Three years after the World Education Forum in Dakar, analysis of the progress achieved toward education for all shows that Africa is experiencing serious difficulties in meeting the Dakar goals [see the article by John Daniel on the EFA report published by UNESCO on page 5]. The goal of universal enrollment faces many obstacles, some of which are addressed in this issue: insufficient and/or poorly used financial resources, wars and conflicts [see the article by Anna Obura on page 11], HIV/AIDS [see the article on page 14], persistent shortcomings in national legislation and governmental commitment [see the article by Kishore Singh on page 16]. Despite these obstacles, national policies must take up the challenge of EFA, which is regarded as an unconditional necessity and an indispensable condition for sustainable development.

Learning through action as a basis for action

Since its creation in 1988, ADEA has been supporting reform through its role as a forum for policy dialogue. This dialogue and the activities that underpin it foster a learning process based on an endogenous approach to problem resolution, the development of a culture of self-examination and analysis, and intra-African exchanges on effective policies and practices.

ADEA’s praxis approach has been marked by four major exercises, in 1998, 2000, 2001 and 2003: the Prospective, Stock-taking Review of Education in Africa, the Identifying Effective Responses to HIV/AIDS initiative, the exercise on taking successful experiences to scale and the improving educational quality initiative. In all four cases, the African countries involved identified, analyzed and shared the lessons to be drawn from promising policies and practices.

It is not possible in this space to describe all the promising experiences, but some of them are particularly worthy of mention. For example, Uganda’s proactive, participatory policy allowed the country to raise its gross enrollment rate (GER) from 77% in 1996 to 137% in 1999. To overcome the shortage of teachers, Senegal appealed to the civic spirit of young people willing to serve on a volunteer basis; this measure succeeded in halting the decline in the GER, which climbed back from 54% to 62% between 1995 and 1998. From 1990 to 1998, Nigeria increased the number of nomads enrolled in school by a factor of eight by adapting educational provision to the living conditions and needs of nomadic peoples. Côte d’Ivoire increased the enrollment rate for girls in the northern part of the country by 74% by facilitating girls’ access to schoolbooks and other learning materials. From 1998 to 1999, Liberia increased school enrollments by 77% in a context of civil war by providing targeted support to the surviving communities and institutions. Burkina Faso obtained spectacular improvement in scholastic performance by implementing a learning strategy based on the use of two languages, the first local and the second foreign. Zanzibar increased access to early childhood education from 3% in 1988 to 86% in 1998 by mobilizing and involving religious and community leaders. Lastly, Burundi broadened access to education through community schools by decentralizing educational provision and leaving room for initiatives by local communities.

Needed reforms

The lessons learned from the most promising African experiences indicate some reform paths that can lead to faster progress toward education for all.

The technical note on “Context and trade-offs” [page 25] illustrates the range of possible policy options in terms of the allocation and utilization of public resources. The fact is that Africa displays considerable variations in the share allocated to education in the national budget (8%-33%), in the priority assigned to basic education (35%-66%), in unit expenditure at the primary level (11%-51%), in the proportion of unit cost devoted to teachers’ salaries (20%-74%), in non-wage spending (1%-23%) and in system managers (11%-70%). Thus, it is possible both to channel more public funding to EFA and to improve educational coverage with fewer resources. This would bring a considerable increase in educational provision, particularly in...
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the countries with the lowest enrollment rates. A number of African experiences also show that both education systems and society as a whole possess latent resources. It is possible, at little or no additional cost, to mobilize teachers and deploy them more efficiently, to optimize teaching and learning time, to capitalize on school-based systems for cooperation and mutual assistance, to motivate pupils and parents and get them involved in both management and educational processes, and to seek the participation of communities, NGOs, the private sector, religious and other groups.

Measures aimed at free provision of basic education have also proved to have a strong impact, particularly on the demand for education, as have strategies to improve quality and to enhance the relevance of the education provided. Analysis of a few African experiences of quality improvement brings out some essential points:

- EFA policies must take up the challenge of quality and give consideration to equity issues, including gender issues.
- A “culture of quality”, rooted in a shared vision of teaching and learning and for which the country’s leaders take personal responsibility, is a central component of sustainable policies.
- If quality is to be improved, it is necessary to recognize that schools are the units which drive change, to support initiatives taken at the level of individual schools, to encourage a flexible, gradual approach to change, and to offer learning opportunities drawn from experience.
- Successful learning for all requires well-prepared students, schools that provide favorable learning conditions, competent teachers, course content that reflects real needs, effective teaching processes and regular monitoring of students’ progress.
- Quality improvement is largely dependent on management methods, on increased financing and on capacity-building strategies that encompass the entire school system.

- New partnerships with civil society, local communities and development agencies are needed to strengthen capacity and ensure lasting support for quality policies.
- The challenge of learning is not restricted to the education sector, but requires solutions to the problems arising from conflicts, HIV/AIDS, malaria, poverty, inequality and other forms of discrimination.

To be sure, the reforms alluded to here are complex and difficult, but they are necessary in some cases to overcome the obstacles to increasing educational provision and demand.

