimbabwe trained Gambian, Ghanaian, and Zanzibari inspectors. The initiative has proven to be cost-effective and has presented Ministries of Education with an alternative approach to training inspectors.

Meetings held and future directions

The Zanzibar Review held in February 1998 was an opportunity for the WGTP to review and to reflect on the TMS program. The previous meeting of this kind was held in 1995, in Accra, Ghana. Recommendations put forward at the meeting have given a new direction to the TMS program, while simultaneously emphasizing the need to secure present gains.

The SADC-TMS Meeting held in Maputo, Mozambique September 19-23, 1999 assessed progress made by the Southern African Development Community (SADC) region and by the individual Ministries of Education in implementing the school inspectors training program. The meeting noted with satisfaction that all participating countries had started training activities. It is now expected that training activities will be increased, intensified and expanded.

The subsequent regional TMS seminar for Teaching Service Commissions in Africa held in Nairobi, Kenya, September 27-30, 1999 served as a forum for sharing professional experiences and identifying collective problems. The seminar was attended by leaders of Teaching Service Commissions from Botswana, Kenya, Lesotho, Malawi, Namibia, Tanzania (mainland), Uganda, Zanzibar and Zimbabwe and by selected leaders of teacher organizations from Ghana, Kenya, Malawi, Tanzania, and Zimbabwe. One recommendation that came out of the seminar was that WGTP should facilitate a comprehensive study of the proposal to create National Teaching Councils in participating countries. The WGTP was also urged to undertake a comparative study of teachers’ codes of regulations, codes of ethics, and codes of conduct across the participating countries.

Increased cooperation between the two divisions of WGTP (Anglophone and Francophone) also took place in 1999. Three members of the Francophone WGTP (Paul Dogo-Bibi from Côte D’Ivoire, Alamah Conde from Guinea and Pierre Faugère from France) attended the SADC-TMS review meeting in Maputo, in September 1999.

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Early Childhood Development

The Working Group on Early Childhood Development (WGEC) is one of the most recent ADEA Working Groups. In 1999, WGEC redefined its mandate and principles. Country case studies will be launched in 2000.

Early childhood development (ECD) is now recognized as a pre-condition that will ensure that children in Africa will fully benefit from their right to basic education. However, to date, ECD has received low priority in government policies. ECD initiatives are limited and unevenly distributed and there are wide differences in quality. Yet in many African countries international agencies are successfully supporting innovative community-based initiatives geared to the poor, the unreached and children at risk. Currently much work is being done by agencies to document these early childhood experiences and draw lessons for further work. The international conference on ECD in Kampala (September 1999) confirmed that a great deal of valuable grassroots-experience in the practice of ECD exists in Africa. The same conference indicated that it is necessary to rethink the role of the State in relation to ECD practice and that the area of ECD policy development is under-researched.

It is against this background that the WGEC identified its niche in the ECD field. In order to avoid duplication of what is already being done in the context of other fora, WGEC has decided to focus on needs at policy level without losing sight of practice on the ground.

WGEC’s mandate

The WGEC has had a slow start, but is beginning to accelerate. In March 1999 a consultative meeting was organized in the Hague, Netherlands to discuss the future of the Working Group. During the meeting representatives from African ministries, donor agencies and the major ECD networks in Africa discussed the future direction of WGEC and redefined its mandate. It was decided that WGEC will help ensure that provisions for quality, accessible and affordable ECD are in place in order for all children to have equal initial chances to complete basic education and to develop their capacities. In order to reach this goal, WGEC will: (i) support the development and implementation of comprehensive and intersectoral ECD-policies which are linked to national goals for poverty alleviation, equitable development and education for all at national level; (ii) inform policies (of countries as well as of international agencies and other donors) on ECD-practice and research; (iii) promote the creation of partnerships at all levels among relevant ministries and departments as well as between the government, agencies, local communities and other stakeholders.

