A close look at new international initiatives—the Millennium Development Goals, the Heavily Indebted Poor Countries (HIPC) Initiative, the G8 Action Plan for Africa, poverty reduction strategies and the New partnership for African Development (NEPAD) (discussed in this issue)—reveals that significant changes are underway in development cooperation. The reductionist economistic approach to development is giving way to social and human dimensions no longer considered to be mere spin-offs or goals that can be endlessly postponed but rather the driving forces of development. The best illustration of this change is that education has become central. Every international initiative now places education at the heart of the processes of shaping human capital, economic growth, equitable redistribution, the struggle for health care and against AIDS, and the promotion of human rights and solidarity within and between generations. This is one of the reasons why educational cooperation, which has taken part in this transformation, is defining new paths. We have chosen to highlight four of the most significant of these trends.

The first is an epistemological break that is apparent in the shift from a cumulative to a structural paradigm. This implies moving from an approach based on spatial (the sum of fragmentary projects) and temporal additions (succession of cycles of projects) to a holistic vision (all levels and branches of the system), that is integrative (all actions and resources) and future-oriented (long-term). This is indeed a qualitative change: henceforth, a reference framework lends structure, coherence, and continuity to the set of actions over time.

But, in terms of partnerships, who is to be responsible for determining this framework and the direction to take? The assignment of different roles and responsibilities has not always been clear. The dependency of countries has tended to lead to a relationship of substitution whereby external actors play the role that should fall to the countries. By fully recognizing the autonomy and responsibility of the countries themselves (second trend), the development partners who have adopted the sector-based approach are deliberately taking a position of support and accompaniment, which gives the countries both a dominant position in defining their priorities and a key role...
in implementing them. Promoting this trend, however, requires a change in attitude not only among the partners but also in the countries themselves, a "cultural revolution" that will lead to "counting first on one's own strengths." This is the NEPAD wager [see Hon. Babalola Borishade’s article, page 12].

The process of taking responsibility for one’s own development will lead to strengthening national capacities. The learning process is part of designing, planning and guiding the programs—tasks which the countries must assume. This third trend, which has been adopted in the sector-wide approaches [see articles on pages 3 and 7] and in poverty reduction strategies [see articles on pages 9 and 18], foregoes traditional technical assistance and enjoins countries to “learn to build by building.”

The fourth and final trend concerns strengthening the meaning and relevance of education. It calls into question the purposes and objectives of training and their links with professional skills, technological developments, the formation of human capital, earning a livelihood, and life skills for the most disadvantaged. What is required is an approach, planning, and inter-sector coordination where in education acts as a "server" for other sectors and thereby justifies its role as the highest priority.

The consequences of such a shift in educational cooperation are significant. Politically speaking, moving the center from the outside ("other-centered") to the country ("self-centered") strengthens national leadership, mobilizes local potential and emphasizes the internal players and dynamics as the main factors in development. In institutional and technical terms, the self-construction of programs goes beyond issues of appropriation by developing capacities as part of a problem-solving process in which the solutions add to local knowledge and build skills that are relevant to a given context.

The conditions for effective outside intervention are therefore met because the very resources and internal dynamics that they are designed to strengthen and accelerate have been created. The concept of support expressed by financial support and knowledge-sharing thus becomes entirely justified.

Challenges abound, however. The complex changes that are involved require real coordination among financial backers, procedures, budget support, etc. The countries must encourage good political governance, particularly for the healthy, transparent management of public funds. They must ensure the sustainability of their programs by generating a national consensus and promoting social participation through delegating authority and decentralizing.

With regard to the agencies, the institutional culture of flag-waving and control continues to be a problem. Several real challenges remain—developing coordination, pooling resources, and anchoring external interventions in internal dynamics to optimize their impact. To meet these challenges requires that decision-making processes and the guidelines for internal evaluations change and take into account the new trends in education cooperation.

Ultimately, the issue is one of building trust, which is only possible if there is transparency on both sides. This requires an ongoing dialogue about policy options, goals and indicators, the action plans and strategies to implement, audit and evaluation procedures, the achievements and necessary adjustments.

But which principles and data underpin our dialogue? Why are we engaged in this dialogue? What analytic capacities, knowledge, negotiation and communication skills are required for such a dialogue?

These questions define ADEA’s tasks in terms of its analytical work, collective discussion, learning and the development of its capacity for policy dialogue so that the agencies and ministries work to affirm the trends that hold such potential for education cooperation in Africa.

MAMADOU NDOYE
ADEA EXECUTIVE SECRETARY
Cooperation in the education sector has evolved in the last years from a focus on individual projects to a more comprehensive, integrated vision of development. This change in perspective has led to new forms of cooperation among all concerned partners and to what is generally called a sector-wide approach, or SWAp. In some countries, SWAps have been linked to more general budgetary support that is part of the fight against poverty.

The initiatives taken to support national development have traditionally focused on projects. This approach has been criticized for being too fragmented, too driven by donors’ agendas, and for having too little impact on basic development problems. Dissatisfaction has led to a new, more comprehensive vision of development assistance, and a method for making cooperation more coherent, effective and efficient has been generated.

This holistic approach is generally called a sector-wide approach. The World Bank introduced what it calls a sector investment program, or SIP, in 1994. World Bank SIPs were patterned on innovative operations in the South Asia region where donors agreed to support a common program to raise expenditure in specific social sectors. This was above all a response to a dysfunctional public expenditure management system, designed to bring government and donors within a single sector policy and expenditure program, preferably one that was integrated within the government budget. SWAps seek to lend cohesion to the welter of development projects, and to lower the administrative costs and burdens of administering aid.

**SWAp philosophy**

If definitions vary with donor agencies, the gist of an education SWAp remains consistent. This is a long-term partnership between funding agencies and ministries of education, led by the government, which consults regularly with all stakeholders and engages in an ongoing dialogue. A SWAp is based on a comprehensive sector policy whose framework embraces all relevant areas (policies, projects and budgets) in which public expenditure is lower than that of non-government finance and service providers. Government institutions are strengthened through capacity building rather than through external technical assistance, and they plan, monitor, and...
Implement education policy. The policy framework corresponds to an expenditure framework in which program priorities shape educational spending plans. Funding is pooled or constitutes a basket allocated to the policy and to the strategy as a whole, rather than to discrete projects. Planning, implementation, and reporting respect common procedures and output indicators defined through a cooperative process. Process is central to the SWAp philosophy: the processes of dialogue and consensus-building occur at every phase of cooperation so that policies can become strategies and programs and then expenditure frameworks that are part of a national long-term vision.

Sector-wide approaches can also be defined in relation to objectives, i.e., coordinated financial and professional support aimed at developing the education sector or parts of it (basic education, for example). It can also and should be understood as a new kind of partnership and a new way of working together.

**Measuring results**

Many donors see the advantages of SWAps, and the sector-wide approach was applied first to health and education sectors that are justifiably considered to be key to poverty reduction strategies. The April 2000 World Education Forum in Dakar spurred changes in education sector approaches by drawing attention to the critical importance of accelerating the development of education in sub-Saharan Africa.

Ministries have welcomed the move towards a new partnership and better coordination of resources, and SWAps have indeed provided a framework for dialogue about strategic issues in education. However, transaction costs increased rather than decreased in the first phase, which is not surprising given that during this initial period, inertia and customary working methods needed to be overcome. In fact, the implications of a change in working methods for agencies have been more far reaching than initially anticipated and have affected internal decision-making processes at every level. It is cumbersome to harmonize rules and procedures, and contrary to intentions, separate implementation structures have evolved for different SWAp programs. On a positive note, however, there is greater transparency and less fragmentation of projects, and greater sharing of information.

**Considerations for better cooperation**

What consequences have SWAps had on the organization and implementation of ministries of education and on donors? Both must consider sector policy and strategy issues, above all, and bring their education reform program closer to national socio-economic realities and to national development. They will also have to consider the following:

- **Political aspects of education development**: Sector-wide approaches encourage democratic processes of consultation with all involved parties and the integration of programs into the broader development goals of poverty reduction.

- **The political dimension of development cooperation**: SWAps provide a framework for dialogue on strategic questions in which developing countries must participate. However, the ministries in charge must take greater responsibility for the detailed planning phase, and donors only
Development Cooperation

“Requirements concerning the qualifications and experience of staff will change for all involved.... Greater emphasis will be placed on analytical skills, negotiation and communication skills, knowledge of macro-economic issues and on the understanding of political processes.”

Policy for sector program support, Swedish International Development Agency, 2000

involved if they are specifically invited for their expertise.

- **Analytical capacity**: It is essential to use internal analytical capacity. Financing issues are critical for preparing and adopting SWAps.

- **Partner cooperation and coordination**: Sector-wide approaches are, in fact, a new type of partnership in which the processes of cooperation and coordination take on greater importance. Experience has shown that it is useful to agree officially on cooperation protocol very early on in the process, whether by defining a behavior code or a more detailed agreement.