Key factors and conditions for success

In all of these undertakings, the lessons of experience must be borne in mind. Those responsible for reform need to take financial and technical aspects into account as well as development issues, make an effort to build the broadest possible consensus, weigh the political and social consequences of the reform, provide mechanisms and planning to manage the changes, conduct the reform as a learning process and aim for sustainability.

The commitment of the political leadership is an essential condition for undertaking reform, and policy dialogue at all levels of the process generates needed support. Civil society involvement and community participation can strengthen accountability and enhance both school management and the learning environment. Education sector analysis and a solid research team are also essential to enlightened management of education systems, while external and internal partners, including some in other sectors, provide added leverage.

Mamadou Ndoye
Executive Secretary
ADEA

1. The exercise “The Challenge of Learning: Improving the Quality of Education in Sub-Saharan Africa” will serve as the basis for discussions at the 2003 ADEA Biennial Meeting.
The Brain Drain
Africa robbed of vital skills in critical times
By Gumisai Mutume, Journalist, Africa Recovery

At a time when skilled professionals are desperately needed for the development of knowledge-based economies, Africa is losing them at an ever-increasing pace. The continent faces a dire shortage of highly educated and skilled workers, yet many African scientists, doctors and other professionals live abroad.

Africa spends an estimated four billion dollars annually hiring expatriates for highly technical services. This puts “a huge strain on the continent,” notes Ndioro Ndiaye, Deputy Director General of the International Organization for Migration (IOM). “It is high time programs and policies are put in place to reverse the devastating effects of the brain drain.”

The UN Economic Commission for Africa (ECA) and IOM estimate that 20 thousand Africans leave the continent annually for industrial countries. Between 1960 and 1975 at least 27 thousand are believed to have left. Between 1975 and 1984 the figure rose to 40 thousand.

The origins of brain drain
Before independence, many African countries had no choice but to depend on highly skilled people from the countries of their colonial powers. After independence, many of these foreign experts were gradually replaced with Africans. Emigration of skilled personnel was negligible, due in part to a relative abundance of job opportunities and attractive benefits for skilled Africans.

The early years of independence saw improvements in the education budgets of many African countries, and this resulted in increased in school and college enrolments and the availability of scholarships to study abroad. But over time, more and more Africans who had gone overseas to study either failed to return or returned only for brief periods. As economic performance weakened in many countries, even those who had previously filled high-level positions at home began seeking opportunities abroad.

Thus emerged Africa’s brain drain. “After completing their studies, many Africans opt not to go back home for a number of reasons,” writes T.O. Fadayomi in a policy paper for the Pan-African non-governmental research group, the Union for African Population Studies. At the time of writing, Mr. Fadoyami worked for the African Development Bank, in the department for environmental and social policy. Their reasons for not returning home include limited job opportunities, poor working facilities, comparatively lower salaries, limited opportunities for promotion, and prejudice based on ethnic affiliation in their home countries. The political crises bedeviling the continent, collapsing economies, high rates of unemployment, human rights abuses, and the lack of adequate social services only compound their reluctance to return.

“For non-returning graduates, these reasons can be very subjective and are often based on experiences prior to departure from the home country,” notes Fadayomi. On the other hand, in their host countries the graduates have opportunities for professional growth, access to large research grants, fewer bureaucratic frustrations and higher living standards.

As development agents continue to emphasize the importance of investing in education, there is growing consensus that this will not lead to sustainable development unless the outflow of highly educated people is stemmed.

Depleting skills when most needed
The departure of skilled people is often costly to poor countries. Not only is their education time-consuming, but it is also expensive and often heavily subsidized by the state. Of concern to development planners is that the majority of poor countries will continue to lose the battle to retain, regain or attract skilled manpower and be further marginalized from the global economy.

“The position that knowledge now occupies as a key source of comparative advantage has been speeding up the movement of skilled people to places where they can most easily turn knowledge into wealth,” says Shengman Zhang of the World Bank. This leaves the home countries without the skills they badly need to diversify their economies. Many African countries remain highly dependent on agricultural commodities, despite policy prescriptions recommending shifts towards processed goods and high technology.

The International Monetary Fund notes that some African countries have lost up to 30 percent of their highly trained professionals to other countries. In “How Extensive is the Brain Drain?” William J. Carrington and Enrica Detragiache of the IMF report that among Africans who emigrate to the United States few have only a primary education, and most have professional training. The biggest migratory flows come from Egypt, Ghana and South Africa. The report notes that more than 60 percent of these immigrants hold tertiary-level qualifications.

While there is not much data on the origin of Africans migrating to OECD countries, available figures show trends that are equally worrying. For example, Ghanaian immigrants to OECD countries constitute 26 per cent of Ghana’s highly educated population.

Reversing the phenomenon
African governments, international organizations and academics are beginning to grapple with the brain drain crisis.
Under the New Partnership for Africa's Development (NEPAD), African leaders identify the reversal of the brain drain as a major priority for the continent. NEPAD calls for the creation of the “necessary political, social and economic conditions that would serve as incentives to curb the brain drain.”