Underlying principles

At the meeting in the Hague, participants also articulated a set of principles which underpin ECD action and policy and which recognize the holistic nature of early child development. These principles, based on the current thinking on child development and the rich experience with ECD in different parts of the world, are:

➢ all dimensions of child development are interdependent and equally important;
➢ the critical stage of ECD begins before birth and continues in the early years of schooling;
➢ ECD action requires an integrated and participatory approach based on the developmental needs of young children, targeting children and their caregivers;
➢ ECD respects the cultural ideas and practices of childbearing;
➢ involvement of communities is crucial for the quality of ECD: parents, communities, community-based organizations, NGOs and private organizations have an important role to play in the provision and policy development of ECD;
➢ in order to ensure the development, quality improvement and sustainability of ECD provisions, it is necessary to have comprehensive, national ECD-policies in place, which facilitate, encourage and support private and local initiatives;
➢ such policies are to be rooted in and relevant to the African realities.

These principles will guide future WGEC work. Work will start with the implementation of country case studies focusing on the process of developing a national comprehensive and intersectoral ECD policy. A workshop is planned in March 2000 for country teams that will be involved in the first round of policy studies. It is expected that the findings from these studies will provide inputs for the forthcoming international conference on ECD in Senegal. The outcomes from these studies will also guide WGEC’s work program in the areas of advocacy, capacity building and policy studies.

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Education Sector Analysis

The global objectives of the Working Group on Education Sector Analysis (WGESA) are to strengthen national policy-making processes and to enhance the relevance of national education policies and development cooperation programs through improved quality, use and accessibility of education sector analysis. During 1999, WGESA furthered the implementation of its advocacy, analytical and capacity development strategies concerning education sector analysis.

Increasing visibility and advocacy

In 1999, WGESA placed particular emphasis on increasing the visibility of the Working Group. A news poster, which appears in January, May and October, was launched in English (WGESA News) and in French (GTASE Infos). Furthermore, a website was created to make information about the working group, its initiatives, its activities and its publications more easily and widely accessible.

Advocacy continued to be an important part of the working group’s activities in 1999. This mostly involved a series of seminars. A sensitization seminar on education sector analysis was organized with the Ministry of Education in Mozambique and held in Maputo in January 1999. A comparative seminar on national reviews of education sector studies also took place in Johannesburg in December 1999.

Analytic work and capacity building

During 1999, WGESA combined analytic and capacity building work as it continued to facilitate and provide technical assistance to national reviews of education sector analysis. This work entailed the following achievements:

- Publication of a Study on the Coordination of Analytical Work on the Education Sector in Ethiopia, Studies of Education in Ethiopia 1994-1997 (English and French). The study was conducted within the framework of the European Union Horizon 2000 Initiative. WGESA provided technical assistance and was responsible for the publication of the results.
- Publication of a Pilot Study on National Reviews of Education Sector Analysis in Zimbabwe, Review of Education Sector Analysis in Zimbabwe 1990-1996 (English and French). This was the first review initiated and facilitated by WGESA. It provided valuable lessons for the Working Group and lessons for future reviews.
- Completion of national reviews of education sector analysis in Ghana and Burkina Faso. Two publications related to these reviews will be published in the first half of 2000.
- Launching of a national review of education sector analysis in Lesotho.
- Launching of a national review of education sector analysis in Mozambique. The review is intended to help support the implementation of Mozambique’s Education Sector Strategic Plan. It is expected that the review will be completed in mid-2000.

Exploring practices between agencies and governments

In the context of the ADEA Biennial Meeting, the Working Group prepared a study on partnerships between Ministries of Education and international funding and technical assistance agencies in Burkina Faso, Ghana and Mozambique. The study was aimed at establishing whether new practices have emerged in the interactions between international agencies and national governments concerning the formulation and implementation of education sector development programs.

Provisional findings of the study were presented at several meetings, including the ADEA Biennial meeting in Johannesburg in December 1999.

Publications

Two major studies on work carried out in Ethiopia and Zimbabwe were produced in 1999 [See above].