- **The fundamental role of countries**: A sector-wide approach is an ongoing process of dialogue and of consensus building in which ministers of education must be the prime movers.

- **Responsibility and development indicators**: All involved parties are responsible for their pupils and their parents. However, agencies are just as accountable to their stakeholders. If they cannot align their expenses with a specific, predefined activity, they must be able to present indicators that will inform donors about the overall development of the education system.

- **Capacity building**: The education system must be viewed as a whole, in which the obstacles to planning and implementation are identified and partners are brought together to define a common approach to capacity building.

**New competencies**

The processes in a SWAp also have consequences for the kinds of consultants and the expertise that they require. In its aid policy on sector-wide programs, the Swedish International development Agency (SIDA) has observed that where staff qualifications and experience are concerned, emphasis should be given to analytical, negotiation and communication skills and on an understanding of macro-economic issues and of the policy process (SIDA, *Policy for Sector Program Support* document, 2000). A Norwegian Education Ministry report mentions that planners should have “a holistic approach to the structure, the contents, and the quality” of education systems. It also indicates that “cooperation with other ministries, and particularly with the ministries of finance, is critical for the success of the reform process.” In addition, there must also be “a good balance between centralization and decentralization and effective information and monitoring systems.” (Feldberg et al., 2000).

In all cases, the process of changing from project based cooperation to a sectoral approach requires that internal and external partners agree on three points: First, the policy and strategy for the education sector; second the procedures and modes of collaboration; last, coordinated financial arrangements to support the policy and strategy.

**INGEMAR GUSTAFSSON**

**SWEDISH INTERNATIONAL DEVELOPMENT AGENCY (SIDA)**


**ADEA and SWAps**

ADEA has long promoted many of the innovative principles underlying SWAps.

Central to ADEA’s philosophy is the belief that national governments are responsible for educational development. To support this, ADEA fosters a process that empowers African ministries of education and makes funding agencies more responsive to the concept of full national responsibility.

Through its activities, ADEA encourages:

- A holistic approach to developing education sector policies;
- An ongoing dialogue on education policies between partners, in a spirit of mutual trust and shared objectives;
- Consensus-building between ministries and agencies on approaches to the major issues facing education in Africa;
- Country-led coordination of donors;
- The strengthening of African ministries’ leadership capacities as they work with funding agencies;
- Country-led coordination of projects and programs and the harmonization of donor procedures;
- Clearer links between research, the policy development and strategic plans.

In November 2002, ADEA’s Working Group on Education Sector Analysis organized a seminar on education sector analysis and SWAps in Windhoek, Namibia. The seminar report is available on the ADEA web site: [www.adeanet.org](http://www.adeanet.org)
Achieving the Millennium Development Goals

The concept of defining human development goals with specific time frames and objectives evolved in the mid 1990s, when development assistance came under scrutiny. In September 2000, the United Nations Millennium Declaration was adopted. It gives particular attention to the Africa region, which will have the most difficulty in reaching the objectives.

The United Nations Millennium Development goals (MDGs), which were adopted in September 2000 at the Millennium Summit, are to:

- Eradicate extreme poverty and hunger;
- Achieve universal primary education;
- Promote gender equality and empower women;
- Reduce child mortality;
- Improve maternal health;
- Combat HIV/AIDS, malaria, and other diseases;
- Ensure environmental sustainability;
- Develop a global partnership for development, which sets objectives for aid, international trade and debt reduction.

The position of Africa

At the Conference on Financing for Development that took place in Monterrey, Mexico in March 2002, world leaders reaffirmed their clear, unequivocal support for these goals. The experience of the last decade has shown that achieving them will be difficult, but not impossible. There are many reasons for this, and they often include insufficient public expenditure, an overwhelming debt and insufficient access to the markets of developed countries.

Of the developing regions, sub-Saharan Africa faces the greatest challenge of meeting the MDGs by 2015. There are considerable variations among African countries however. Those that have implemented sound economic policies and improved their systems of governance have enjoyed greater growth and poverty reduction and are likely to make significant headway in the future. Those countries where policy improvements have yet to be secured, largely due to conflicts and poor governance, are not likely to achieve the MDGs.

African countries need to act in three main areas:

- Deepen macroeconomic reforms as foundations for a favorable investment climate and growth that can affect the poor;
- Strengthen democratic institutions and public financing and financial management systems so that governments are accountable to their people;
- Invest adequate resources in human development, namely education.

The Monterrey conference resulted in new commitments by the international community to increase overseas development assistance (ODA). The following measures could be considered to reinforce African countries’ performance:

- Allocate at least half of new aid to Africa;
- Harmonize development partners’ procedures and instruments to improve aid efficiency;
- Improve the quality of assistance provided by strategic programs for debt reduction;
- Call upon industrialized countries to reduce agricultural subsidies and remove remaining trade barriers, especially for the poorest countries;
- Ensure that debt relief and the terms of the new financing indeed result in sustainable debts.

The New Partnership for African Development (NEPAD) Initiative presents a major opportunity to deepen past reform efforts and to establish a new development relationship between African countries and the international community.

OBJECTIVE No. 2 of the Millennium Declaration: Achieve Universal Primary Education by 2015

Several regions will meet this objective before 2015. However, success rates are lower in sub-Saharan Africa and in Southern and Western Asia.

![Percentage of children enrolled in primary school](chart)

Uganda: Lessons learned from the education sector-wide approach

Uganda’s move towards a SWAp was seen as an opportunity for integrated sector planning that factored broad national goals and important issue — poverty reduction, improved governance and civil service reform, decentralization, the development of local government and community capacities, equity, and privatization — into a comprehensive, national education framework.

A frustrating lack of development in Uganda’s education sector provoked the move towards a SWAp, for there was an urgent need to review the process of education planning in the country. The need for reform was supported by national leaders at high levels and backstopped by planners at various levels of government.

Reshaping education policy in Uganda

Current Ugandan education policy began to take shape in 1987. An Education Policy Review Commission (EPRC) was created to appraise the education system, redefine its general objectives, advise on how to integrate commercial and technical subjects into the curriculum, and assess the role of the private sector. In 1989, the commission produced a report which the Government accepted and used as the basis for its 1992 Education White Paper, Education for National Integration and Development. The White Paper recommended that universal primary education be put into place, the curriculum reformed, post-primary education expanded, and that education be made more democratic.

The White Paper also established the framework for the education policy for which the Education Sector Investment Plan (ESIP 1998–2003) set the priorities. These included devolving responsibility primarily for basic education—to be free of charge and receive the lion’s share of the education budget—primarily to local governments, stimulating private participation in providing education (including all pre-primary education), making all levels of education more vocational, promoting affirmative action for girls and people with disabilities. Beyond the primary level, and for teachers, the priorities included: government sponsorship of between 30% and 80% of students in universities and other tertiary institution arrangements; making primary teachers’ colleges free of charge; having national teachers colleges specialize either in the sciences, vocational studies or arts and humanities; and increasing access at post-primary levels.

SWAp to harmonize development interventions

Education sector SWAp in Uganda can be seen as a growing partnership, a long-term vision resulting from ongoing strategic negotiation and consensus on agreed targets for education reform that include civil society, government and funding agencies.

The sector-wide approach in Uganda is an evolving partnership, a long-term vision resulting from ongoing strategic negotiation and consensus on agreed targets for education reform that include civil society, government and funding agencies. Last but not least, a SWAp includes a strategic negotiation and annual sector performance review mechanisms that are jointly agreed upon by the government of Uganda and funding agencies.

Uganda hoped to harmonize the interventions of development partners, to eliminate the overlaps, duplicated efforts, and uncoordinated interventions when it shifted to a SWAp for financing and managing the education sector in 1998/1999. The transaction costs needed to be lowered and stakeholder participation in education sector activities increased. The SWAp was adopted to promote a holistic, forward-looking approach to planning and funding education activities that used a common reporting framework.

Progress to date

The education funding flows have increased from 273 billion Ugandan shillings (UGX) to over 400 billion UGX in one year (2000-2001).
Country Experiences

- Enrollments rose from 2.5 million (1996) to 6.8 million in 2000.
- Recruitments of primary teachers rose from 81,564 in 1996 to 125,804 in 2000.
- The ratio of pupils to books has remained unchanged (4:1).

A curriculum review is about to be completed.

Lessons learned

The SWAps holistic approach to education planning has led to improvements in Uganda’s education sector, but a number of structural and operational challenges remain.