A number of initiatives are already underway across the continent. The South African Network of Skills Abroad (SANSA) is an example. It is establishing a database of skilled South African professionals who are living abroad and inviting them to participate in development programs back home. SANSA already has a pool of 22 thousand South African graduates from the country’s five major universities whose contact details are known. The network estimates that about 30 per cent of contactable doctoral graduates from the University of Cape Town live outside South Africa. These include doctors, economists, educators and engineers—sectors of dire need in the newly independent nation. Professionals who register with SANSA can assist their colleagues back home with training, research, transferring new technologies such as computers and software, and transmitting information on research results unavailable in South Africa.

Traditionally, programs to redress the brain drain have focused on helping Africans return to the continent. The International Organization of Migration (IOM) ran such a program from 1983 to 1999 but was able to relocate only 2,000 people to about a dozen countries. One of the lessons learned from that program is that relocation is often costly and complicated and not always the best way of dealing with the brain drain. Candidates for repatriation often request to be moved with their entire families. Some request comparable salaries to what they earn abroad and up-to-date technological equipment that may not be readily available in the home country. Taking all this into account, the IOM recently re-launched its relocation program in Africa. The Migration for Development in Africa program utilizes a mix of innovative strategies such as brief, periodic visits by African professionals to countries in need of their skills. It is also utilizing new information technologies such as the Internet to re-direct the need for physical presence in areas such as banking, educational, legal and medical services.

**The need to reform education**

Effective lifelong, on-the-job training is often the best way to prepare workers for changing needs. As programs to attract foreign based professionals back home gain momentum, there is also a need to continue developing local human resources. In this regard, the reform of education and human resource policies needs to be a priority for most countries. These reforms should start from the premise that all children must have access to basic education, and educational spending must be allocated and used efficiently.

Education reform must also focus on improving the working conditions and benefits of education staff. Many education professionals on the continent complain of low salaries, crowded classrooms and lack of equipment. Tafah Edokat, Associate Professor of Economics at the University of Yaounde in Cameroon notes that 76 lecturers surveyed at the institution all complained of poor salaries. Allowances that had been introduced in 1976 to lure lecturers to the university had been abruptly taken away in 1993 and salaries downgraded. Many have left since then and others consider leaving. Many of the lecturers believe that an evaluation of their salaries and an improvement in their working conditions—provision of offices, computers, laboratory equipment, libraries and a reduction in class sizes—could stall further migration.

African leaders identify the reversal of the brain drain as a major priority for the continent. NEPAD calls for the creation of the “necessary political, social and economic conditions that would serve as incentives to curb the brain drain.”

Another policy response would be to expand training institutions at home so that students do not have to leave the country to obtain advanced qualifications. Examples can be drawn from many sub-Saharan African countries in the early years of independence, when they were not constrained by economic policies emphasizing stringent budgetary controls on government spending; a survey of West and Central African countries in the 1990's showed that many had sufficient numbers of high-level personnel in the liberal arts and humanities.

Today, however, many African countries still do not have enough skilled workers in science and technology to meet their national needs. Many pay lip service to the development of science and technology, as these areas remain poorly funded. The continent lacks universities devoted primarily to research and spends a meager 0.5 per cent of the total global investment in research and development.

Africa’s problems are further aggravated by the under-utilization of those skills it already possesses, notes ECA Deputy Executive Secretary Lalla Ben Barka. “In every African country there is a paradox of high rates of unemployment and under-employment among school leavers, including university graduates—even scientists and engineers.”

The brain drain is the emigration of people with particular skills from countries in which there is a shortage of those skills. This outflow is often to industrial countries, but increasingly a new pattern is emerging with skilled personnel migrating to other developing countries.

Gumisai Mutume is a reporter for the Africa Recovery journal published by the United Nations (http://www.africarecovery.org). He has also written for Inter Press Service, a press agency which covers international development issues.

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Focus EFA: The challenges, the constraints

Education For All: Is Africa on track?
By John Daniel, Assistant Director-General for Education, UNESCO

Since 2001 UNESCO has published the Global Monitoring Report on EFA. This report is a very comprehensive analysis of the available data on educational systems throughout the entire world. Where does Africa stand?

This report, published by UNESCO in November 2002, questions whether the world is on track for achieving universal education for all. Here’s what the authors say.

“This report has shown that progress towards the six Dakar goals is insufficient: the world is not on track to achieve education for all by 2015. This judgement is based on a number of strands of evidence. …Three of the goals – universal primary education, gender equality and literacy – can presently be monitored quantitatively. Only 83 countries (accounting for just over one-third of the world’s population) have already achieved the three goals or have a high chance of doing so by 2015 on the basis of recent trends. In 43 countries (with 37% of the world’s population), at least one goal is likely to be missed, while a further 28 countries (with 28% of the world’s population) are not on track to achieve any of them. Two thirds of those in the latter category are in sub-Saharan Africa, but they also include India and Pakistan.

Of the three goals, literacy most frequently risks not being met: at present rate of progress, 79 countries will not be able to halve their rate of adult illiteracy by 2015. Universal primary education is unlikely to be reached in 57 countries, 41 of which have recently even been moving in the wrong direction. The position is slightly better as regards the gender goals, with 86 countries having already achieved gender parity in primary enrolments, and a further 35 countries being close to doing so.

