availability of relevant information is a *sine qua non* of informed decision-making and public discourse, and the development of information systems is an essential part of the transformation of rigid bureaucracies into responsive learning organizations capable of solving the critical developmental issues in sub-Saharan Africa. Likewise, the integration of statistical services into the management systems and the professionalization of statisticians are prerequisites for improving decision-making.

The many potential resource people in information management in Africa have been scattered, unrecognized, isolated, and under-employed in various agencies, ministries, universities, technical colleges, and other institutions. Ministries of education could have a commanding position over the largest pool of information in the countries and the region. Yet those working with education statistics in Africa have long been isolated and demoralized by general neglect and low status and salary.

To harness their potential contribution, ADEA’s Working Group on Education Statistics is becoming a structured network of education information managers and statisticians throughout sub-Saharan Africa. Capitalizing on ADEA’s “structured informality” and “best management practices,” WGES’ National Education Statistical Information System (NESIS) program promotes collaboration and resource sharing among ministries and funding and technical agencies.

**Professional development and collegial sharing**

NESIS has been developing technical modules for capacity building. However, more valuable as outputs than the modules, which must be continuously updated, are the motivated, trained, and experienced professionals who carry on the module-development process. Diagnosis, prototype development, pilot testing, implementation, and application are not simply a series of technical tasks but a process of enhancing the participants’ knowledge, skills and systems understanding.

Guided by a strong sense of mission, the NESIS corporate culture puts a premium on its members’ role as modernizing reformers responding to urgent demand for information to address the acute developmental issues facing their countries.

NESIS focused first on managing “self-regenerative” knowledge, creativity, innovation, and the development of best practices in organization, methods, tools and services. As Quinn and his co-authors observe in “Managing Professional Intellectual: Making the Most of the Best,” and as the NESIS teams have demonstrated, “highly motivated and creative groups often outperform groups with greater physical or financial resources…. Organizations that nurture care-why [self-motivated creativity] in their people can simultaneously thrive in the face of today’s rapid changes and renew their cognitive knowledge, advanced skills, and systems understanding in order to compete in the next wave of advances.”

**The NESIS development cycle**

The phases of the NESIS development follow a cyclic pattern.

1. Following the diagnosis of the national statistical information system, countries that demonstrate policy-level commitment by designating a high-level advisory council and information-management experts are selected for pilot projects.
2. Within the country, the NESIS team helps organize the experts into problem-solving teams. They work under contract, within a given time and budget, requiring fast learning by solving real problems. The teams are introduced to a culture that emphasizes mentoring, professional standards, and strong incentives to understand, systematize, and advance the development objectives.
3. National teams are brought together for periodic regional peer reviews, sharing of experiences, and demonstrations of success, which not only disseminate valuable knowledge but also stimulate competitive spirit through objective praise and criticism that nurture meritocracy, objectivity and performance appraisal. Out of these intensive interactions among colleagues, outstanding individuals gain special recognition and respect by peers and emerge in leadership positions in the regional groupings.

4. These regionally recognized professionals become spokespersons, advisors, and leaders in peer reviews, conferences, and training workshops. They are often requested to assist in other member countries and invited to participate in collaborative projects and mutual assistance programs.

5. Each country team goes through phases of WGES membership, starting out as an associated member (participating in WGES activities), progressing to full membership (hosting pilot or test projects), and graduating (successfully completing full implementation). The graduates of this process gain admission into the WGES Steering Committee and constitute the professional core that guides and participates in mutual assistance and provision of training opportunities in the region.

This cycle is now in its third generation, as the membership has expanded from the original five to 47 countries. The first generation of five pilot country teams assisted the second-generation of ten countries. As for the first-generation graduates, some have become professional systems analysts in an upgraded EMIS department. Others have become policy advisors in their ministries, and one is dean of the Faculty of Information Sciences in his university. Some were snatched up by agencies, but the NESIS development cycle continues to produce new generations.

**Managing the professional network**

Once self-managing teams had been developed in pilot countries, the NESIS program began building a region-wide network in which sub-regional groups can set their own development priorities and task-oriented teams can work together and re-configure as new challenges arise. Opportunities for frequent information exchanges and face-to-face interactions are essential for sustaining a viable network of collaboration among experts, institutions and agencies. To develop the network and provide supporting services, two sub-regional nodes have been established, the East and Southern Africa region support-unit in Harare, in 1998, and the West and Central Africa region unit in Dakar, in 1999.

The network is organized in the way information specialists work together best—not in a hierarchical structure but in a self-organizing configuration. It relies upon the specialists to form task-oriented teams that exceed the capabilities of any one specialist. Just as self-organizing capacity is vested in national advisory councils and technical teams, the sub-regional groupings are guided by advisory groups and the NESIS graduates, who are not only technically competent but also skilled at organizing task-oriented workgroups.

Thus, the NESIS program has contributed significantly to the development of a professional community of information management specialists in sub-Saharan Africa. The concrete impact these professionals are having was manifested in the active participation of virtually all 47 sub-Saharan African countries in the EFA 2000 assessment [see article on page 8] and in the efficient information systems developed by several countries [See articles on Burkina Faso, Zimbabwe and Zambia on pages 5, 3, and 11].

---

**CONTENTS**

**Focus: Education Statistics**

Developing a Professional Community of information Managers and Statisticians ........................................... 1

**Country Experiences**

Zimbabwe: Country-led Information Systems Development .......................................................... 3

Burkina Faso: Improving Data collection and Management ............................................................. 5

Zambia: Setting up a System to Track Books .................................................................................... 11

The ADEA Working Group on Education Statistics ................................................................. 7

EFA 2000 Assessment: Progress Made in Basic Education since 1990 ........................................ 8

**Ongoing programs and activities**

Intra-African Exchanges: Initiatives in Namibia, Guinea and Zimbabwe ........................................ 12
Benin MPs Mobilize for Education .................................................................................................. 13
HIV/AIDS: What the Working Groups are Doing ........................................................................ 15
OAU Decade of Education: Priorities for West Africa ................................................................. 14
Calendar ........................................................................................................................................ 16

---

KO-CHIH TUNG
COORDINATOR
ADEA WORKING GROUP ON EDUCATION STATISTICS


3. See articles in this issue on the pilot projects conducted in Zambia (p.11) and in Burkina Faso (p. 5).
Zimbabwe has scored a series of successes in developing a policy-responsive information system in the Ministry of Education. It began by building capacity at the central and provincial levels and is now working at the district level. In the process, it has improved data collection and processing capacity, enhanced staffs’ skills and knowledge base, institutionalized the Education Management Information System (EMIS), and improved communication in a decentralized environment. The beneficiaries of these efforts are the planning, monitoring, and management functions at the various levels of the education system. Key members of the team involved in developing the EMIS were asked to tell us about their system, its starting point, its current status and the critical factors of success in building and sustaining the system.