Improvements
- Stakeholders now participate in planning sector activities where planning was previously the sole prerogative of the Ministry of Education and Sports.
- A five-tier review process now ensures consensus among partners and has made planning and implementation more objective.
- Partnerships between the government and funding agencies have been improved, thanks to the rapid resolution of challenges and the agencies now work directly with the responsible government officials.
- The ministry can focus with its partners on the most important activities. Clusters of cost-effective strategies have been adopted that are integrated, consistent, and ultimately more sustainable.
- The government is now “in the driver’s seat” and consequently more proactive. Partners play an advisory role concerning how to achieve targets more quickly or how to adopt alternative cost-effective strategies.
- Departments have acquired planning and reporting skills, which has reduced the workload for the planning department.
- The SWAp process has made it easy to sell new programs politically, since the consultative approach captures the concerns of legislators long before the programs are tabled for parliamentary approval.
- The SWAp process is an intellectual melting pot in which new ideas and innovations can be easily and cost-effectively introduced because they are preceded by thorough assessment and consensus.

Challenges
- Ministerial restructuring has revealed some inadequacies, particularly given the increased volume and complexity of work and a shortage of personnel.
- Staff does not possess all the necessary strategic planning, statistical analysis, modeling, negotiation, or monitoring and evaluation skills, among others.
- Staff development and support systems are not sufficient to create a cadre of highly-motivated, committed personnel.
- The procedures and machinery necessary for coordinating government-wide undertakings (sector-wide audits, teacher recruitment) are not yet fully developed. Nor is there a mechanism for managing the interface of projects and area-based interventions.

---

Uganda

<table>
<thead>
<tr>
<th>Surface area</th>
<th>241,000 km²</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population (million)</td>
<td>20.554</td>
</tr>
<tr>
<td>Population growth rate</td>
<td>3%</td>
</tr>
<tr>
<td>Life expectancy at birth</td>
<td>42.1 years</td>
</tr>
<tr>
<td>Urban population</td>
<td>14.5%</td>
</tr>
<tr>
<td>GDP</td>
<td>6.3 billion US$</td>
</tr>
<tr>
<td>GNI (per capita)</td>
<td>310 US$</td>
</tr>
<tr>
<td>Public expenditure on education as percentage of GDP</td>
<td>2.6%</td>
</tr>
<tr>
<td>Public expenditure on education as percentage of total government expenditure</td>
<td>21.4%</td>
</tr>
<tr>
<td>Estimated literacy rate, adult male</td>
<td>76%</td>
</tr>
<tr>
<td>Estimated literacy rate, adult female</td>
<td>54%</td>
</tr>
<tr>
<td>Gross primary enrollment ratio</td>
<td>140.87%*</td>
</tr>
<tr>
<td>Gross primary enrollment ratio, male</td>
<td>145.66%*</td>
</tr>
<tr>
<td>Gross primary enrollment ratio, female</td>
<td>136.08%*</td>
</tr>
<tr>
<td>Net primary enrollment ratio</td>
<td>87.3%</td>
</tr>
<tr>
<td>Private enrollment as percentage of total enrollment (primary)</td>
<td>4.7%</td>
</tr>
<tr>
<td>Pupil-teacher ratio (primary)</td>
<td>60*</td>
</tr>
<tr>
<td>Percentage of female teacher (primary)</td>
<td>35%</td>
</tr>
</tbody>
</table>

Sources:

---

Alleviating Poverty

Poverty alleviation and equity have clearly become the first priority of all development partners. Henceforth, development aid must reconcile the objectives for growth and the efforts to reduce poverty. Countries are therefore urged to develop poverty reduction strategies into which sectoral policies are integrated.

Contrary to popular belief, four decades of development assistance have shown that there is no clear link between aid, economic growth and human development. In many respects, aid and poverty have functioned as independent variables. In fact, throughout this entire period, even occasionally massive aid has had very little or no effect on the lives and livelihood of society’s most disadvantaged populations.

This complete inability to eliminate poverty results not only from weak growth but also from the incapacity to redistribute whatever fruits of growth there have been. A profound change is needed in the definition of development. GNP, while essential, is no longer an end in itself but rather must be associated with policies for redistributing wealth towards the poorest. The Poverty Reduction Strategy Papers (PRSP) process, which makes social budgets its priority, seeks to establish a solid link between economic growth and poverty reduction. It makes it possible to establish a consensus on sectoral policies as part of the macro-economic and financial framework to guarantee sustainable growth. The issue here is also to define strategies for rebuilding and developing education systems that have the greatest impact on poverty reduction.

Education, growth and the struggle against poverty

At the macroeconomic level, education investment plays a key role in economic growth. Education increases productivity and revenues by improving employment opportunities. From this standpoint, policies for free access to basic education for society’s poorest populations constitute an effective means of reducing inequalities, especially because they redistribute resources. They allow the poorest people to be integrated into economic activities and thus to contribute to growth.

The Dakar Framework for Action on Education for All emphasized the central role of education as an engine for reducing poverty and the need to link it with national strategies to combat poverty, together with debt reduction activities. For African ministers of education, this change has created a new situation. The coherent articulation of macro-economic policy and sector-wide policies requires new approaches to education policy.

Incorporating education into PRSPs

Implementing PRSPs has five important implications:

Poverty Reduction Strategy Papers (PRSPs)

In September 1999, the World Bank and the International Monetary Fund (IMF) decided that the participatory strategies process carried out by countries to reduce poverty should serve as a basis for foreign aid and debt relief within the framework of the Heavily Indebted Poor Countries (HIPC) Initiative. This approach has led to the development of Poverty Reduction Strategy Papers (PRSPs).

The basic principle underlying PRSPs is that the needs of the poor must appear in the forefront of public discussion, because poverty and inequity continue to afflict large numbers of developing countries. Each PRSP should describe: the macro-economic structural and social policies developed by a country to enhance economic growth and reduce poverty; the associated external financing needs; and major sources of financing.

PRSPs must adhere to certain principles. They should be:
• Country-based and involve broad participation from the public and private sectors;
• Results-oriented, and in particular, beneficial to the poor;
• Have a global apprehension of poverty and its underlying causes;
• Point towards public actions which are likely to have the most beneficial impact on poverty;
• Set up indicators for results, which will be implemented and monitored through a participatory process.

For more information on PRSPs, consult the World Bank website:
http://www.worldbank.org/prsp
**Development Cooperation**

- **Responsibility, ownership and participation**: Governments are responsible for carrying out educational policy defined through a negotiation process in close cooperation with all education partners and users.
- **Sectoral approach**: Only a sectoral approach gives a general view of all aspects of the education system (economic, financial, organizational, pedagogical), making it easier to link a diagnosis of the sector with the definition of strategies and action plans, spending programs and monitoring results. A sectoral approach requires a long-term perspective that allows decision-makers to anticipate fluctuations and to regulate in terms of enrollment objectives at each level of the system. SFCP offers this perspective in that it takes a medium-term view.
- **Financing education policies**: By placing sectoral policies in a macro-economic and financial context, the PRSP process emphasizes their financial dimension. Depending on the total resource envelope available, intersectoral budgets can be negotiated around sectoral priorities, the effectiveness of public spending and the absorption capacity. This ensures sustainable long-term financing for the education policies that are adopted.
- **Improving the efficiency of the system**: Increasing educational expenditure is not enough. Studies have shown that for comparable spending, there are great differences in performance between systems that stem partly from the way resources are allocated, which means that significant gains in internal efficiency are in fact possible. Structural reforms are necessary to make unit costs compatible with the sustainable development of the education system.
- **Emphasizing basic education**: Numerous analyses have shown that spending for basic education has the greatest impact on growth and poverty reduction. Reallocating resources within the sector for basic education contributes effectively to improved performance of the education system.

The SFRP process seeks to make countries responsible for defining and implementing their development programs. Once they have been negotiated and adopted, sector policies become the responsibility of the government, which ensures their implementation. They thus serve as a general intervention framework for the development partners.

**Based on a Presentation**


---

**In memory of Akintola Fatoyinbo**

The death of Akintola Fatoyinbo, our friend and colleague, has profoundly shocked ADEA. Akin died suddenly of a heart attack on December 1, 2002, in Dar-es-Salaam as he was getting ready to hold a training workshop for journalists who had come to cover the Eighth Conference of African Ministers of Education (MINEDAF).

Akin started working with ADEA in 1997 as a press officer during ADEA’s Biennial Meetings. He then became the coordinator of the ADEA Working Group on Communication for Education and Development (COMED). Since its creation in 1998, COMED has trained over 200 African journalists and communication officers working in ministries of education. Akin was also very much involved in the Africa Education Journalism Award, which was created in 2001 within the framework of the COMED program. The award recognizes the best articles on education written by African journalists and published in African newspapers.