So the picture is not a pretty one and Africa is facing serious difficulties.

In trying to summarize the results for each of the three quantitative Dakar goals the authors of the Monitoring Report have devised a system of quadrants using two dimensions, one static and onedynamic[See graphic on pg. 6]. The static dimension is the distance that a country was from a particular Dakar goal in 2000, whether close to it or farther away. The dynamic dimension is the change between 1990 and 2000, whether a country is moving towards the goal or away from it.

For each of the goals, the results can be represented through four boxes.

Two boxes show countries that are far from the goal. Those that are moving away from it are, of course, very unlikely to meet the goal without drastic change. Those that are moving towards it may not meet it because the gap is too large.
Focus

A majority of states are at serious risk of not achieving education for all without drastic changes to their present trajectories. Furthermore, over half of the continent of Africa is not on track to achieve Education for All. Between 1990 and 2000 only 5 countries from sub-Saharan Africa were close to attaining a rate of 80% school attendance or more: Uganda, Rwanda, Seychelles, Swaziland and Togo. Gabon, Botswana, and Mauritius which had almost reached universal education underwent difficulties and regressed. Thirteen countries which were far from reaching the 80% target in 1990 strayed even further away from the goal in 2000. Thirteen other countries made definite strides yet had very little chances of attaining the net 80% rate in 2015. This therefore shows that the educational situation in Africa is far from bright.

This distressful situation for Africa led to a promise delivered by the donors present at the Dakar forum that under no circumstances should lack of funds prevent a country which is seriously committed to achieving education for all to reach its goals.

My chief worry, after I joined UNESCO in 2001, was whether and how the international community would deliver on this promise. The answer has come this year with the Fast-Track initiative developed by the World Bank and its partners following the Monterrey Summit in March. This initiative focuses particularly on attaining the Dakar and millennium goals of universal primary completion and gender parity as the foundation for all other educational attainment.

There is now a clear process by which a country can seek help and it is yielding results. To quote from the communique issued after a donors meeting in Brussels on 27 November, 2002:

“Representatives of the international donor community... have agreed to help seven developing countries – Burkina Faso, Guinea, Guyana, Honduras, Mauritania, Nicaragua and Niger – in order to make their education plans a reality. Work is now proceeding with these countries to build the required capacity, and to close a financing gap estimated at approximately US$400 million over the next three years (2003-05).”

Since then, eleven other countries (Albania, Bolivia, Ethiopia, Ghana, Mozambique, Tanzania, The Gambia, Uganda, Vietnam, Yemen, and Zambia) have been included in the fast track initiative. Discussions are being held with five heavily populated countries, Bangladesh, Democratic Republic of Congo, India, Nigeria and Pakistan.

<table>
<thead>
<tr>
<th>Sub-Saharan Africa : Primary education net enrolment ratio (NER) (for available data)</th>
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<tbody>
<tr>
<td><strong>At risk</strong>&lt;sup&gt;1&lt;/sup&gt;</td>
</tr>
<tr>
<td>Botswana, Gabon, Mauritius</td>
</tr>
<tr>
<td><strong>Serious risks</strong>&lt;sup&gt;3&lt;/sup&gt;</td>
</tr>
<tr>
<td><strong>Far NER &lt;80 %</strong></td>
</tr>
<tr>
<td>Burundi, Central African Republic, Comores, Djibouti, Equatorial Guinea, Lesotho, Madagascar, Namibia, Niger, Nigeria, Tanzania, Zambia</td>
</tr>
<tr>
<td><strong>High chances</strong>&lt;sup&gt;2&lt;/sup&gt;</td>
</tr>
<tr>
<td>Benin, Burkina Faso, Côte d’Ivoire, Democratic Republic of Congo, Eritrea, Ethiopia, Gambia, Malawi, Mali, Mauritania, Mozambique, Chad.</td>
</tr>
<tr>
<td><strong>Serious risk</strong>&lt;sup&gt;3&lt;/sup&gt;</td>
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An enormous challenge for Africa

Africa still faces a huge challenge in achieving education for all. However, the good news is that the international community has shown that it is ready, notably through the Fast-Track initiative, to play its part.

In this context, it is of vital importance that the first batch of Fast-Track countries make real and rapid progress, because success can stimulate other successes. UNESCO is gearing itself up, alongside other partners, to help these countries implement the changes and reforms necessary to make EFA a reality.

What is the Fast Track Initiative?

At the Dakar World Education Forum in 2000, the international community collectively endorsed the Dakar Framework for Action, which aims to achieve six education goals, including the elimination of gender disparities in primary and secondary education by 2005 and the achievement of universal primary education by 2015. The international community also pledged to ensure that any country “seriously committed” to the goals of Education for All (EFA) receive the additional resources needed to meet them.