**The starting point**

The massive expansion of the education system in the post-Independence era was accompanied by an increased demand for teachers, instructional materials, infrastructure, financial support, and other resources. It also created a pressing need for a system capable of producing accurate and timely information for decision-making. In 1985, with the support of USAID, the Ministry developed and implemented a mini computer-based Education Management Information System (EMIS).

Typical of externally driven projects, however, the system was fraught with operational and management problems. The Ministry did not have the capacity to support and maintain the system, so was dependent on the vendor. Hardware and software lacked the flexibility and compatibility needed to share data across heterogeneous platforms and systems. Yet because the software was proprietary, Ministry staff could not modify it in response to organizational changes. Moreover, the system relied on an outdated schools database that could only generate fixed aggregate summary reports and tables. The annual schools survey, used to generate data, fell short of providing information that users needed. Data were not policy-anchored or relevant so were of little use to decision-makers. They were not disaggregated by gender, urban/rural dichotomy, or other such analytic variables.

**Enlisting the participation of key actors**

Following NESIS’s Diagnostic Survey in 1993, Zimbabwe agreed to participate in a pilot project on Education Development Indicators (EDI). Funded by UNICEF within the framework of the NESIS program of the ADEA Working Group on Education Statistics, the EDI generic module was a tool designed to produce education statistics on a set of core development indicators.

To operationalize the module in Zimbabwe, the Ministry formed various committees. At the policy and decision-making level, the National Steering Committee comprised members from the Ministry of Education, Sport and Culture (MOESC), the Ministry of Higher Education and Technology, the University of Zimbabwe, and the Central Statistical Office. The NESIS Team was made up of members from MOESC’s operational divisions. A technical committee was derived from the latter, serving the NESIS module phases: schools records management, the Annual Schools Survey, database development for education indicators (EDI). Two officers in the ministry’s information department were trained in the use of the application development program. They helped develop each of the module phases.
The EDI pilot project

Following the development of the EDI module in 1994, the NESIS team tested the prototype in the Midlands region, chosen because it represents the country’s entire education system. The region has eight districts, with both urban and rural settings; the latter are further subdivided into communal, resettlement, commercial farming and mining settlements.

The initial data set of the module focused on five aspects of the education system:
- Access (gross and net intake ratios for first graders);
- Participation (gross, net, and age-specific enrolment ratios for primary education);
- Internal efficiency (dropout, promotion, and repetition rates);
- Human resources (trained and untrained teachers and teacher qualification levels);
- Quality (pupil-classroom, pupil-teacher, and pupil-trained teacher ratios).

Later the module was expanded, and the data sets were disaggregated by location, gender, districts, and other variables pertinent to the needs of users. The pilot run proved successful in terms of coverage, quality, and relevance of the data, and the results, published in the Midlands Report, highlighted the shortcomings of the former information system.

The benefits of Zimbabwe’s new information system

The NESIS program has benefited Zimbabwe in many ways:
- **Improved data collection**: The Annual Schools Survey questionnaire now covers the broad spectrum of the education system and incorporates Education for All (EFA) core performance indicators. The data and information gleaned from the survey is reliable, complete, user-related and policy-anchored. School heads know how to fill in the questionnaire, so the quality of data has improved.
- **Improved processing capacity**: The new Wide Area Network-based EMIS is composed of Local Area Networks at headquarters and the regional offices. The system cascades down to the Ministry’s fifty-nine districts. Data sharing and network connectivity between district offices, regional offices, and headquarters is facilitated through dial-up network services and remote access services. The Ministry is now setting up the district offices’ systems so that data can be captured and analyzed at that level. This network enhances the accessibility of education data.

- **Enhanced skills and knowledge base**: The nationwide training of EMIS staff imparted skills and knowledge in systems support and administration, database administration, data processing, interpretation, and analysis. Users at the lowest administrative levels have direct access to information that helps them allocate resources, plan, monitor, evaluate—in other words, manage—the education system.

- **Institutionalized EMIS**: The EMIS unit that was previously under the Policy Planning section has graduated into a full-fledged section. Though the regional and district levels are still operating from within the inherited structure, thereby stifling professional and innovative growth of personnel at these centres, the Ministry is making an effort to create EMIS units at each administrative level.

- **Generic EDI application module**: The Zimbabwe experience served as a basis for developing a NESIS module containing good-practices guidelines, a training handbook in designing and programming the EDI database, and a case study of the Midlands. This module has been used throughout Africa in training and preparation for both the EFA mid-decade and end-of-decade assessment. It has been the model for the development of the indicators template for the global EFA2000 Assessment. It is available on the NESIS website at http://www.unesco.org/nesis.

Why the program has been successful

There are several reasons underlying Zimbabwe’s success in building a useful and responsive EMIS. First, the system was developed using a participatory and user-driven approach. This guaranteed acceptance and ownership by the user communities within the Ministry. Through various committees and forums, participants developed a shared commitment and common way of planning future events. The participatory approach aided in fostering cultural changes in the Ministry and shifts in attitudes toward the new technology. It tapped the creativity of senior management, gaining their enthusiasm, ownership and commitment. The involvement of senior management also served to guarantee the provision of the requisite resources and infrastructure.

Second, the formal and informal training was pivotal to the success of the program. The knowledge and skills imparted to the technical team served as a driving force behind the Ministry’s endeavours for self-sustainability. The statistics unit was transformed into a policy-supporting EMIS section and its staff into multidisciplinary systems development professionals.