While he was working for ADEA, Akin was also senior communication specialist for the World Bank, for which he had worked for over 20 years. Among his numerous professional activities, Akin coordinated distance education learning courses in investigative journalism and economic and financial journalism. As an active member of the Commonwealth Press Union, he also organized several courses for editors and media owners in Nigeria and other countries, on issues such as new information and communication technologies and freedom of the press. From 1990 to 1995, Akin worked for UNESCO as chief technical advisor and project coordinator for the West African News Agencies Development project. The project eventually gave birth to the West African News Media and Development Center (WANAD) for which he had been secretary general since 1995. Before joining UN organizations Akin was senior editor for Radio Deutsche Welle in Germany, and he served as director for Africa for the Interpress Third World News Agency (IPS). Akin was trained in journalism and communication. A citizen of Nigeria, he was born on February 12, 1943 in Ilesa, where he now rests.

A firm believer that communication had an important role to play in education and development in Africa, Akintola Fatoyinbo was totally dedicated to his work. ADEA pays homage to his dedication and to his exceptional human and professional qualities by renaming the Africa Education Journalism Award [see page 16] in his honor as the

**Akintola Fatoyinbo**

**Africa Education Journalism Award**
The HIPC Initiative

The Heavily Indebted Poor Countries (HIPC) Initiative seeks to reduce the external debt of the poorest, most heavily indebted countries by placing debt relief within the framework of a strategy for poverty reduction. Twenty-three African countries are concerned. How can these resources be directed to education?

In order to be able to mobilize and invest additional resources for the education sector, African countries must break away from the vicious circle of poverty and debt. Launched in 1996 by the World Bank and the International Monetary Fund (IMF), the HIPC Initiative is a unique opportunity for African countries to reduce the external debt of the poorest countries. In 1999, following the G7 meeting in Cologne, the idea emerged and took shape that the resources freed up each year by forgiving debt obligations should be invested in actions and programs designed to reduce poverty. Countries would be offered debt relief, subject to certain conditions. In particular, they would have to: (i) meet the eligibility criteria (low per capita income, debt too high in relation to exports, annual debt service highly exceeding resources); (ii) have an acceptable democratic political environment (elections, press, trade unions); (iii) have achieved a minimal level of macroeconomic stability; and (iv) have developed and begun to implement a poverty-reduction strategy.

Today, forty-one countries, including 33 in Africa, are considered to meet the criteria for both income level and debt burden. Four of these countries (two in Africa) are considered to have sufficient resources to cope reasonably with their debt repayment schedules, and thus have not been selected for the HIPC initiative. This lowers the number of eligible countries to 37, of which 31 are in Africa. Of these, 23 African countries have reached the “decision point”: Benin, Burkina Faso, Cameroon, Chad, Côte d’Ivoire, Ethiopia, Gambia, Ghana, Guinea, Guinea Bissau, Madagascar, Malawi, Mali, Mauritania, Mozambique, Niger, Uganda, Rwanda, São Tomé and Príncipe, Senegal, Sierra Leone, Tanzania, and Zambia. The following countries have not yet reached the “decision point”: Burundi, Central African Republic, Democratic Republic of Congo, Congo, Liberia, Somalia, Sudan and Togo.

Despite the great differences between countries, the majority of them are likely to allocate substantial resources to the education sector. However, it will still be necessary for the sector to demonstrate that it can reduce poverty, because other sectors will inevitably compete for HIPC resources. This is an exceptional two-fold challenge for the education sector: first, to obtain some of the resources made available by debt relief; and second and especially, to use them in an efficient, equitable manner.

Studies have shown that the educational systems of most of the African HIPC countries could make appreciably better use (in terms of efficiency and equity) of public resources. The current context permits a major qualitative change in the approach to how educational systems function. This requires substantial efforts in terms of functional analyses of educational systems and, in particular, an analysis of why African countries, particularly in French-speaking Africa, have had less success than their Asian and Latin American counterparts in making public resources yield tangible results for their populations and economies.

The additional resources should not be used merely to enlarge existing systems, but rather to create tangible improvements for the population. This requirement applies, of course, to the HIPC countries themselves, but also to their development partners that have supported these countries for some 30 years and therefore bear some responsibility for the inefficient and inequitable use of the national resources for education. These failures explain why the project-based approach has been criticized, since it has tended to finance activities that have only marginally influenced the functioning of national systems and have no real impact on the systems’ fundamental structure. In this regard, it is worth noting that foreign aid amounts to less than 10% of national public financing and even less when private contributions are taken into account.

The stimulating effect of debt reduction, in conjunction with the role played by civil society, favors structural decisions that would have been difficult to make under other circumstances.


1. The following countries have reached the decision point: Benin, Burkina Faso, Cameroon, Chad, Côte d’Ivoire, Ethiopia, Gambia, Ghana, Guinea, Guinea Bissau, Madagascar, Malawi, Mali, Mauritania, Mozambique, Niger, Uganda, Rwanda, São Tomé and Príncipe, Senegal, Sierra Leone, Tanzania, and Zambia. The following countries have not yet reached the “decision point”: Burundi, Central African Republic, Democratic Republic of Congo, Congo, Liberia, Somalia, Sudan and Togo.

2. The decision point is materialized by a document which examines the characteristics and volume of debt relief as well as the conditions that the country will have to meet before the initiative is implemented.

To order the ADEA Newsletter, Vol. 13, No. 2 (April-June 2001) on debt and education, contact the ADEA Secretariat, Publications. The Newsletter can also be downloaded from the ADEA Web Site: www.adeanet.org
The New Partnership for African Development (NEPAD)

NEPAD is an initiative of African heads of state that seeks to bring a solution to Africa’s problems of under-development, poverty and exclusion. The Minister of Education of Nigeria and member of the ADEA Bureau of Ministers, maps out NEPAD’s major priorities and objectives, explains why the continent must respond quickly and profoundly.

Why NEPAD?

Many people legitimately wonder why Africa needs NEPAD when it is drowning in failed initiatives, including the 1980 Lagos Plan of Action, the Structural Adjustment Program (SAP) of 1986, the 1991 Abuja Treaty, and so on. Despite its natural resources, Africa is the least developed, most indebted continent, the most marginalized in the globalization process, and the most infected with HIV/AIDS. We account for less than 2% of world trade and 1% of foreign direct investment. Poverty is higher in Africa than in any other region in the world. Two out of every five Africans live below the poverty line, with an income of less than 20 dollars a month. Half of Africa’s school-age children are out of school. Twenty-six African conflicts have occurred since 1963 and have affected 61 percent of the population. Today, 21% of Africa’s peoples live amid war and in conflict. Forty years after independence, Africa is still struggling with such easily controlled diseases as malaria and diarrhea. And the African economy remains dependent.

Given this catalogue of woes, African leaders now claim that the continent must respond quickly and profoundly. NEPAD was designed to be the answer to our problems.

What makes NEPAD different?

NEPAD has the following features, which distinguish it from other initiatives:

- It is an African-led, African-owned, and African-managed development program.
- It uses a comprehensive, cooperative, holistic approach to solving Africa’s many challenges.
- It recognizes and confirms the centrality of peace, security, and stability of African nations as preconditions for all sustainable human development.
- It aims at promoting popular participation in the development process.
- It emphasizes the importance of engaging development partners on African’s terms;
- It has the commitment of African political leaders at the highest levels.
Africa’s Development (NEPAD)

The initiative is based on a common vision and on the firm belief that Africa must develop its own program for development. Hon. Babalola Borishade, the initiative is unique and highlights major developments since it was launched in July 2001.

Objectives and expected outcomes

The NEPAD Initiative seeks to:

- Create an environment that is conducive to economic growth and development in every African country and on the continent as a whole by enhancing political and economic governance;
- Reduce poverty and improve incomes and the quality of life for the greatest number of people;
- Accelerate economic integration and reduce the costs and risks of doing business;
- Increase economic output and productivity by accelerating the development of agriculture and diversifying the structure of the African economy;
- Mobilize additional capital and technical resources;
- Address the marginalization of African economies in the globalization process.

Under NEPAD, Africa is promising itself and the rest of the world to commit to good governance, democracy, transparency, and accountability. NEPAD also demonstrates the willingness and the commitment of the current political leaders in Africa to confront head-on our much-needed, socio-economic transformation.

First and foremost, peace and security in Africa are the most important expected results. We are also working to establish good governance in our countries, the rule of law and clear electoral practices. We also want good economic governance. We will develop our own code of conduct but one that does not adopt the perspective of the IMF or the World Bank. A monitoring system will be created and guidelines will be established so that countries can be assessed annually on how they have performed on good governance.

We expect these strategies to have the following outcomes:

- Economic growth and development and increased employment;
- Reduced poverty and inequality;
- Diversified productive activities, enhanced international competitiveness and increased exports;
- Increased African integration.

We must identify the operational challenges associated with implementing the NEPAD process and faithfully implement the plan of action, particularly the sector priorities and mobilization of resources.

Dialogue and partnership

NEPAD will operate at two levels. Internationally, there will be a dialogue with the developed-country partners and international financial institutions. At the regional level, African leaders will dialogue with one another, promote their joint ventures, and encourage countries to develop projects together.