In 2002, the World Bank established a strategy to get the EFA plan back on track through the Education for All Fast Track Initiative (FTI). Devised as a new development compact for education, the FTI offers donor financing for countries that give priority to primary education for all children and embrace policies that improve the quality and efficiency of their primary education systems. This agreement will begin the process of ensuring that developing countries reach the United Nations’ Millennium Development Goal and the EFA goal to provide every child with a complete primary school education by 2015.

Governments qualify for inclusion in the Fast Track Initiative by demonstrating their willingness to adhere to a normative framework for education sector reform developed by the World Bank. The government must complete a National Action Plan for education, a Poverty Reduction Strategy Paper (PRSP) or an Interim Poverty Reduction Strategy Paper (I-PRSP). A PRSP describes a country’s macroeconomic, structural and social policies and programs to promote growth and reduce poverty, as well as associated external financing needs. PRSPs are prepared by governments through a participatory process involving civil society and development partners, including the World Bank and the International Monetary Fund (IMF).

The extra spending needed in each country to achieve universal primary education by 2015 is calculated according to a World Bank model that estimates the total cost of extending free public education minus the money available from government expenditure and efficiency saving reforms within the country’s budget. This means that donors are funding the “real financing gap” to achieve the EFA goals.

So far, nine developing countries in Africa and Latin America—Burkina Faso, Guinea, Guyana, Honduras, Mauritania, Mozambique, Nicaragua, Niger and Yemen—have been approved for FTI education financing. Eight other countries have been invited to join the Fast Track Initiative: Albania, Bolivia, Ethiopia, Ghana, Tanzania, The Gambia, Uganda, Vietnam, and Zambia. A further five high-population countries, known for their large numbers of out-of-school children —India, Pakistan, Bangladesh, Dominican Republic, Congo, and Nigeria— have also been invited to carry out additional policy work that would enable them to join the FTI in the future.

What makes for a credible action plan?

By Pape Momar Sow, Director, Africa Region, USAID

The Dakar framework for action maintains that countries which have established an Education for All credible action plan will not see its efforts undermined due to a lack of resources. Yet how can credible action plans be legitimately assessed?

The World Forum on Education for All was distinguished by the real and significant commitment made by technical and funding partners towards all countries able to demonstrate genuine political will and putting forward a credible action plan: “We pledge that no country that is seriously committed to basic education will be thwarted in the achievement of this goal by lack of resources” Nonetheless the notion of what constitutes credibility as a precondition for qualifying for resources from those countries and development institutions pledged to help can lend itself to different interpretations.

One normative approach to the idea of what constitutes a credible plan might be based on the classical way of evaluating development projects and programmes according to the following points:

- The form and content of the document and whether it conforms to the scope and standards of a good plan; does it give information on implementation that provides a sense of overall sectoral development, which defines relevant strategies as well as an explanation of the accompanying measures? Additional criteria would include assignment of priorities, identification of resources needed to realize the goals and where these resources might come from, the formulation of measurable and verifiable indicators, the identification of relevant operational instruments for implementation. Finally, does it have a plan for monitoring and evaluation, a timeframe for achieving medium and long-term results, and a rational distribution of the roles and responsibilities among the principal institutional actors?
- Does the plan fall within a rigorous macro-economic and financial framework based on detailed sectoral studies, and solid analysis of institutional capacity? Such studies and forward-looking exercises allow a better appreciation of the value of the various development options envisaged.
- What about the commitment of the political, technical and social actors, as measured by the interest expressed, the solidarity of partnerships, the efforts and care invested by each in preparing the plan, and the effectiveness of the communication channels and steering mechanism?
- How legitimate are the different options in the eyes of external groups? This takes one back to the satisfaction of donors (ensuring the security and appropriateness of how funds are used), to the different interest groups (taking account of the needs of sectors dependent on development of the educational system and safeguarding their interests), to regulatory bodies (legislation, macro planning, strategic programmes for poverty reduction and budget choices), and to the communities (by responding to social demand while taking account of specificities).

Assessment of a national education plan’s credibility can also be organized around the different ideological, programmatic and conceptual products of the World Forum. These include the Dakar Declaration on Education for All as well as the priorities and key principles cited (six major goals, an inclusive approach, partnerships, equity, participation, and decentralization.)

Given these considerations it is useful to recall that credibility can be related to various spheres, whether political, technical, economic, practical or social. A credible plan is not necessarily an ideal plan. Structural adjustment programmes, having failed to integrate all dimensions at stake in their extensive reform, were unable to achieve everything they had expected. The technical arguments alone, however fundamental, would not suffice. Rather, a credible plan is a plan that satisfies by assuring a level of reasonable compromise between the principal internal and external actors in reform, and between the competing interests that can lead to the desired qualitative leaps.

The temptation to leave assessment of credibility solely to the donors can undermine an action and objective of the Dakar Declaration which aims to place the epicentre of implementation and validation at national level. For this reason it is extremely important for countries aiming at education for all to install a national level process for giving their plans credibility.

The temptation to leave assessment of credibility solely to the donors can undermine an action and objective of the Dakar Declaration which aims to place the epicentre of implementation and validation at national level. For this reason it is extremely important for countries aiming at education for all to install a national level process for giving their plans credibility.