What remains to be done

There is an urgent need to incorporate education statistics in the mainstream curriculum and operations of the Ministry. This could be achieved by producing the requisite instructional materials and training programs. Also, because human, financial, and other resources are scarce in sub-Saharan Africa, there is a need to create centers of excellence on the various aspects of education statistics. These centres would impart knowledge and skills to Ministry staff throughout the sub-region. Finally, better coordination between the sub-region and the donor community is vital for the continued success and implementation of programs of this nature.

**Evans Chitando**  
Head of Statistics  
**Simplusio Rwezulva**  
Systems Developer  
**Honest Mzungu**  
Systems Analyst  
Division of Information and Statistics,  
Ministry of Education, Sport and Culture,  
Zimbabwe
In 1997 Burkina Faso introduced a new administrative landscape. As a result the country faced a need for different statistical requirements, which led it to rethink the whole process of gathering educational statistics. The undertaking was supported by the Working Group on Education Statistics.

A preliminary study identified the information needs

The first task was to make an inventory of statistical needs in the different units of the Ministry of Basic Education and Literacy and its different development partners, whether NGOs or international organizations. Different sources of statistical information were also identified so that data gathering could be rationalized and duplication avoided.

Refining the new means of collection

The results of the study were incorporated into a new and very thorough questionnaire. The headings were designed to make them easier to fill out, to computerize answers, and to consult. Response categories were presented as “boxes to tick.” Both headings and individual items were ordered in a logical sequence. Some new headings were also introduced. These touched on the socio-economic environment of the school, its recruiting pool, the socio-professional background of the parents, and financial resources. A special effort was made to distinguish between different groupings of students: single grade, mixed-grade or double sessions. To do so, the concept of a “pedagogical group” was introduced in reference to a group of students at the same grade level, pursuing the same studies, taught by the same teacher, in the same class, at the same time. The survey also asked for information about classroom facilities so that teaching conditions could be accurately assessed.

A national effort to collect annual data

The reliability of educational statistics depends first and foremost on the quality of the basic information. Thus a special effort was made to train all school directors and to make them aware of the new data-gathering methods. A three-stage campaign was organized:

• First, a series of awareness-building meetings were held with the responsible administrators in the various decentralized districts. Some 350 people were shown the questionnaires and given instructions.
• Then a National Educational Statistics Day was organized throughout Burkina Faso, and all directors of both public and private schools were invited to attend a briefing and receive their copies of the questionnaire.
• Finally, a series of regional workshops was held. This time all the district managers came together to turn in their questionnaires.

Thanks to the conscientiousness and dedication of the district managers the operation has been running successfully now for three years. Nearly all the 4500 directors of private or public primary schools participated in this year’s National Educational Statistics Day and, just three weeks later, nearly all the surveys had already arrived back at the central office.

A new data management system to serve the whole sub-region

Most countries in the sub-region share the desire to develop an effective and reliable information system. Burkina Faso also wanted to create a synergy between local and international experts in building its new statistical system. The Working Group on Education Statistics therefore held two sub-regional workshops, one in Lome in June 1997 and the other in Ouagadougou in November 1997, to bring together planners, statisticians, and computer technicians from Benin, Burkina...
Faso, Chad and Togo as well as database experts from Unesco and the French Department of Cooperation. The meetings allowed a review of the data and the chance to define the general architecture and scope of the computer model.

The new system was developed in such a way that it can evolve and adapt to inevitable changes in the educational system. This should also make the system easier for managers to master.

**An integrated system designed to be fully decentralized**

The final configuration will be composed of three interdependent parts (see figure below):

- **The main system**, to be located in the Department of Studies and Planning, will contain the data from the annual surveys. It will be organized around three kinds of information—concerning the school, the classroom, and the pedagogical groups—and will permit both data-gathering and the computerized publication of a statistical yearbook.

- **The data on personnel** will be located in the Department of Human Resources, where it will provide the basis of a personnel management system.

- **Eventually a computerized database** located in the Department of Examinations and Admissions will be responsible for managing information coming from different examination centers.

The system was designed for decentralized use and has already been tried in three regions. It should be fully installed by 2001-2002, ready both for data-gathering and publication of the regional yearbooks.

**Automated printout of the yearbook and a user’s manual**

Using raw data and a series of indicators, the special software program will allow automatic printouts of a hundred predefined tables. It will produce two types of documents:

- the statistical yearbook, comprised essentially of data sorted by region and province;
- the user’s manual, which will organize and present the most important data. Many graphic displays and analytical examples should make the handbook a valuable and easy-to-use reference book, even for non-specialists.

For the moment, these documents have only been produced at the national level, but in due course their production will be decentralized to the regions.

**A system meant to last**

The Ministry of Basic Education and Literacy is now equipped with a powerful tool for managing its statistical information. The system was installed gradually and on the basis of clearly identified needs. ADEA’s support to the national team, which included several planners and a programming consultant, has allowed ownership of the system. Thus all conditions for the smooth functioning of the new system in the immediate future have been met.

However, full integration of the new tools into the daily administrative routine will only be possible if the management-training program already underway is completed. A training program was implemented two years ago in partnership with the Bobo Dioulasso School of Informatics (Ecole Superieure d’Informatique - ESI).

Everything is now ready: the special tools needed for managing the education department’s resources more efficiently and for monitoring and guiding the process that will lead to Education for All are in place.

A NESIS technical module based on this system, called “Collection and Handling of Statistical Data” is being developed. It should allow other countries of the sub-region to benefit from Burkina Faso’s experience.

**SALIMATA SANOU**

Ministry of Education, Burkina Faso

**THIERRY LAIREZ**

Technical Cooperation Officer, France

**BERNARD AUDINOS**

Sub-regional Coordinator for West Africa, NESIS Program
What is the Working Group on Education Statistics?