Results to date

African leaders have committed to the following:

- Strengthening conflict-prevention mechanisms;
- Promoting and protecting democracy and human rights;
- Restoring and maintaining macroeconomic stability;
- Establishing transparent frameworks for financial markets and private and public sector audits;
- Revitalizing and extending education, technical training and health services;
- Promoting the role of women in social economic development;
- Enhancing government’s capacity to establish, enforce, and maintain law and order;
- Promoting infrastructure and product and export diversification.

Priority sectors have been assigned to the five NEPAD initiating countries—Nigeria, South Africa, Senegal, Algeria, and Egypt—which is to develop a program of action in the sectors assigned to it. Moreover, a code of good political governance is being developed and a series of meetings and conferences with the involved parties has been organized in the different sectors.

The implications for education

Human resources development is a priority. Three broad areas are being targeted: poverty reduction, bridging the education gap, and reversing the brain drain. Poverty among women and empowering the poor will receive particular attention.

To bridge the education gap, African countries will work with development agencies and multilateral institutions to ensure that the International Development Goal (IDG) of achieving universal primary education by 2015 is realized. Other priorities include improving the quality of education, access to informa-
“NEPAD is a message of immense hope and an opportunity for transforming Africa. As African Ministers of Education, we must take the lead in ensuring that we meet our goals and aspirations under NEPAD. Education is the bedrock of development and will make it possible for all the other sectors to develop.”

Mobilizing resources

Let me now move to the important issue of mobilizing resources. NEPAD proposes the following:

- A Capital Flows Initiative based on improved governance and focusing on increasing domestic resource mobilization, debt relief, overseas development assistance (ODA) reforms, and increased private capital flows to Africa;
- A Market Access Initiative that focuses on diversified production, mining, tourism, development of industry, services and the private sector, promoting African exports, and removing of tariff and customs barriers.

Concerning the strategies planned for debt relief and ODA reforms, NEPAD considers that the present debt-relief situation is fiscally unsustainable even for medium-income African countries such as Nigeria. Africa needs enough resources to outgrow its underdevelopment. NEPAD targets total debt forgiveness and will establish a forum in which African countries can share their experience and mobilize to improve debt relief strategies.

Concerning outside development assistance, NEPAD seeks to increase flows in the medium term and to create measures to ensure that flows are more effectively utilized by recipient African countries. NEPAD will establish an ODA forum of African countries to develop a common position on ODA reform and, together with the OECD Development Assistance Committee and other donors, will engage in developing a charter. Furthermore, NEPAD will support the African Economic Commission’s effort to establish a learning group for the strategic frameworks for poverty reduction.

A hopeful message for changing Africa

NEPAD is a message of immense hope and an opportunity for transforming Africa. It is a pledge by African leaders to address in a comprehensive manner the development needs of Africa and to facilitate Africa’s effective participation in the processes of globalization and of integration in the world economy, both of which are critical for global stability and progress.

As African Ministers of Education, we must take the lead in ensuring that we meet our goals and aspirations under NEPAD. Education is the bedrock of development and will make it possible for all the other sectors to develop.

Based on a presentation by Hon. Professor Abraham Babalola Borishade Minister of Education Federal Ministry of Education Nigeria

1. NEPAD, paper presented at the ADEA Steering Committee Seminar on the new context of cooperation for education in Africa (Chantilly, April 2-4, 2002).
Development Cooperation

G8 Supports NEPAD and Education for All

From their outset, the G8 meetings have addressed international economic and political issues, in which the situation of developing countries plays an important role. Education and the questions concerning Africa are two of the many areas of G8 discussion, for which two working groups have been created.

Support for NEPAD

The heads of state of the eight most industrialized democracies and the representatives of the European Union, meeting with African leaders, enthusiastically welcomed the New Partnership for Africa’s Development (NEPAD).

To demonstrate their support, the G8 countries have committed to:
- Promote peace and security;
- Strengthen institutions and governance;
- Develop trade, investments, and economic growth;
- Establish a debt-relief policy;
- Promote and improve education;
- Improve health and the struggle against HIV/AIDS;
- Increase agricultural productivity;
- Improve water resource management.

Support for education

At the 2000 Genoa Meeting, the G8 heads of state decided to create a task force on education to advise on how best to pursue the Dakar goals (EFA) together with developing countries, relevant international organizations and other major stakeholders. The task force will also work with UNESCO, the World Bank, UNDP, OECD and the IMF, developed countries, NGOs, the private sector and the academic scientific research community. The G8 insists on the need for greater cooperation among all involved, for creating a synergy among the different development strategies, and for organizing a coherent international response. The task force will focus on issues related to policies and their implementation and on the strengthening of capacities. It will also stress the importance of ownership and the need to involve civil society.

The current draft report is likely to focus on the following:
- Education, peace and equity;
- The integration of the different processes (EFA, the strategic frameworks for reducing poverty, the UN master plan for development aid);
- Capacity, particularly for piloting the EFA process and statistics;
- Resources.

The G8 insists on the need for greater cooperation among all involved, for creating a synergy among the different development strategies, and for organizing a coherent international response. The task force will focus on issues related to policies and their implementation and on the strengthening of capacities. It will also stress the importance of ownership and the need to involve civil society.

The European Union position

The EU position concerning aid to education in Africa can be summarized as encouraging the following:
- Better coordination among international institutions and bilateral donors to increase the predictability of aid resources;
- Work in a sustained way to improve the efficiency of education systems by supporting sector-wide strategies and national plans for Education for All; the improvement of teachers’ working conditions; better management of pupil numbers and unit costs; the adaptation of current educational systems to the needs of society and the economy; the strengthening of sector-wide analysis capacities; and, the development of result-based indicators.
- Improve financial mobilization in the international community; consolidate all available external funding for education and ensure that freed HIPC funds are rationally used.
- Improve the EFA monitoring and reporting process by increasing the capacity of the UNESCO Institute of Statistics as well as the information and statistical capacities at the country level;
- Focus on certain key areas, including girls’ access to education, new technologies, AIDS and education.

The EU also encourages the development of sector-wide approaches and the harmonization of standards and administrative procedures. The OECD Development Aid Committee has undertaken a long-term initiative to establish standardized procedures. EU education experts have adopted a code for education sector funders. The proposal presented by the Commission encourages the same type of partnership with donors in the framework of EFA initiatives and national sector policies.

Based on a presentation by Jose Paniagua, European Union

1 The G8 Working Group on Education, paper presented at the ADEA Steering Committee seminar on the new context of cooperation for education in Africa (Chantilly, April 2-4, 2002).
The Association for the Development of Education in Africa is convinced that one effective way to promote the development of education is to encourage public debate. By discussing the issues and problems facing education systems, the media can stimulate public interest such that the public can play a real role in development. ADEA is committed to this approach. At its Biennial meeting in October 2001 in Arusha, Tanzania, it therefore inaugurated a prize to recognize the best education articles appearing in the African press.

The first round of awards

The inaugural award process elicited 206 articles from 21 countries, 38 newspapers and 113 African journalists. Most submissions were general articles dealing with daily school life and the “crisis” of the education system (dropouts, strikes, violence, etc.), education for all and alternative forms of education. Few articles dealt with HIV/AIDS (only three in French and two in English), instruction in national languages and education as a factor for development (no articles in English) despite the high relevance of these themes. No articles dealt with education financing. There was one noteworthy difference between the English and French press: the French media included 14 articles on teaching conditions, whereas English-language journalists were more interested in the problems facing education policy and school management.

An initial selection stage whittled the 206 submissions to 60 articles, For the French-language press, the first prize was awarded to Rose Akakpo (Benin) from Le point au quotidien and the second prize went to Didier Semanyezi (Rwanda) from La nouvelle relève.

In her article “Revaloriser la fonction enseignante” (“Raising the Prestige of Teaching”), Rose Akakpo raised the problem of the lack of respect for teachers:

“...De la période coloniale à l’indépendance, ceux qui assuraient la fonction enseignante étaient peu nombreux et étaient des cadres supérieurs salariés... Aujourd’hui, les écoles et collèges se sont multipliés, avec des maîtres et des professeurs qui ne sont pas toujours qualifiés, avec des salaires et des conditions de travail dégradées. ...L’image du maître est associée à celle d’un précepteur mal payé, parfois contesté sur le terrain de sa compétence et sur celui de sa position sociale... L’enseignement est devenu le parent pauvre des emplois et des activités rémunératrices... On entend souvent les élèves dire : « Moi je ne veux pas enseigner ». ...Devenu un homme ordinaire et même parfois nécessaire, l’enseignant voit sa compétence et son autorité remises en cause... Comment respecter quelqu’un qui exerce un métier que l’on juge dégradant ?...”