Present in the country’s educational fields, it will be difficult to bring about the desired changes. Credibility should be evaluated externally and internally. For this reason it is extremely important for countries aiming at education for all to install a process at the national level to give their plans credibility.

Finally, a plan’s credibility could also be evaluated by the extent of its dependence on internal resources. A plan based exclusively, or mostly, on
support from external sources is difficult to sustain.

The “Fast Track” initiative has chosen to evaluate the credibility of its plan through the following criteria:

1) indicators like the unit cost of education (enrollment, average teacher salaries, funding for non-teaching personnel to ensure quality) and

2) the level of national government support (what percentage of the GNP goes to primary education, and education). This movement supported by the World Bank might be seen as a new order in which the basis of the promises made in Dakar rests more on political will (proposed as a precondition in the Dakar declaration). A country’s credibility is thus measured over the intrinsic worth of the plan, which is more difficult to establish.

When taking account, in no particular order, of the various initiatives emerging with the new Millennium—EFA, initiative for the most heavily indebted poor countries, strategic programmes for poverty reduction, the new partnership for the development of Africa (NEPAD)—all of which put education at the heart of social change, we might ask ourselves why African educational systems continue to worry about what resources the future holds for them. Three years after the World Conference on Education in Dakar, and despite the various forums organized for experts and political decision-makers, procedures for obtaining the announced resources have still not been clearly established.

Paul Valery said: Two dangers threaten our world—order and disorder. The credibility of Africa’s educational systems will be saved if she manages to steer a middle course between the rigid order of technical specialists and the opportunistic disorder of politicians.

Welcome to the ADEA Newsletter!

Much ink has run through the printing presses since the first newsletter was produced by the ADEA Secretariat in Paris in 1993. Ten years is not a long time for a human being, but it certainly is for a publication! It’s time for an entirely new look...

The new ADEA Newsletter format is based on an assessment made last year using a questionnaire sent to over 8,000 subscribers.

The level of satisfaction was a relatively high 80%. The ADEA newsletter is viewed as a genuine resource, a tool for work and for exchanges for all education professionals, from policy-makers and administrators to researchers and teachers. Subscribers read it to get an overview of education in Africa and to keep abreast with education issues on the continent, beyond their own borders. The ADEA Newsletter thus needs to aim at providing objective, documented information about the complex dynamics of education in sub-Saharan Africa.

Readers especially appreciate in-depth analysis and reports on the experiences of particular countries and their practical innovations, so this will be expanded. There was also strong demand for articles based on comparative analyses, so summaries and analyses will be stepped up to provide readers with a better overview of education in Africa. Subscribers also wanted a Letters to the Editor section. The ball is now in your court! Finally, while there was a high level of satisfaction among subscribers, they would like to see the use of colour and more maps and graphics. We will do our best, within our financial constraints.

To better meet the needs of its readers, the new format of the ADEA Newsletter will offer several new sections. The purpose of the Close-up section is to present the main features of a particular country’s educational system. The responsibility for this section was given to researchers from the North and South. In this first issue, Guinea has been chosen to go under the microscope. Its educational system is analyzed in depth and several possibilities for structural reform are examined. The section on Technical Briefs—the only technical section in the newsletter—will provide details on a methodological or technical issue concerning education. The section entitled Partners is intended to give the reader a better picture of the organizations involved in the development of education in Africa. This issue presents the Forum of African Parliamentarians for Education (FAPED): the Members of Parliament from the 45 African countries that make up this organization believe that “Education for All is, from our perspective, the only means of winning the fight that the dynamics of globalization are forcing on us.” Topical issues is a platform to African journalists on subjects relevant to education in sub-Saharan Africa. In this issue, the problem of the brain drain is examined. This, of course is not a new issue, but in the era of globalization and the implementation of ambitious programmes for the development of Africa such as NEPAD, the brain drain can have dramatic consequences. Finally, for those who wish to go into greater depth on the main subject, the For Further Information section indicates additional information sources.

We hope this new format will meet your needs, and we are looking forward to your comments!

Thanh-Hoa Desruelles
ADEA Publications and Communications Officer
Education For All

The Education for All movement started at the World Conference on Education for All in Jomtien, Thailand, in 1990 when representatives from 155 countries and 150 organizations pledged to provide education for all by the year 2000. Since then, governments, non-governmental organizations, civil society, bilateral and multilateral donor agencies and the media have taken up the cause of providing basic education for all children, youth and adults. Regular monitoring and feedback is made, and major reports and documents can be accessed at: http://www.unesco.org/education/efa_report UNESCO website at: www.unesco.org/education/efa

New Education for All Global Monitoring Report puts spotlight on gender

Over 70 countries are at risk of not achieving gender parity in primary and secondary education by 2005, a target endorsed at the World Education Forum in Dakar at the turn of the century, says the new edition of the Education for All Global Monitoring Report, released on November 6 in New Delhi.

This independent Report commissioned by UNESCO finds that girls continue to face sharp discrimination in access to schooling in a majority of developing countries. More than 40% of the world’s out of school children are in Sub-Saharan Africa and more than half of them are girls. Gender parity remains a distant prospect in 16 countries of the region, where girls’ enrolment is sometimes only three quarters that of boys.