WGES was created in 1989 in response to the growing awareness that well-managed and responsive statistical information services are essential to policy formulation and efficient investments in education. WGES is based on cooperation at both international and national levels between African countries, technical and funding agencies. The lead agency is the Swedish International Development Cooperation Authority (Sida). Other key members supporting or cooperating with WGES are DFID (U.K.), the Dutch Ministry of Foreign Affairs, the French Ministry of Foreign Affairs, NORAD (Norway), the Rockefeller Foundation, UNESCO, UNICEF, USAID, the World Bank and, last but not least, African countries hosting pilot programs.

The WGES Secretariat is located at the UNESCO Harare Office. A team located at the UNESCO offices in Harare and Dakar manages all program activities.

What does the Working Group do?

The Working Group’s main objective is to help develop effective and sustainable education statistical information services in sub-Saharan Africa. Furthermore, WGES seeks to ensure that statistical information systems include basic indicators for monitoring primary education.

WGES’ main component is the National Education Statistical Information Systems (NESIS) program. WGES also serves as forum to promote contacts between different initiatives relating to education statistics and as a clearing-house for cooperation, coordination and networking among agencies and other partners.

The NESIS Program

The NESIS program is a capacity building program which aims at developing the methods and tools that will enable countries to provide the reliable facts and figures necessary for effective policy formulation and education management.

The regional coordination center and the sub-regional office for East and Southern Africa were transferred from Paris to Harare in May 1998. In October 1999, a sub-regional NESIS Office for West and Central Africa was opened in Dakar. The opening of offices in Africa are important steps towards establishing a NESIS professional network in Africa and enhancing cooperation with the countries in the region.

The main activities of the 2000-2001 program include:
• Organization of a network of African institutions and specialists;
• Development of technical modules for systems development in collaboration with African experts;
• Development of training programs in partnership with African institutions;
• Technical assistance for the implementation of national systems in collaboration with agencies;
• Promotion of educational indicators for the continuous monitoring of EFA goals;
• Assistance to ministries of education in publishing statistics and indicators on the Internet.

The NESIS program is currently focused on the development of regional training programs, in collaboration with African institutions and NESIS experts in the region. Materials developed and tested in country pilot projects are now in the process of being converted and elaborated into courseware and training programs.

Major Achievements

Through its principles of African involvement, ownership, and regional cooperation, NESIS has launched innovative modes of development cooperation.

In order to improve information gathering, processing and utilization, NESIS has published six technical modules covering the following areas: systems diagnosis, school records management, data collection, database development, education indicators, and finance statistics. The modules are based on pilot experiences in participating African countries.

The WGES/NESIS network played a leading role in the EFA 2000 assessment. It helped governments collect statistical information, assisted in the drafting of the regional synthesis report based on the national assessments and contributed to the organization of the EFA Sub-Saharan Conference in December 1999.

Web Site: www.unesco.org/nesis

The NESIS Web-Site provides up-to-date information on program activities and materials. The site is also an effective working tool promoting collaboration between NESIS partners all over the world, allowing them to cooperate and exchange experiences and knowledge.

How to contact the Working Group:

Working Group Coordinator:
Ko-Chih Tung
UNESCO Harare Office - P.O. Box HG 435 Highlands HARARE - Zimbabwe
Tel: +263 (4) 332 222/776 114
Fax: +263 (4) 776 055
E-Mail: nesis@unesco.org or kc.tung@unesco.org
Assessing Progress Made in Basic Education

In 1990, delegates from 155 countries and representatives from 150 organizations agreed at the World Conference on Education for All (EFA) to set the agenda for the twenty-first century. The EFA 2000 Assessment was intended to find out what has been achieved and analyze what has enabled and obstructed progress toward the goals of Jomtien.

Virtually all 47 countries of sub-Saharan Africa participated in the assessment. The data and information presented in this article are based on the national assessment reports encompassing 18 statistical indicators and policy reviews of basic learning needs at the ages of early childhood, primary school, youth, and adulthood.

Three questions to Denise Lievesley,
Director, UNESCO Institute of Statistics

What are the role, mission and objectives of the UIS?
UIS was established to coordinate the statistical activities of UNESCO and to raise the relevance and timeliness of the data that is collected by governments relating to all areas of interests of UNESCO: education, science, technology, communication, arts, culture and heritage. Our mission is to help UNESCO collect higher quality statistical information and to work with countries to ensure that they are able to collect statistics that are relevant to their policy needs. UIS has four main activities. One area is the collection of international data relating to UNESCO’s areas of interest. A second is capacity building to help countries collect the data they need. The third area is methodological technical development in order to improve the range and quality of the data. The fourth area is related to the use of the data. We work with policy analysts in order to provide focused statistical material that targets particular areas and to produce policy relevant reports.

What will UIS’s role in the EFA follow-up be?
Our role in the lead up to the World Education Forum was important and we will continue to play a major role in post-Dakar follow-up activities. Looking at the impact we’ve had in terms of getting data for the World Education Forum, we’re reasonably pleased with what was achieved and much of that is due to the networks that have been built regionally of which Africa is an excellent model. UIS will be the “observatory” of the follow up. A regular monitoring system is needed, we don’t want to wait another 10-15 years before we ask ourselves “Did we meet the goals that we established in Dakar?”. We have responsibility in ensuring that the data needed internationally and within countries to monitor the goals reconfirmed in Dakar are available. We also have a role to play in monitoring in order to highlight areas where targets are not being met.

In terms of capacity building, are there plans for UIS to reinforce efforts made in Africa?
Capacity building is a major area of our work, and we shall continue to work with countries to make sure that they are collecting data that are of relevance to them, and to assist them to produce country or regional statistical reports. We want to make sure that we build on what the Working Group on Education Statistics has done and that we utilize their networks. Where a substantial piece of work has been done in relation to the building of education information management systems or other statistical work in the field of education, we will lend our support to ensure that sustainable information systems are being established.

Early childhood education

Although early childhood education is recognized as playing an important role in education, governments have neither the financial nor administrative capacity to engage in this form of education on a large scale. In many cases childcare systems are privately run and limited to those who can afford it. Data on early childhood education are rare and difficult to access, therefore making it difficult to analyze trends and patterns.