(Le point au quotidien, April 9, 2002)

In “La non-scolarisation des filles au Rwanda n’est pas un mythe” (“The Non-Enrollment of Girls in Rwanda is Not a Myth”), Didier Semanyezi explored the socio-cultural reasons behind low enrollment rates of girls in Rwanda:

“...La fille a des problèmes qui lui sont spécifiques: son abandon est plus marqué dans la dernière partie du primaire et son taux de réussite au concours à la fin du primaire est plus bas que celui des garçons. Les raisons de cette faiblesse tiennent en partie à l’environnement socioculturel qui la confine dans son rôle de future femme et mère et ne reconnaît pas l’égalité des sexes ; et à ses parents qui favorisent son exploitation par les travaux domestiques, ne lui accordent pas suffisamment de temps pour ses études, et donnent la priorité au paiement des frais scolaires de leurs garçons. Les résultats scolaires montrent que les filles réussissent mieux que les garçons au cours du premier cycle de l’école primaire. Cela pourrait être le cas également à d’autres niveaux si les filles étaient maintenues à l’école et étaient dégagées du fardeau des travaux domestiques...”

(La nouvelle relève, N°441, March 2002)
In her article “How far can a meal go?”, Bukola Olatunji investigated the relevance of a free meal program recently set up in primary schools:

“...Eight-year-old Ibrahim Adeyemi, a primary one pupil of one of the public schools in Lagos State, smacks his lips, runs his tongue over his upper teeth to remove some bits and pieces and smiles broadly as he remarks: “It is sweet, we want it everyday.” He was referring to the soy-maize nuggets served him and his classmates, under the Lagos State Government’s novel free meal program... Governor Bola Tinubu had promised at the beginning of the year to serve primary pupils in Lagos Schools one free meal a day. The House of Assembly approved N1 billion in the budget to execute it... The program was flagged out on Children’s Day, May 27, 2001. The pilot project will last for only a month during which likely problem areas would be addressed, according to Sobowale. The Comet’s visit to some of the pilot schools revealed some of the problems that the Ministry of Education would do well to tackle quickly...”

(The Comet, June 21, 2001)

For the English-language press, first prize went to Bukola Olatunji (Nigeria) from The Comet and the second prize went to John Eremu (Uganda) from New Vision.

In “Is your certificate genuine or forged?”, John Eremu deplored the proliferation of falsified diplomas:

“...For a bit of money and the right connection, you can become a university graduate or possess an Ordinary and Advanced level certificate in just a matter of hours. Forget about toiling with books for ages to get the precious papers. It is now real. Crooks have invaded our education system. Getting academic certificates or transcripts has never been so easy. For as low as sh100,000 you can secure an “O” or “A” level certificate complete with results slips.... Of course it is not the original stuff from the Uganda National Examinations Board (UNEB) or other awarding institutions. But I bet. Present it to any returning officer and nomination is yours if you are an aspiring MP. Take it to any employer and I promise you will get the job if paper qualification is the only criteria being used for selection...”

(New Vision, October 1, 2001)

divided equally between French and English. Those articles that were eliminated did not meet editorial standards or were too short or not on accepted subjects. On May 29-30, 2002, a jury composed of education specialists and experienced journalists met in Cotonou, Benin, to make a final selection on the basis of relevance, journalistic objectivity and rigor in analyzing the subject, editorial quality, and originality. Two French articles and two English articles stood out for the quality of their analysis, investigation, exploration and explanation of the issues they took up. The winners of the first awards [see adjoining boxes] were from Benin and Nigeria (First Prize) and Uganda and Rwanda (Second Prize).

**General trends**

During this first round, the jury observed that much remains to be done to achieve high-quality education journalism, not only in terms of editorial quality, but also for the level of journalistic investigation. Most articles remain very descriptive and do not analyze problems in depth. The jury also noted that the journalists often lacked perspective on their subject. The Working Group on Communication and Education (COMED) will attempt to respond to these weaknesses by adapting its training workshops accordingly.

Together with their editors-in-chief, awards winners were invited to participate in a two-week study trip that took them to Paris, London, and Washington D.C., giving them an opportunity to participate in a training seminar on crucial issues facing education and to visit the major press groups partnering the award: Le Monde de l’éducation, Radio France Internationale and Le Monde interactif in Paris; the Times Education Supplement and the BBC in London; and the Washington Post in Washington, D.C. The journalists also had an opportunity to interview education and communications specialists at UNESCO and the World Bank. The training modules on education issues were prepared by the ADEA and the International Institute for Education Planning (IIEP), both of which are part of UNESCO. During the tour, the recipients were recognized in an official awards presentation ceremony, during which the first prize winners were awarded 2000 Euros and the second prize winners received 1000 Euros.

**Thanh-Hoa Desruelles**

COMMUNICATION AND PUBLICATIONS OFFICER

ADEA

1. Articles were received from the following French-speaking countries: Benin, Burkina Faso, Burundi, Cameroon, Côte d’Ivoire, Mauritius, Niger, the Democratic Republic of the Congo, Rwanda, Senegal, Chad, and Togo. Articles were received from the following English-speaking countries: South Africa, Ghana, Gambia, Kenya, Malawi, Nigeria, Uganda, Tanzania, and Zambia.
Senegal: A Strategy for Combating Poverty

In 2001, Senegal began a process of defining a strategy for combating poverty that involved all actors (public sector, civil society, development partners).

The initial results of the questionnaire on development indicators for Senegal (QUID)\(^1\) show that 53.9% of the population is poor. While these figures are high, they are significantly lower than those of the 2001 EPPS enquiry\(^2\) on poverty in Senegal that showed that 65% of the households surveyed considered themselves to be poor and 23% considered themselves to be very poor. The return of growth between 1995-2001 did not significantly reduce poverty. Consequently, Senegal undertook to define a poverty reduction strategy whose main documents result from a participatory process involving all actors — public and private sectors, civil society, development partners — and which unfolded over three phases.

### Preparatory phase

The undertaking began by making an exhaustive inventory of all civil society organizations and by implementing a program of visits to proximate organizations to inform them of the process, provide the terms of reference for the PRSP (Poverty Reduction Strategy Paper) and make them aware of the stakes of their participation in developing this document. During this phase, the technical committee also prepared a document assessing available data on poverty in Senegal. To do so, it contacted various ministries (Health, Planning, and Education) and the Center for Applied Economic Research. The document was presented during the seminar to launch the process of drafting the PRSP.

### Conception and approach phase

The National Launch Seminar for the PRSP drafting process was critical because it implicated the various actors in identifying the activities to carry out to produce the PRSP and to validate the TOR for the different modules being proposed.

More than 200 participants representing the various economic and social actors at national and regional levels were invited. They came from the state services, civil society (NGOs, unions, women’s associations, traditional authorities, associations of handicapped persons, training and research structures, public and private media, farmers’ organizations), the private sector and financial and technical partner organizations.

#### Defining the PRSP

**Five thematic groups** worked at the national level, on the basis of the written submissions made by the services of the technical ministries, civil society and resource persons. Workshops were organized to make it possible to engage in discussion and to establish a consensus on the major thrusts of the strategy and its priorities.

Regional services, presided by the governors, prepared **regional consultations** at which elected officials, civil society organizations and the local administration participated in number.

At the local level, **surveys of the perception of poverty** were carried out in urban areas and in villages in all regions so that the population could have a say on its living conditions and priorities. These workshops were important in that they made it possible for poor people to express themselves.

Some 250 people met in a national validation seminar to approve the provisional draft synthesis prepared by the technical committee.

### Priorities

The strategy for reducing poverty in Senegal dovetails with the vision of a New Partnership for the Development of Africa (NEPAD) and with the strategies identified during the preparatory work for the Tenth Plan for Economic and Social Development adapted for 2002-2007.

The major goals are to:

- Double per capita income by 2015 as part of a growing, balanced, well-distributed economy;
- Provide general access to essential social services by accelerating the creation of basic infrastructure;
- Eliminate all forms of exclusion in Senegal and achieve gender equality at all levels of primary and secondary education by 2015.

A study of the nature of poverty, its causes and characteristics, suggests that any strategy should be based on four fundamental levers:

- Creating wealth;
- Strengthening capacities and developing basic social services;
- Improving living conditions for populations at risk, and establishing plans for implementing and monitoring;
- Decentralizing assessment and participation.

The strategy also plans for an implementation, monitoring and evaluation plan that is decentralized and participatory.

### Education and poverty

The surveys show that the education level of heads of poor households is very low. In fact, 89 % of household heads in the first quintile have no schooling at all.
and only about 8% have received a basic education.

Basic education is not yet universal in Senegal. The unadjusted rate of enrollment in elementary school is about 70%, and more than half the population is illiterate (QUID, 2001). Education and training rates for women are particularly low, with a more than 70% rate of illiteracy compared to a 49% rate of illiteracy for men.