In addition, previous analytical work, which was originally presented by WGESA at the ADEA Biennial meeting in Dakar in 1997, was published in the International Journal of Educational Development Vol. 19, No. 4-5, 1999.
In 1999, the WGNFE made a number of important achievements in its quest to promote and strengthen nonformal education (NFE) in Africa. It widened the range of African countries involved in its work by initiating activities in Southern and Eastern Africa. In the process, it broadened the range of issues addressed and its portfolio of projects and programs. It continued to stimulate the formation of National Working Groups. State-of-the-art studies and surveys were initiated in order to improve the understanding of the strengths, weaknesses and potential of nonformal education in African countries. Finally, new forms of collaboration were sought at the national level as the WGNFE linked up with donor agencies and international NGOs that are already active in various countries.

**Reaching out to Eastern and Southern Africa**

In 1999, WGNFE expanded its activities to Eastern and Southern Africa. Previously, activities were confined to West Africa, the Sahelian countries in particular, where many agencies have traditionally supported NFE projects. In West Africa, the focus to date has been largely on adult literacy and community development programs. The decision to extend WGNFE activities to Eastern and Southern Africa has brought in new concerns such as education for nomadic populations, street children, HIV/AIDS orphans, and other vulnerable groups.

**National Working Groups are formed**

WGNFE considers that the formation of National Working Groups (NWGs) is necessary to bring a sense of structure and cohesion to the highly fragmented field of nonformal education. NWGs have the potential to serve as nodal points through which internal stakeholders can exchange information and experiences. They also provide a platform for stakeholders to meet and develop a unified voice on NFE issues. Furthermore, they constitute a channel through which external agencies can negotiate with stakeholders and provide financial and technical support to NFE activities.

In 1999, a National Working Group was set up in Zambia. Subsequently, it organized a national symposium to review the state of NFE in Zambia and to broaden the membership of the group by involving stakeholders from across the country.

In Kenya, WGNFE is involved in a major initiative for the development of nonformal education with the Ministry of Education, UNICEF, CIDA and other agencies. As part of this initiative, WGNFE is supporting the setting up of a database on actors and activities in NFE. It is also supporting a national forum on NFE organized by the Ministry of Education and the Department of Adult Education. Plans for a National Working Group to be formed at this forum are being finalized.

**Studies and surveys**

Several studies were initiated in 1999: (i) a state-of-the-art study of non-formal education in Ethiopia; (ii) a broad study on the impact of NFE in Burkina Faso; and, (iii) a study on community schools in Zambia in collaboration with UNICEF and the Royal Netherlands Embassy in Lusaka.

Furthermore, the results of an earlier study (known as the “Padlos” study) on the use of NFE to empower communities were discussed with the countries that had participated in the study and disseminated to a number of other countries. The dissemination exercise was designed to promote local ownership of the Padlos study and the use of its findings.

**Major meetings**

A workshop for countries of Eastern and Southern Africa was organized in Botswana in collaboration with Education Development at the University of Reading (UK), the Royal Netherlands Embassy in Pretoria and Education Research Network for East and Southern Africa.

("Education Sector Analysis in Africa: Limited national control and even less national ownership", by Joel Samoff).
involving the state and civil society. This initiative coming from three Sahelian countries (Burkina Faso, Mali and Senegal) to create a Foundation for NFE, Ministers (Burkina Faso, Mali and Mauritania, Benin, Central African Republic, Congo, Côte d’Ivoire and Guinea), with support from CIDA and IDRC.

Moving the locus of activities towards Africa

WGNFE initiated discussions to move the locus of activities and the coordination of the Working Group towards Africa. It entered into negotiations with the Pan-African Organization for Sustainable Development (POSDEV). This umbrella NGO is headquartered in Ghana and has member NGOs in a number of African countries. The negotiations resulted in a “mentoring agreement” through which WGNFE would progressively involve POSDEV in: (i) facilitating and monitoring NWG initiatives and activities in the region; and, (ii) coordinating WGNFE activities.