The Report analyses the multiple barriers that continue to hold girls back, including early marriage, school fees, child labour, HIV/AIDS, conflict and unfriendly school environments where all too often, gender stereotypes are reinforced through classroom practices. While noting that there is no single solution, the Report highlights strategies that act as incentives for girls, including scholarships, school-feeding programmes and income-support schemes. It reiterates that removing the gender gaps in education is not only a matter of human rights, but is also strongly in the social and economic interest of all states and peoples.

Summaries of the full Report are available in English, French and Spanish. The complete French version will be published in December. To find out more, consult the website at www.efareport.unesco.org. To obtain the full report, please contact efareport@unesco.org

Regular monitoring and feedback

EFA Global Monitoring Report, 2002: Is the World on Track? While, in many countries, good progress towards the goals set at the Dakar Forum is being made, in many others it is insufficient. This report reconfirms the Forum’s diagnosis that almost one third of the world’s population live in countries where achieving the EFA goals remains a dream.

The website for the Education for All Global Monitoring Report can be accessed through http://www.unesco.org/education/efa/index.shtml. The site provides information on the Report’s development and enables you to download the 2002 edition in PDF and Word formats, along with the statistical tables in Excel.

The UNESCO Working Group on EFA — Flagship programs

Following the World Education Forum in Dakar, in order to seek better ways to ensure the integration of international initiatives into national action and to improve the linkages between them, the working group set up a technical advisory body with representation from all major EFA constituencies, to concentrate on four key international “flagship” programs or initiatives through which EFA partnerships are expressed: These are: the United Nations Girls’ Education Initiative (UNGEI), led and coordinated by UNICEF; the Fast-Track Initiative, in which the World Bank plays the leading role; HIV/AIDS and Education, in which UNESCO’s International Institute for Educational Planning (IIEP) is a key actor; and the United Nations Literacy Decade (2003-2012), for which UNESCO is the lead agency. For more information on EFA flagship programmes: http://www.unesco.org/education/efa/know_sharing/flagship_initiatives/

EFA in Sub Saharan Africa

The office for coordination of EFA activities for sub-Saharan Africa is located at the UNESCO regional office based in Dakar, Senegal.

The EFA Dakar website (http://www.dakar.unesco.org) also produces a monthly bulletin board entitled: EFA Africa Bulletin Board. This keep you up-to-date with the activities carried out in sub-Saharan Africa as part of the follow-up to the World Forum on Education for All.
Reconstruction of education systems in post-conflict situations

By Anna Obura, Education Specialist

Wars and conflict situations are one of the main obstacles to the development of education. This has led to the emergence of a new field of study: education in post-conflict situations. It is particularly aimed at unschooled children, the supply of education being absent or unable to reach them.

Education in post-conflict situations is a new and emerging area of attention. The new discipline has two main objectives: provide theories to guide the reconstruction of holistic education systems in post-conflict and disaster situations, and to develop and disseminate sound principles derived from accumulated learning and from an analysis of emergency, rehabilitation and redevelopment situations affecting the education sector.

Background

In conflict and post-conflict situations a high proportion of children remain out of school due to the inability of governments to develop or sustain education or to stem declining enrolment rates, as was the case in pre-war Somalia. In other cases, war has wrought direct havoc in schools: Children have been thrust out of school through fear and insecurity, looting of schools, destruction, flight or killing of teachers and pupils, and the collapse of the education system. Sometimes, schools have become the target of armed attack for the purpose of terrorizing and demoralizing populations. Under these circumstances, education systems are subject to rapid deterioration.

Furthermore, schools can become arenas for political rivalry. They can sometimes succumb to selective exclusion practices, while curricula and teachers are exploited to propagate division and hate.

Another consequence of war on the education sector is that it prevents or delays the development of alternative strategies for the most difficult-to-reach children in remote areas, including nomadic populations, the lowest urban and rural income households, and the increasing number of child-headed families in conflict affected and AIDS orphaned families.

In sum, conflict is one of the principal barriers to education provision and development. In July 2003 it was estimated that 28 of the 34 countries furthest from achieving their development goals were experiencing or had experienced some time in the last two decades cross-border war, civil war, or serious or chronic localized conflict or instability.1

There are well documented social benefits to reopening schools as soon as possible after a conflict. Schools can provide a daily safe haven for children, give them a sense of structure and security in the aftermath of chaos and war, and offer daily busy, fun and distracting activities to take children’s minds off war. Schools can be a safe environment for children to express their fears and emotions through play, sport or cultural media. It can be a place where teachers can be trained as empathetic listeners who demonstrate that adults can care, protect and provide for children.

Education planners now acknowledge that, after the critical phase of the conflict has ceased, it is important to kick-start education quickly with, from the outset, an eye toward re-planning the entire education system for the post-conflict era. Comprehensive capacity building, including teacher education, planning and resource management training for schools and communities, and rebuilding the administrative system have now been recognized as core strategies in the reconstruction process. This process needs to start immediately and simultaneously throughout the system. International support is thus needed to initiate a skills updating program, revitalize education management, and plant the seeds of policy development at the speed and to the extent required.