Unadjusted enrollment rates in primary schools improved between 1989/90 and 2000/2001 from 57% to 70% but the figures nonetheless remain too low. Moreover, the student/teacher ratio of 51:1 compared to an average of 44:1 in sub-Saharan Africa remains high, and despite some progress, the rate of girls’ enrollment in elementary schools remains relatively low at 46.5% in 2001, compared to 42.4% in 1992.

A literacy rate of 39.1% among people older than 15 (QUID, 2001) masks significant disparities among men (51.1%) and women (28.9%) and from region to region.

**Overall objectives**

In 1998, the government launched its ten-year program for education and training, which defined educational guidelines until 2010. The goals, which were reinforced by Education for All, are the following for the different levels of education:

- Generalize primary education by the year 2010;
- Reallocate 49% of the public education budget to primary education;
- Improve girls’ access and retention rates at all levels of education;
- Increase students’ access to secondary school;
- Improve the quality of education and university research.

The progress that has already been made in education and literacy should be continued to reach the education goals, particularly to:

- Increase enrollment rates in primary education from 70% in 2001, to 78% in 2003, to 93.7% in 2008;
- Increase girls’ enrollment by going from a girl/boy ratio of 80% in 2000 to 88% in 2003;
- Improve the quality of educational services system-wide;
- Reduce illiteracy rates by emphasizing the development of a sustainable literacy context.

**Which strategies should be adopted?**

Broadly put, the state shall try to create the conditions that will allow it to respond to the education needs of all young people and adults. It must ensure equal access to programs that seek to teach the learning and skills necessary for daily life. Non-formal education shall be supported by continuing to build facilities for youth and by developing appropriate training modules.

Government efforts shall be guided by the following principles:

- Diversified education options;
- Effective and coordinated partnerships;
- Greater decentralization and deconcentration;
- Quality education for all;
- Attainable higher standards of performance (quality);
- Transparent and efficient management.

Global strategies based on these guidelines apply to the optimal management of financial and material resources, a rational deployment of teachers, improved education programs, strengthening the educational network, the development of science and technical teaching, and greater use of new technologies.

**Based on a presentation**

**Thierno Seydou Niane**

Coordinator of the Monitoring Unit for the Program to Combat Poverty Minstry of Economy and Finance Senegal

---

1. Questionnaire on development indicators (Questionnaire unifié des indicateurs de développement)
2. Survey on poverty in Senegal (Enquêtes de perception de la pauvreté au Sénégal)
3. A strategy to fight poverty, paper presented at the ADEA Steering Committee Seminar on the new context of cooperation for education in Africa (Chantilly, April 2-4, 2002).
In a world where change is ongoing, where economies are driven by knowledge and where global integration is increasing, higher education can make a difference between a dynamic economy and a marginalized one. In a recent report, the World Bank urges countries to reconsider their systems of higher education.

The World Bank report, *Constructing Knowledge Societies: New Challenges for Tertiary Education*, calls on policymakers throughout the developing world to pursue the substantial opportunities that tertiary education, in combination with knowledge networks and new technologies, now offers for raising national productivity and contributing to economic growth.

**What are the challenges?**

To reap these benefits, policymakers will need to tackle a mix of old and new challenges that encumber the path to better tertiary education. On the one hand, most developing and transition countries continue to wrestle with longstanding issues of access, equity, and quality. The fundamental question is: How can we expand coverage, reduce inequalities of access and outcomes, and improve educational quality and relevance in financially sustainable ways? Other challenges concern the needs for more autonomous governance and more professional management. On the other hand, this already formidable agenda is now compounded by new opportunities (and risks) generated by today’s changing landscape for tertiary education. At their best, these new developments present countries with opportunities to use networks and technologies for leapfrogging along the development continuum. But at their worst, they may lead to growing knowledge gulfs, digital divides, and eventual income rifts between countries that do and do not rise to these new challenges.

What, specifically, are these new developments? First, knowledge accumulation and application have become major drivers of economic development in the 21st century and increasingly lie at the core of a country’s competitive advantage. In this context, the role of tertiary education has become more powerful than before in the construction of knowledge economies and democratic societies. Second, the information, communications, and technological (ICT) revolution is enabling countries to generate and use knowledge more rapidly and efficiently. Third, market forces in tertiary education are rising, with new providers of tertiary education appearing to challenge the monopoly of traditional residential institutions. These new providers operate in a “borderless” education environment and employ radically transformed modes of organization and delivery based on ICT applications. Fourth, global labor markets are emerging for advanced human capital. Along with them comes the risk of increased international competition for skilled professionals and the associated brain drain.

**What role should governments play?**

The report urges governments to help their tertiary education institutions to become more innovative and responsive to the requirements of a globally competitive knowledge economy. Three justifications underpin continued public support for higher learning systems. First, tertiary education investments generate major external benefits to society, including long-term returns from basic research, technology applications, and greater

---

**Forces for Change in Tertiary Education**

social cohesion that are crucial for economic development. Second, qualified secondary graduates who may be disadvantaged by their socio-economic status, gender, or ethnic background often require some type of equity intervention by government in order to facilitate their access to further learning opportunities. Finally, tertiary education plays a key role in supporting the expansion of basic and secondary education.

The rise of market forces is a key factor that increasingly affects the state’s role in tertiary education. In response to market dynamics, public funding is being distributed in new ways through various types of funding formulae. New financing strategies seek to generate income from institutional assets, mobilize additional revenues from students and their families, and encourage contributions from institutional partners or third-parties. Importantly, public funding is increasingly supplemented by non-public sources. Many governments have encouraged the creation of private institutions to ease pressures on the public purse and satisfy pent up demands for access. In numerous countries, private institutions have opened up options for students—albeit only those able to pay or eligible to borrow—while prompting public universities to innovate and modernize. As a result, public institutions are striving for greater responsiveness to the changing training needs of employers and to the evolving educational demands of students, all of which contribute to a more productive labor force.

The role of government in tertiary education is therefore one of guiding the system in response to global and local changes. In this process, there are essentially three governmental responsibilities:

- **Shape a coherent policy framework.** Proactive, meaningful reforms—rooted in a clear long-term vision for tertiary education—will be needed for countries to take advantage of the opportunities presented by the knowledge economy and the ICT revolution.

- **Provide an enabling regulatory environment.** Key dimensions of such regulation, aimed at fostering institutional innovation and stimulating the private provision of education, are the rules for establishing new institutions (including virtual universities); quality assurance mechanisms; financial accountability for public institutions; and intellectual property rights.

- **Offer appropriate financial incentives.** Mechanisms that steer institutions towards quality, efficiency, and equity goals include budget allocation formulae linking resources to institutional performance; inducements for resource mobilization by institutions; competitive funds for investments in quality improvement; and student financial assistance programs.

JAMIL SALMI
COORDINATOR OF THE TERTIARY EDUCATION THEMATIC GROUP
WORLD BANK

Copies of this report may be obtained by e-mail request from: eservice@worldbank.org.

### Strategic Options for Higher Education

**Transition economies (Eastern Europe and Central Asia)**

- Introduce more flexible, less specialized programs.
- Shorten the cycle of programs.
- Design a more adaptable regulatory framework.

**Low-income countries**

- Plan public financing systems that incite institutions to respond to the market demand for quality and diversity.
- Strengthen management capacity and improve primary and secondary education, including teacher and school heads training.
- Increase the production of qualified professionals and technicians using a combination of public and private non-university institutions.
- Invest in advanced research and training in areas with comparative advantages.