It is envisaged that POSDEV will be one of several nodal points through which WGNFE will shift its center of gravity progressively into Africa. It was also decided to make greater use of regional bodies like the Education Research Network for Eastern and Southern Africa (ERNESA) and the Education Research Network for West and Central Africa (ERNWACA) for conceptual work and strategy setting, as well as for research related to NFE in the region.

Bridging the gap between NFE and formal education

There has been an important paradigm shift in the discourse on non-formal education with the debate that has been opened up on bridging the gap between nonformal and formal education. NFE has the potential to serve as a major complementary force to formal education, by providing learning opportunities to meet the diversified needs of different population groups and to address a wide range of learning needs and skills training related to development.

The new challenge for NFE, therefore, becomes one of how to bridge the gap between NFE and formal education in order to: (i) create an integrated and holistic system which offers a diversity of provisions; and, (ii) develop quality basic education for all in Africa.

Other initiatives

WGNFE supported an initiative to promote NFE policy and build capacity in the West African sub-region. Working in collaboration with the University of Ouagadougou (Burkina Faso), the University of Louvain (Belgium) and UNESCO, the group played a key role in setting up a Chair in Burkina Faso for the training of NFE and Adult Educators in West Africa. It is envisaged that the training will involve the use of flexible, on-the-job strategies, in health, education, literacy, social studies, agriculture, etc.

The Working Group also supported an initiative coming from three Sahelian Ministers (Burkina Faso, Mali and Senegal) to create a Foundation for NFE, involving the state and civil society. This foundation is now being extended to other countries in the region (Chad, Niger Development need, rather than to provide alternative education. Other NFE providers have an interest in formal schooling to the extent that they focus on providing alternative learning spaces and opportunities for population groups that are excluded from the formal school. They may also be interested in addressing subject matters that fall outside the normal school curriculum, but that are important for specific population groups. Thus NFE has the potential to serve as a major complementary force to formal education, by providing learning opportunities to meet the diversified needs of different population groups and to address a wide range of learning needs and skills training related to development.

The new challenge for NFE, therefore, becomes one of how to bridge the gap between NFE and formal education in order to: (i) create an integrated and holistic system which offers a diversity of provisions; and, (ii) develop quality basic education for all in Africa.

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Report on ADEA’s 1999 Biennial Meeting
(Johannesburg, South Africa, December 5-9, 1999)

Africa’s education systems aren’t just full of problems and failures. There are also valuable experiences worth learning from and sharing. Since 1998, ADEA has initiated an ongoing process engaging Ministries of Education across Africa to look back, assess and analyze what has worked in their countries. The Biennial Meeting was the culminating event of more than a year of work conducted by country teams and ADEA Working groups. The meeting presented a rich stock of experiences that will help countries build on past and present accomplishments.

Every two years, ADEA holds a major meeting gathering all ministers of education of sub-Saharan Africa, senior representatives of development agencies and education researchers and professionals. The Biennial meetings are an opportunity for African Ministers of Education and their development partners to meet and share information in a professional and informal atmosphere. Each meeting focuses on a theme related to educational policy.

**Focusing on what works...**

This year the theme was *What Works and What’s New in Education: Africa Speaks!* The meeting was held in Johannesburg, December 5-9, 1999, in coordination with the EFA-2000 Sub-Saharan Africa Conference. The opening session was held jointly with the EFA meeting and was addressed by President Thabo Mbeki of South Africa. The ADEA Biennale brought to the fore interventions (projects, innovations, programs, policies, etc.), coming from within Africa, that have provided solutions to three major challenges facing education in Africa: access, quality and capacity development. For this, an ambitious exercise—called the “ADEA Prospective Stock-Taking Review of Education in Sub-Saharan Africa”—was launched in 1998. Ministries of Education of all countries in sub-Saharan Africa were invited to identify educational experiences they considered to have had successful outcomes. Country teams then proceeded to document these experiences and to draft reports. This resulted in a rich stock of case studies coming from 25 countries and 5 Working Groups.