At the end of the decade, the numbers of children reported to be participating in an institutionalized form of early childhood education and care vary greatly among countries, and gross enrolments range from universal access in a very few countries to below 10 percent in many countries. The quality of pre-schooling also differs, contributing to large disparities in how the programs benefit those who do attend. Successful approaches that build on local communities or traditional frameworks were reported in Gabon, Gambia, Côte d’Ivoire, Kenya, Senegal, Uganda and Zanzibar.
Primary education

Access to primary education is often measured by the Net Intake Rate (NIR), which measures new entrants in primary grade 1 of official school-entrance age as a percentage of the total population of children of the official entry age into grade one. As a result of many more countries adopting EFA goals and observing the official admission age, NIR during the decade has increased about 10 percent among the sub-Saharan countries. This is remarkable, considering the high population growth during the same period. Nevertheless, towards the end of the decade, almost 60 percent of eligible children were not starting grade one at the official age.

Enrolment of primary-school-age children in school, measured as net enrolment, also increased during the decade, though around 40 percent of the official school-age population are still out of school. The net enrolment of boys rose from around 60 percent to 68 percent and of girls from around 50 percent to 54 percent. The increase was more rapid for boys than for girls, and, at the end of the decade, the gender gap was around 13.5 percent. The fact that gender disparities have remained high implies that policies to promote girls’ education have not had an impact on global figures.

There are, of course, considerable differences among the countries in the region, with net enrolments ranging from 30 percent to 100 percent (attainment of universal primary education). Among the countries that have reached or are very near to reaching their net enrolment targets for the last decade are Botswana, Malawi, Mali, Mauritius, Seychelles, and Uganda. Those which are far from reaching their targets, have, in most cases, experienced serious economic and political disruptions.

Attrition rates among primary school pupils in sub-Saharan Africa vary enormously. Many drop out of school before they complete their first four years, which is considered to be the minimum number of years needed to acquire basic literacy. Among those most likely to reach grade five are the children in relatively peaceful and prosperous countries.

Adult education and literacy

Ten years after Jomtien, the rates of illiteracy in sub-Saharan Africa have remained generally very high compared to rates in other regions. Women make up the greater part of those who are illiterate, with rates as high as 80 to 90 percent in some countries. Yet estimates show an increase in literacy rates in all the countries for which data are available. In the majority of countries reporting data, the increase in rates among women was greater than that among men. Out of 39 countries reporting, one-third have literacy rates over 75 percent, another third have literacy rates of 46 percent or lower.

Opportunities and constraints

The attainment of EFA objectives has been facilitated and hindered by a number of factors. The enabling factors are often related to political will, through long-term planning, decentralization, integration and targeting of specific groups such as women and girls. Important innovations, such as evaluation of basic education, integration of different forms of education, use of non-conventional staff, creation of community schools, and experimental approaches to curriculum, have been the starting point for important developments in the management of education and its effects.

A number of constraints, however, have hindered progress. High rates of demographic growth have made it difficult for the supply of education resources to meet demand for schooling. In 1999 the population of primary and secondary

WGES’ Contribution to the EFA Assessment

The ADEA Working Group on Education Statistics (WGES), through its NESIS program, played a leading role in the organization of the EFA 2000 Assessment in Africa, providing training in the production of statistical indicators and coordinating the assessment process and the formulation of goals and strategies.

As early as 1996, in connection with the EFA mid-decade review, NESIS developed a module on statistical indicators for monitoring primary school education and applied it in ten African countries. This module was further elaborated for the EFA 2000 Assessment, in preparation for which NESIS conducted training workshops in 1998. This early initiative enabled virtually all 47 countries in sub-Saharan Africa to participate in the assessment.

Organizing RTAGs

In December 1998, the EFA Forum designated two Regional Technical Advisory Groups (RTAGs), one in Harare and the other in Dakar, to organize national assessment and regional conferences. Harare served as the secretariat for the entire region. The initial core of the RTAGs consisted of the regional education advisors of the UK, the Netherlands, France and Sweden, and UNICEF, UNESCO, UNFPA, UNDP and the World Bank. National EFA coordinators elected ten sub-regional representatives to the RTAGs to ensure African ownership of the process.

Building capacity of country teams

National assessments began directly after the EFA mid-decade review in 1996, with the introduction of NESIS indicators. In 1998, WGES supported training workshops in how to use the technical guidelines and indicators templates.
school-goers reached 220 million, which is 90 million higher than in 1984. This puts greater pressure on governments and education budgets. Other issues, such as the inefficient use of allocated resources, problems inherent to management, institutional instability, and political crises, all weigh against the capacity of education systems to produce positive results. Inadequacy of resources, inadequate integration of the formal and non-formal sectors, and continuing prejudice against the education of girls and women have also exacerbated the problem. The rapid spread of the AIDS pandemic, not predicted in 1990, has also stalled the progress made in the provision of basic education.

Lessons learned

Progress is often made through learning from past errors and successes. The EFA Assessment provided useful lessons from the past ten years. It also pointed to where progress can or has been achieved. Some of these lessons are the following:

- **Improve the management of complex programs**: Joint efforts have proven to be complex to implement, particularly those aimed at improving institutional management, quality and effectiveness of learning processes, and organizing partnerships between agencies.
- **Concentrate on activities that have a good chance of being successful**: Programs that have realistic goals, based on earlier successes and failures, should be emphasized to avoid wastage of time, energy and resources.
- **Avoid fragmentation of activities**: The holistic aspect of basic education in a lifelong learning perspective needs to be kept intact while distinctive elements are simultaneously defined.
- **Reinforce partnerships**: The diversity of those involved in improving basic education is an unprecedented asset in Africa. It is essential, however, that support to basic education be efficiently consolidated and managed in order to ensure participation of all major stakeholders at various levels of society.
- **Take into account technical, economic and institutional capacities**: Social, technical, political, and economic environments have had a profound impact on basic education achievements. Education systems need to adapt to changing conditions so that they continue to function as well as possible and to teach children skills and knowledge that are directly relevant to developments in these areas.

- **Develop policies on illiteracy, poverty, and population**: Correlation analyses have shown a significant relationship between illiteracy, poverty, population growth and educational achievements.
- **Develop policy-relevant information systems**: Relevant and efficient information systems based on statistics, research, and analysis are essential for sound policy and management of the entire education sector.