**Small countries**

- Establish sub-regional partnerships with small neighboring countries to create a network university.
- Create strategically designed institutions of higher education to meet the most urgent training/competences.
- Negotiate franchise partnerships among governments and outside higher education providers.
- Authorize (under certain conditions) distance education by reputable international provider.
WG on Education Statistics (WGES)

Dr. Ko-Chih Tung, who has served as coordinator of the Working Group on Education Statistics, has left Africa to join the UNESCO Institute of Statistics in the Asian region. ADEA thanks Dr. Ko-Chih Tung for his remarkable contributions to WGES and the NESIS project. His enthusiasm, commitment and expertise will be missed greatly. ADEA welcomes Mr. Glory J.T. Makwati, acting Working Group Coordinator. For information on WGES, contact Glory Makwati, in Harare, Zimbabwe, tel: +263/4 33 22 22, e-mail: gmakwati@unesco.co.zw

WG on Early Childhood Development (WGECD)

The 2nd International Conference on Early Childhood Development (ECD) was held in Asmara, October 28-31, 2002. The Asmara Conference was organized by the State of Eritrea in collaboration with the World Bank, UNICEF, and the ADEA Working Group on Early Childhood Development (WGECD). The central theme of the conference was “Early Childhood Interventions: What Works and Experiences Learned.” Issues related to policy development, integrated ECD planning, effective community approaches and practices, disadvantaged children and indigenous knowledge and child upbringing were discussed. WGECD was mandated to follow-up on the Asmara recommendations. For more information, consult the ADEA web site: http://www.adeanet.org/workgroups/en_wgecd.html

WG COMED

The Working Group on Communication for Education and Development (COMED) organized media coverage activities for two important conferences: The 2nd International Conference on Early Childhood Development (ECD) in Asmara (October 28-31, 2002) and the Conference of Ministers of Education of African Member States—Minedaf VIII in Dar-es-Salaam, Tanzania (December 2-6, 2002). Training workshops for journalists covering the events were organized at both conferences. For further information, contact Professor Alfred Opobor, Cotonou Benin, e-mail: comed@wanad.org, tel: +229/31 34 54

ADEA Study on Quality

ADEA has set up an ad-hoc group to lead a study entitled “The Challenge of Learning: Improving the Quality of Basic Education in sub-Saharan Africa.” The study will promote the exchange of experiences and knowledge on educational quality for which ADEA is enlisting the active participation of countries, Working Groups, agencies, NGOs and other ADEA partners. Country case studies will be a centerpiece of the exercise. Several countries have already submitted proposals. The results of the study will be presented at ADEA’s 2003 Biennial Meeting. For further information, contact Charlotte Sedel, e-mail: c.sedel@iiep.unesco.org

Africa Education Journalism Award

The 2003 edition of the Africa Education Journalism Award was launched October 29 in Asmara, Eritrea, during the Second International Conference on Early Childhood Development. ADEA Executive Secretary, Mamadou Ndoye, officially declared the competition open in the presence of Hon. Osman Saleh, Minister of Education of Eritrea. For further information, contact Thanh-Hoa Desruelles, e-mail: th.desruelles@iiep.unesco.org or Pascal Hoba, e-mail: p.hoba@iiep.unesco.org

WG on Distance Education and Open Learning (WGDEOL)

A Memorandum of Understanding has been signed between the Ministry of Education and Scientific Research of Mauritius and UNESCO-BREDA to co-lead the Working Group on Distance Education and Open Learning. WGDEOL is about to conduct a stock-taking review of promising distance education programs. For further information, contact Anand Rumajogee, at Réduit, Mauritius, tel: +230/ 467 8809, e-mail: arumajog@intnet.mu

ADEA Secretariat

In November 2002 a new program officer joined the ADEA Secretariat. Mr. Joris Van Bommel, from the Netherlands, can be contacted at: tel: +33/145 03 77 79, e-mail: j.vanbommel@iiep.unesco.org

WG on Finance and Education (WGFE)

The Working Group on Finance and Education (WGFE) organized a workshop to review its training manual on education financing and budget. The revised manual will integrate new developments in education financing, budget and planning as well as new education policy orientations. For further information, contact Cherif Mohamed Diarra, WGFE Coordinator in Dakar, Senegal, tel: +221/825 9822, e-mail: mohamed.diarra@codesria.sn
Partnerships between ministries of education and international funding and technical assistance agencies: The case of Mozambique

Mozambique represents one of the earliest experiences of a SWAp in the education sector, and thus the January 2002 paper by Tuomas Takala and Mmantsetsa Marope on its use is important. Moreover, it presents a range of perspectives—ministry officials and various international agencies—on Mozambique’s Education Sector Strategic Plan (ESSP) for 1999-2003, which became the “conducive context” for a SWAp. The paper is based largely on interviews that the authors conducted in 1999, and updated by their findings in late 2001, based on research by T. Takala.

The ESSP was generated during the early 1990s and was first documented in 1995. Implementation began in 1999, after its approval by the ministry of education (MINED) and its acceptance by the international donor community. During its first five-year period, the total cost of the ESSP is estimated at $700 million, of which 25 percent comes from foreign funding.

A key factor in the development of the SWAp has been the attention paid to the partnerships between the MINED and international agencies and among those agencies. Many, but not all, of those interviewed define these partnerships as more than simply procedural—financial and administrative. Partnerships also have moral and ethical dimensions: “trust, mutual respect, reciprocity of understanding, clarity of communication, a textured understanding of contexts, sustained dialogue, etc.” Indeed, the strength of these partnerships and the resolution among partners not to revert to a project-assistance approach seems to have girded the institutional development of the ESSP. Issues with which partners continue to wrestle revolve around the balance of group power. The most positive view—and that accepted by the authors—is that the MINED has gained the capacity over time to take the lead in strategizing and that it calls upon international agencies for assistance, as it sees fit. Another (lone) point of view is that the international community has long since manipulated the process toward its Western orientation, yet the partners fail to see this. A third perspective is that international agencies struggle among themselves for influence and that the World Bank, by virtue of its expertise in financing and other matters and its leveraging of large sums, generally prevails, to the consternation of some less well-endowed bilateral assistance agencies.

A number of events have strengthened the SWAp in Mozambique. Acknowledging their lack of capacity in educational planning, some high-level MINED officials attended a course offered by the International Institute of Educational Planning (IIEP) at UNESCO in Paris. Also, when international agencies hesitated to fund what they perceived as weak government structures for financial management, the partners created an alternative, separate bank account, the use of which parallels government procedures. A third institutional change was the development of a reporting and communications structure that allows the MINED to determine the research and information it needs and then to commission reports from the international agencies, rather than relying on what those agencies choose to study.

Though the report is informative and insightful, it is weak in its virtual demonization of the project assistance approach (listing ten well-known flaws, including the difficulties inherent in multiple international agency accounting and reporting requirements, fragmentation of programming, and others). The tension seems to be in moving from the bad, old project assistance approach to the good, new SWAp, without adequately considering the fundamental difficulties of the latter. One of these, which the MINED is working hard to overcome, is the relatively weak capacity of government, as one of many partners, to take full responsibility. Another, which appears to remain strong in Mozambique, is the perceived power and authority of multi-national supporters, particularly the World Bank—a perception that is strongly portrayed in this paper. In their concluding remarks, the authors themselves argue “whatever the difficulties in realising the sector-wide approach... there can be no justification for reverting back to the situation where the project mode was the order of the day... in other words it is difficult to conceive of an alternative way in which external support could have a significant and sustainable impact on educational development.”

**ADEA Activities**

**February 6-7, 2003**  
WG on Early Childhood Development (WGECID)  
Sub-regional meeting on the Policy studies project in three countries:  
Burkina Faso, Mauritania and Senegal  
Dakar, Senegal

**February 15-19, 2003**  
WG on Finance and Education (WGFE)  
National training seminar on budgeting and educational planning  
Djibouti

**February 24-26, 2003**  
WG on Education Sector Analysis (WGESA)  
Seminar: Capacity-building in sector analysis  
Cotonou, Benin

**February 27-28, 2003**  
WG on Education Sector Analysis (WGESA)  
Meeting of the Steering Committee  
Cotonou, Benin

**March, 2003**  
WG on the Teaching Profession (WGTP)  
Meeting to discuss a plan of action to merge the francophone and anglophone groups  
Nairobi, Kenya

**March 10-14, 2003**  
Working Group on Education Statistics (WGES)  
Training workshop in website creation for southern African countries  
Harare, Zimbabwe

**April 2-4, 2003**  
Meeting of the ADEA Steering Committee  
Maseru, Lesotho

**April 14-18, 2003**  
WG on Finance and Education (WGFE)  
National training seminar on budgeting and educational planning  
Freetown, Sierra Leone

**May – June 2003**  
WG on Non-Formal Education (WGNFE)  
Regional symposium on non-formal education  
Ouagadougou, Burkina Faso

**June 16-20, 2003**  
WG on Education Statistics (WGES)  
Workshop on multidimensional analysis tools for francophone Western and Central Africa.  
Dakar, Senegal

**June 19-20, 2003**  
FAWE Executive Committee meeting  
Nairobi, Kenya

**July 7-11, 2003**  
Working Group on Finance and Education  
National training seminar on budgeting in educational planning  
Brazzaville, Congo

**December 3-6, 2003**  
ADEA Biennial Meeting  
Port Louis, Mauritius

**Other Activities**

**December 2-6, 2002**  
MINEDAF VIII  
Dares-Salaam, Tanzania

**June 9-13, 2003**  
Regional Conference on Secondary Education in Africa  
Organizers: World Bank, ADEA and Academy for Educational Development (AED)  
Uganda

**June 23-25, 2003**  
Follow-up of the World Conference on Higher Education  
Meeting of the partners of higher education  
Paris, France

**September 29 – October 8, 2003**  
UNESCO General Conference  
Paris, France

**October 27-30, 2003**  
Commonwealth Ministers of Education Conference  
Edinburgh, Scotland

*Dates and venues may change. For more information please consult the ADEA web site (www.adeanet.org)*

---

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...