In Johannesburg, the case studies were discussed in a series of panels where the country team-leaders played a central role. The studies covered a wide range of topics such as (to name but a few): access to basic education for nomadic communities in Nigeria; cost-effective science teaching in secondary schools in Zimbabwe; addressing the problem of the shortage of trained teachers in Botswana; improving access through greater involvement of communities in the running and management of schools in Madagascar; the professional and career management of newly-recruited “auxiliary” teachers in Senegal; educational management information systems in Namibia and Côte d’Ivoire; and community schools in Mali, Burkina Faso, Burundi, Madagascar, Senegal, and other countries.

**... and why**

A synthesis document, summarizing and drawing on the lessons learned from the country and Working Group reports, was distributed to participants at the meeting. In addition to providing an overview of the case studies, the document highlights trends, critical factors and strategies that facilitate the development of education in the region. Here are some examples:

- Experiences from South Africa, Zimbabwe, Namibia and Uganda demonstrate that democratization and the concern for equality have been powerful catalysts for the development of education.
- The cases of Botswana, Liberia, Namibia and Uganda show that political vision, conviction and commitment have moved these countries forward, enabling them to achieve significant progress even within contexts of limited resources and capacities.
- Community participation in Burundi, Burkina Faso, Madagascar, Mali and other countries have been effective in providing more education to more children.
- Studies focusing on community partnerships also demonstrate that sensitivity and responsiveness to real and felt needs of the people are crucial. Communities demand education for its promise to increase skills and alleviate poverty.
- Reports from Mali, Madagascar and other countries demonstrate the importance of the readiness of governments to make room for alternative providers of education including communities.
- Information and analysis-based policy and programming—which supported initiatives in Benin, Madagascar, Mali, Namibia, Niger, Nigeria, South Africa, Uganda and Zimbabwe—improves the initiatives’ chances of success.
- Consultative and inclusive policy development and programming have been critical to the success of initiatives in Burkina Faso, Côte d’Ivoire, Gambia, Guinea, Madagascar, Mali, Nigeria, Senegal, Uganda and Zanzibar.

**What next: further analysis and exploring initiatives addressing AIDS**

The “Prospective Stock-Taking Study” is not simply aimed at collecting case studies of successful experiences. The long-term objective is to set into motion a process whereby educators and policy-makers learn from, and make practical use of, experience and develop a “culture” of finding solutions and policy responses from within the African context. This constructive approach was much appreciated by Ministers and other participants in Johannesburg. President Thabo Mbeki said as much in his opening address when he pointed out that that “focusing on successful African experiences in our education systems is a necessary contribution to African development”. He urged leaders to
reform their education systems to reflect the needs of the region and to liberate the mind of the learners by building “mental universes of their own, for Africa’s progress and prosperity”.

It was felt that many of the case studies could benefit from more empirical evidence and deeper analysis in support of the claimed successes. For instance, few case studies provided sufficient empirical evidence of improvement of education outcomes as a result of the interventions. Many case studies lacked information on the costs and financing of the interventions. This reveals the weakness of financial analysis which still needs to make its way into the “culture” of Ministries of Education across Africa. These comments were reaffirmed by the Caucus of African Ministers of Education that met during the Biennial Meeting.

It was suggested that additional experiences tackling problems of HIV/AIDS be investigated. While HIV/AIDS is undermining progress made in education in the last decade in many countries, none of the case studies described initiatives related to the disease. Ministers of Education in Johannesburg requested that such initiatives be brought to light.

Work on the “ADEA Prospective, Stock-Taking Review” will continue. Countries which did not participate in the exercise have been invited to share their national experiences. Countries that have already contributed case studies have been asked to improve their studies based on the comments made in Johannesburg. As the studies are finalized, ADEA will make them available on its Web Site (www.adeanet.org). The synthesis report which was distributed in Johannesburg is available on-line and will be periodically updated as work progresses.

In Memoriam: Modesta Agita Omona and Joseph Francis Carasco

Two long-standing friends of ADEA perished in the Kenya Airways Flight 431, which crashed upon take off in Abidjan on January 30, 2000. Ms. Omona and Dr. Carasco were working on the evaluation of the ADEA Working Groups at the time of the crash. They were returning to Uganda from Dakar, where they attended a workshop for the design of the country case study part of the evaluation. Both were known for their tireless efforts on behalf of education. Their energy, dedication and contributions to education in Africa will ensure that they are not forgotten.