Future prospects

Sub-Saharan African countries have made important progress in basic education. Some have already realized the goal of universal primary education. Some are getting close to it. But many others are still far from reaching it. All need to address quality and relevance issues. Beyond the progress achieved, future prospects for basic education in sub-Saharan Africa will depend on the capacity of policy and management functions of the education systems. The demand for and supply of education will vary from country to country according to the diverse needs of this region. Consequently, the content, delivery, quality, and relevance of a country’s education program must be adapted to the diverse needs of its population. In adapting and applying programs, the most important lesson is to focus on the needs of the learners, their communities, and national developmental goals.


---

1. Differences in these data and those presented in the UNESCO Institute of Statistics Yearbook or the World Education Report are mainly due to different sources of demographic data. Whereas the UIS Yearbook relies on UN demographic estimations, the EFA reports are based on the countries’ own estimation.
Country Experience

Why Are There so Few Books in the Schools?

Information on Books and Education Materials (IBEM), is a joint initiative of the Working Groups on Books and learning Materials and Statistics. The project aims at developing a monitoring system that tracks books from design to classroom use of books. It has revealed some of the underlying problems of book shortages in Zambian schools—problems that prevail in many countries in Africa. The initiative is intended to facilitate better book production and distribution. This article highlights the preliminary results of the IBEM Initiative and illustrates the use of statistical information in book policy assessment.

Visitors in Africa often observe the shortage of books in the classroom. For a long time, aid to education in Africa has tried to solve this problem by improving the production and supply of textbooks. Yet, recent research has shown that the problem is related to the coordination and distribution of textbook supplies as well as their production and supply. With better information on where books are in supply and where they are needed, scarce resources could be better used to meet acute shortages in priority areas.

Why statistics on books?

The lack of statistics on books is a major obstacle to adequate decision-making, management and policy formulation. One example of this can be drawn from a study that IBEM carried out in Zambia. This project on a book-tracking system was initiated by the Ministry of Education, the Publishers and Booksellers Association of Zambia, and the ADEA Working Groups on Education Statistics (WGES) and Books and Learning Materials (WGBLM). It was designed to help provide a better book tracking system with the goal of increasing transparency and cost effectiveness of the book sector.

The IBEM project revealed that vast quantities of books procured by the ministry do not reach the classrooms. In many cases, schools receive only a small fraction of the books reported to have been procured. For the first time, the task force’s findings have provided a measure of the problem’s magnitude.

The task force compared information on books that had been procured with information on books that were at the schools. Those working on the project compiled data on the subject, grade level, and publisher for each book title procured, the cost and the number of books procured for each title, the cost of distributing each title, and the total cost of each title (procurement plus distribution).

Through its Annual School Survey, the Planning and Statistics Unit collected information on book requirements and availability for each subject at each grade level: the total number of books needed, the annual stock of books available, and the number of books received in the previous year.

The shortfalls in books actually received were calculated from the data. By comparing information between the procurement of books and their destination, discrepancies were uncovered. The table on page 12 contains three examples from the preliminary results and reveals cases both of under-provision and over-procurement of books:

- For booklets prepared on the subject of HIV/AIDS, the schools needed 1.4 million supplementary readers, but only 120,000 were available.
- Although the procurement of 900,000 readers amounted to 70.3% of the need, only a tiny fraction (8.8%) of the books were delivered, leaving a shortfall of 1.28 million readers.
- Schools required a total of 170,634 grade 3 mathematics books in 1998, of which 35,206 were available. The ministry’s Procurement Department had obtained 125,000 in 1997, of which schools had received only 9,660. This amounted to a mere 7.7% of the total procured books.
- A case of over-procurement was observed in books on Zambian languages for grade 8. The schools needed a total of 27,720 books, of which 15,136 were available, leaving a shortfall of only 12,584 books. The Ministry of Education procured 116,000 books, which more than covered the need. In spite of this, only 2.2% of the books were delivered to the schools.

What happened to the books that the ministry procured but the schools did not receive? IBEM is trying to find out. The reasons for these shortfalls may be due simply to delays in delivery, or they may
involve more complex factors. In any case, the results of the survey demonstrate a need for better traceability in the management and distribution of books. Preliminary observations are as follows:

- Even at the procurement stage, the quantities supplied do not match the quantities required for each subject at each grade level.
- Vast quantities of procured books do not reach the classrooms because of delays or diversion.
- The number of titles delivered to the schools does not reflect what the schools need.
- Delivery systems do not target needy schools; some are over-supplied and some under-supplied.
- In general, there has been little if any coordinated resource planning and management of book delivery.

**The next steps**

The Zambian IBEM initiative will trace the whole book-chain, from procurement decisions to use of books. The task force designated by the Ministry of Education, includes a technical team made up of six units which are assigned specific tasks. Issues and tasks related to the Annual School Survey will be undertaken by the Planning and Information Department (PID), book procurement by the Procurement and Supplies Unit (MEPSU), monitoring book delivery and use by the Inspectorate, library services by the Zambia Library Services (ZLS), curriculum issues by the Curriculum Development Centre (CDC), and publishers and booksellers by the Book Publisher’s Association of Zambia (BP AZ).

Full implementation of this system will be an integral part of Zambia’s Basic Education Sub-Sector Investment Program (BESSIP). Updates on significant findings will be published in subsequent issues of the ADEA Newsletter.

EMANUEL SILANDA
DIRECTOR OF PLANNING AND STATISTICS, MINISTRY OF EDUCATION, ZAMBIA

---

Intra-African Exchanges

**Initiatives in Namibia, Guinea and Zimbabwe**

Following the 1999 ADEA Biennial Meeting, African Ministries wanting to know more about specific experiences presented in Johannesburg approached the ADEA Secretariat. Visits to several countries were facilitated by ADEA within the framework of ADEA’s Intra-African Exchange Program:

- In April, a team of five officials from the Ministry of Education in the Gambia visited Windhoek to explore Namibia’s experience in setting up an Education Management Information System;
- In May, four Ministry officials from Chad went to Guinea to investigate Guinea’s successful management of teacher redeployment, a political sensitive issue. Following up on this visit, a Guinean official will travel to Chad to provide technical assistance in this area.
- In May, a three-person delegation from Zanzibar’s Ministry of Education undertook a visit to Zimbabwe to learn about Zimbabwe’s Science project (ZimSci).