Modesta Agita Omona

Modesta Omona was born to a family of poor farmers in Uganda in 1962. She studied at Makerere University in Kampala, where she graduated with honors, obtaining her Bachelor of Arts in Education in 1987. She was married to Julius Omona in 1988, while teaching history and Christianity in a local high school. In 1992, she returned to Makerere for a Master’s degree in Comparative Education.

Modesta had a brilliant career at the Institute of Teacher Education, Kyambogo (ITEK), distinguishing herself not only as an effective academic and researcher, but also as a leader who took initiative and inspired others. In addition to her teaching duties, she designed a new curriculum for the Foundations of Education major; developed teaching materials for ITEK’s distance diploma in primary education and supervised student research projects. She was named as external examiner for Makerere University School of Education and the Uganda Institute of Data Processing and since 1995 she had served as a key member of the Uganda Improving Education Quality (IEQW) Project research team. In the last two years she successfully helped to organize grass-roots participation in an education project in a community that was not her own. Recently, she had been appointed as core leader for the four-year project called “The Vision,” funded by the Netherlands and intended to improve quality in teacher education at ITEK, National Teachers’ Colleges (NTCs) and the Primary Teachers’ Colleges (PTCs). Her disappearance was announced the same day that the project got formally underway. Ever the believer in lifelong learning, she was preparing to enroll for her Ph.D. at the time of her death.

Modesta Agita Omona is survived by her husband and five children.

Joseph Francis Carasco

Joseph Francis Carasco experienced upheaval very early in life. Only a year after completing a B.Sc. with honors in biochemistry and botany at Makerere University in 1971, he and his family were forced to flee the country. Joseph went to England where he obtained an MSc from the University of Birmingham and, in 1976, a Ph.D. in biochemistry from Durham University. He returned to East Africa as a lecturer at the University of Dar es Salaam, Tanzania in 1976. In 1979, he was appointed visiting professor at the Federal University of Ceara in Fortaleza, Brazil. In 1983, with President Amin finally removed from power, he was able to return to Uganda and to play an important role in rehabilitating the Department of Biochemistry at Makerere, which he headed until 1995.

Joseph Carasco was endowed with great energy that gave him stature in both academic and civic enterprises. At various times he served as chairman of the Uganda Public Libraries Board, Executive Director of the Uganda Center for Basic Research, Chairman of the Makerere University Academic Staff Association and Board Member of the Straight Talk Foundation, which was set up to offer guidance and information to teenagers and young adults. Other accomplishments included “A study of Undergraduate Science Students at Makerere University” completed in 1992; a column on educational issues in Uganda’s national daily The New Vision; research on basic education for the Uganda Ministry of Education and UNICEF; and participation in three projects on Improving Education Quality (IEQ) carried out between 1996 and 1999. He co-authored the Uganda case study that was presented at ADEA’s 1999 Biennial Meeting.

Although his family was scattered abroad, Joseph Francis Carasco turned down many lucrative invitations in order to return to Uganda. He accepted the humble pay of a university academic while working to improve the lot of his countrymen through improvements in basic education. He will be greatly missed.

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# ADEA Activities

## ADEA Steering Committee
- Meeting of the ADEA Steering Committee. April 29-30, Dakar, Senegal.

## ADEA/World Bank COMED Program

## Working Group on the Teaching Profession, Anglophone Section (WGTP/as)

## Working Group on the Teaching Profession, Francophone Section (WGTP/fs)

## Working Group on Books and Learning Materials (WGBLM)

## Working Group on Distance Education/ Open Learning (WGDE/OL)

## Working Group on Education Sector Analysis (WGES)

## Working Group on Finance and Education (WGFE)

## Other Activities
- ADEA/World Bank COMED National Workshop Abidjan, Côte d’Ivoire (Dates to be determined)

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