ADEA’s Intra-African Exchange Program is designed to facilitate the sharing of African expertise, to encourage the development of regional capacities, and to capitalize on successful and potentially “exportable” African experiences.

For more information on the program and how to access it, please contact the ADEA Secretariat.

1. The Biennial Meeting was held in Johannesburg, South Africa December 4-9, 1999. The theme was “What Works and What’s New in Education: Africa Speaks!”. The meeting focused on successful educational experiences developed in Africa which have addressed the problems of access, capacity building and quality. See ADEA Newsletter, Vol. 11, Number 1.
2. Papers on Namibia’s Education Management Information System, Guinea’s teacher redeployment program and Zimbabwe’s science project can be downloaded from the ADEA Web Site.

---

Source: Annual School Statistical Survey 1998
Benin’s education system has not been legally reformed since major political changes occurred in 1990. Following the Conference Nationale des Forces Vives, held in February 1990, Benin entered a transitional period of government. Then the legislature met for the first time in April 1991, thereby lending support to the restoration of democracy. Immediately after the General Assembly on Education, held in October 1990, a proposal concerning the education system was sent to the National Assembly. Had it been voted on, this draft legislation would have replaced the 1975 ordinance, which, by default, has continued to govern the country’s education system, despite the profound political changes that have occurred in Benin. As it happens, the draft law of 1990 was never voted on.

This national consultation, organized with financial support from ADEA, set itself the following goals:

• Inform the public and build awareness of the draft legislation on education;
• Solicit suggestions and take note of the concerns of the various partners involved in education;
• Meet with and listen to national and international NGOs involved in developing the education sector;
• Inform the Minister of Education and Scientific Research and his staff of what people living far from the decision-making center of Benin are thinking.

For once, the legislative and executive branches reached out to one another in perfect accord: they would build the national school system together. The usual political quarrels and differences within the National Assembly were put aside during the three long weeks of this novel exercise in transparency and democracy.

The 83 MPs represent 24 political parties and belong to six parliamentary groups. The 13-member Commission on education, among whom there are five university professors, and two each from secondary and primary education, reflect the highly diverse political configuration of the Benin parliament. Nevertheless, the issue of education succeeded in bringing together people whose political interests have often divided them.

These exceptional conditions, together with the impulse they gave to direct democracy, have led to the kind of debate most likely to ensure widespread support for any future legislation. The law will define a vision of education for the third millennium. It will establish priorities and incorporate the movement towards decentralization that is already underway in Benin.

Some setbacks

As attentive legislators, the MPs wished to come up with helpful compromises. Yet various obstacles thwarted their enthusiasm and energy. For one, there was suspicion in some circles. Some people suggested, wrongly, that the MPs were already beginning their campaigns for the presidential elections a year away. Union supporters and even a few Commission members forgot which tribune they were addressing and wandered off into subjects far removed from those on the agenda.

But these slip-ups were generally

continued on page 14
dwarfed by the overall high quality of debate. More serious was the attitude of the agencies and development partners. By extending their discussions to include the international development agencies, the Commission hoped to promote a sense of co-responsibility based on confidence in all actors, whatever their role. In the interests of good governance the Parliament wanted to be open to everyone. Invitations were sent to agencies to a parliamentary hearing on the draft law. Yet out of eight invitations, only three agencies showed up, with the other five conspicuous by their absence. The national representatives of Benin were greatly disappointed, and the MPs are wondering if the development agencies are harboring doubts about Benin’s exercise of democracy, with its collegial spirit and openness to external partners.

These setbacks can in no way detract from the tremendous national interest aroused by the exercise. Even the other permanent commissions of the Parliament the enthusiasm was overwhelming. The President of the Economic and Finance Commission wants to lead a similar exercise, following the same model. By working together regardless of their leanings, the MPs have impressed Benin’s people and inspired greater respect for government. And the exchanges with a wide range of players have given the MPs a better understanding of the education issues than they had before the national forum took place.

For once, legislation will be the fruit of a long process of consultation instead of a fistfight between government and the Parliament.

DJIBRIL M. DEBOUROU
DEPUTY IN THE BENIN NATIONAL ASSEMBLY, MEMBER OF PARLIAMENT, CULTURE, EMPLOYMENT AND SOCIAL AFFAIRS


Report of ADEA Biennial Meeting

Proceedings of the ADEA 1999 Biennial Meeting are now available. The ADEA 1999 Biennial Meeting took place in Johannesburg, South Africa, December 5-9, 1999. The theme was: “What Works and What’s New in Education: Africa Speaks!”

Copies of the report can be ordered from:
ADEA Publications
7-9 rue Eugène-Delacroix, 75116 Paris, France;
Tel: +33/(0) 145 03 37 96 Fax: +33/(0) 145 03 39 65
E-mail: adea@iiep.unesco.org

The full text of the report is also available on ADEA’s Web Site at http://www.adeanet.org
HIV/AIDS Update

Teachers and the Struggle Against AIDS

Combating AIDS is an ADEA priority. The Working Group on the Teaching Profession, francophone section (WGTF/fs) met in Lomé to promote strategies in the struggle against the pandemic. Teachers are the center-piece of their action plan. They are not only the main target group for information on AIDS but also the principal vectors for implementing effective prevention programs.

On May 29 and 30, the WGTF/fs held a seminar in Lomé (Togo) on the theme: Education and AIDS in the Francophone countries of sub-Saharan Africa. Thirteen countries participated: Benin, Burkina Faso, Chad, Côte d’Ivoire, Djibouti, Gabon, Guinea, Madagascar, Mali, Niger, Central African Republic, Senegal and Togo.

Policies for combating AIDS

The countries present in Lomé outlined the AIDS situation within their boundaries as well as the health and education measures being undertaken to prevent and cope with the disease.

Policies have developed in three phases. The first phase was one of recognition, for taking stock of the disease and implementing ways to measure its development. The first phase occurred at the end of the 1980s and early 1990s. It was marked by a certain dynamism on the part of experts, the medical profession, and community groups. However, the attitude of political leaders, who had not yet realized the magnitude of the problem was rather wait-and-see.

During the second phase national plans were drawn up with support from international donors. These consisted mainly of information and education initiatives designed to promote awareness of “safe” behavior among the population.

The third phase is now underway and consists of finding ways to enable the funding of generalized tritherapy “cocktail” treatments. At present, most countries are unable to finance such a scheme.

The experience of several countries shows that two factors are necessary for implementing effective measures against AIDS:

- The government’s commitment is essential in order to develop a policy for combating the illness. Government commitment is needed to define and implement objectives and to coordinate action among the different ministries.
- Fighting the pandemic also requires a major funding commitment.

Experience shows that the ministries of education and health have every interest in cooperating with each other. National examples have demonstrated that education is the place to promote preventive social action (safe sex, awareness about problems linked to drug addiction). Such campaigns are not just for young people in schools. In fact, the teacher’s influence plays a very important role in fostering awareness in villages and remote communities.

What role for WGTP/fs?

Participants proposed a number of concrete actions concerning teachers that could be integrated into national plans for combating AIDS.

These included:

- Strengthening cooperation between the health and education sectors. Health provides the technical skills whereas education can intervene at the local level. In particular, suggestions were made to: (i) revive school health services and open them up to teachers; (ii) create AIDS information and documentation units intended for teachers; and (iii) involve teachers in implementing health programs such as those directed at youth and local communities.
- Undertaking action for staff management and screening of the disease. Participants recommended that countries conform to international practice with regard to screening so as to respect individual rights and ensure confidentiality. Participants also felt that it has become urgent to develop strategies allowing countries to assume responsibility for those needing treatment.
- Developing initial and continuing education on HIV/AIDS for teachers.

At the end of the meeting, the national teams were asked to draw up national action plans, which will be integrated into multisectoral national plans. These will be presented to the ADEA Steering Committee in October 2000.

HIV/AIDS: What other Working Groups are doing:

- The Working Group on Higher Education has commissioned studies to assess the impact of HIV/AIDS on universities and learn how university communities are responding to this threat. The studies will cover institutions in the following countries: Benin, Côte d’Ivoire, Ghana, Kenya, Namibia, Nigeria, South Africa and Zambia.
- The Working Group on Statistics is planning to develop a “quick survey” module that will assist countries in collecting HIV/AIDS-related indicators during the Annual School Surveys.
- The Working Group on Books and Learning Materials is planning to conduct an inventory of supplementary teaching and learning materials. The inventory will include life skills and AIDS awareness-related materials.
- The Working Group on Female Participation has entered into a partnership with other organizations to provide reproductive health services.

July-September 2000
### CALENDAR

#### SEPTEMBER

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Fri</td>
<td>IIEP Workshop on the Impact of HIV/AIDS on Education 27-29 September</td>
</tr>
<tr>
<td>2 Sat</td>
<td>ADEA Bureau of Ministers Meeting 27-29 September</td>
</tr>
<tr>
<td>3 Sun</td>
<td>ADEA Steering Committee Meeting 27-29 September</td>
</tr>
<tr>
<td>4 Mon</td>
<td>ADEA WG Coordination Meeting 27-29 September</td>
</tr>
<tr>
<td>5 Tue</td>
<td>Working Group on the Teaching Profession, Francophone Section (WGTP/fs) 27-29 September</td>
</tr>
<tr>
<td>6 Wed</td>
<td>Working Group on Books and Learning Materials (WGBLM) 27-29 September</td>
</tr>
<tr>
<td>7 Thu</td>
<td>Working Group on Book Sector Issues (WGBLM) 27-29 September</td>
</tr>
<tr>
<td>8 Fri</td>
<td>Working Group on Books and Learning Materials (WGBLM) 27-29 September</td>
</tr>
<tr>
<td>9 Sat</td>
<td>Working Group on Early Childhood Development (WGEC) 27-29 September</td>
</tr>
<tr>
<td>10 Sun</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>11 Mon</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>12 Tue</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>13 Wed</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>14 Thu</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>15 Fri</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>16 Sat</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>17 Sun</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>18 Mon</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>19 Tue</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>20 Wed</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>21 Thu</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>22 Fri</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>23 Sat</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>24 Sun</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>25 Mon</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>26 Tue</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>27 Wed</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>28 Thu</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>29 Fri</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>30 Sat</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
<tr>
<td>31 Sun</td>
<td>Commonwealth Ministers of Education 27-29 September</td>
</tr>
</tbody>
</table>

* **ADEA Activities**

**ADEA Bureau of Ministers Meeting**
- Meeting of the ADEA Bureau of Ministers. Paris, France. 18 October.

**ADEA Steering Committee Meeting**
- Meeting of the ADEA Steering Committee. IIEP, Paris, France. 19-20 October.

**ADEA WG Coordination Meeting**
- Meeting of the WG Leaders and Coordinators. IIEP, Paris, France. 23 October.

**Working Group on the Teaching Profession, Francophone Section (WGTP/fs)**
- Steering Committee Meeting. Paris, France. 29-30 September.

**Working Group on Books and Learning Materials (WGBLM)**
- Technical Meeting. Harare, Zimbabwe. 1 August.
- WGBLM/Ministry of Education/Irish Aid Workshop on “Lesotho’s Textbook Rental Scheme” Maseru, Lesotho. 20-21 September.

**Zimbabwe International Book Fair (ZIBF)**

**IIEP Workshop**

* **Other Activities**


**Working Group on Early Childhood Development (WGEC)**

**Working Group on Education Sector Analysis (WGESA)**
- Steering Committee Meeting. Paris, France. 6-8 November.

**Working Group on the Teaching Profession, Anglophone Section (WGTP/as)**
- Teacher Resources Centre Workshop. Tanzania. Dates to be determined.

The views and opinions expressed in authored articles of the ADEA Newsletter are those of the authors and should not be attributed to ADEA or to any other organization or individual.