One common feature in many post-conflict countries is the lack of exposure to current thinking about and experience with global education. Consequently, one of the best forms of assistance to countries emerging from conflict is to provide opportunities for exposure to world trends and to new learning, so as to avoid a mere rebuilding of the pre-war education system.

Concerted efforts

Initiatives and effort in providing education in emergency situations go back several decades and have been widely disseminated. The United Nations High Commissioner for Refugees (UNHCR) and many NGOs and government programs were initial sources of inspiration in education reconstruction. The Center for Refugee Studies in Oxford University, United Kingdom and UNESCO’s Program of Education for Emergencies and Reconstruction (PEER) provided information about education in emergencies. Many national and international organizations, small and large, did fieldwork.

Comprehensive capacity building has now been recognized as a core strategy in the reconstruction process which needs to start immediately and simultaneously throughout the system. International support is required to initiate a skills updating program, revitalize education management, and plant the seeds of policy development at the speed and to the extent required.
A wide variety of individual, institutional, national and international reports have resulted from these pioneer activities, some of them dealing with the phase of reconstruction. Many of these reports have now been turned into archives, burned, or simply lost. Few, if any, post-conflict governments have had the time, resources or recorded insights to produce comprehensive reports on the national reconstruction process. Impressive analytical overviews have been written on international humanitarian emergency and reconstruction aid efforts by international and bilateral bodies, but they do not include analysis of education sector activities.\(^2\) UNICEF, UNHCR, UNESCO, and Save the Children, among others, have produced internal guidelines for education in emergencies and organized meetings and workshops for fieldworkers. The focus of these documents and workshops, however, has been on emergencies rather than on post-emergency reconstruction. As a result, in 2000 there was little documentation on education for reconstruction.

The 2000 Education for All conference in Dakar was a landmark, since education in emergency and reconstruction situations was accorded importance for the first time in a major world education policy document. This paved the way for increased bilateral funding to the field. The first book written on education system reconstruction was published in 2001,\(^3\) following initial collections of articles in the late 1990s on education in emergencies.\(^4\) Existing guidebooks and handbooks were produced and reprinted,\(^5\) and new ones were written.\(^6\) Desks and units in international organizations grew into recognized departments and multiplied in organizations and agencies such as, the World Bank, Save the Children, UNICEF, UNESCO’s International Bureau of Education (IBE) and its International Institute for Educational Planning (IIEP).

But surprisingly and sadly, despite growing evidence of the importance of refugee education, UNHCR did not extend its tiny education section either at headquarters or at regional or country/camp levels. Peace education, which UNHCR has arguably and ably led at a global level, continues to struggle for its existence in the same organization. Peace education, which UNHCR has promoted and initiated at an international scale, is still difficult to carry out despite the fact that increasing requests from national systems continue to increase.

An important development in 2002 was the initiation at the International Institute for Educational Planning (IIEP) of a multi-country study series on education system reconstruction and one at the International Bureau for education (IBE) on post-conflict curriculum renewal. In the IIEP series the analyst teams, which were comprised of international and national researchers, were to focus on national institutional inputs into the reconstruction process (in contrast to international inputs). For the IBE series, national consultants were expected to carry out the entire work, bringing their own perspective and personal experiences into play. IIEP and the World Bank ran a well publicized summer school in July 2003,\(^7\) which brought 75 national and international planners together from a wide range of countries from Sri Lanka to Kosovo, East Timor and Sudan to review their experiences and analysis current theories. The outputs will be fed into ongoing IIEP and World Bank guidebook development and documentation. This will also contribute to the development of training programs on education reconstruction.

### Ongoing problems

Some controversies and problems remain. Some of the documented guidance points out that the destruction of education systems means that new opportunities for innovation are created in the wake of conflict and disaster, and that, indeed, fundamental renewal is needed in order to prevent a re-occurrence of violence in the future. Others disagree; they point out that the ministry planners who are still in place after the conflict generally do not seek change. They only want to salvage and rebuild what was there before and what they are familiar with. They also argue that the country had an education system, however imperfect, before the crisis and that it is better to use the former system as a starting point for building a new one. Clearly, both viewpoints need to be taken into account in reconstruction.

The July Summer School program also discussed a second point of contention: the claim that post-conflict situations see a rise in enrolments due to increased awareness of the importance of education, more attention to education by government and the international community, and increased funding for education. This claim is tempered by the general unreliability of both pre- and post-conflict demographic and education data. It is also difficult to argue that the EFA impetus would not have driven enrolments up during the late 1990s or years following the Dakar forum, even in the absence of crisis.

### Conclusion

The guiding principle seems to focus on fast action to kick-start education, while keeping long-term development in mind. Frequent, documented consultation in a manner acceptable to nationals is an indispensable tool of work between national and international partners.\(^8\)

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1. Author’s interpretation of Colletta data (2003)
2. Danida
3. Sinclair
4. Retamal and Co
6. UNHCR 2002; Save the Children 2003; DfID 2003; IIEP forthcoming.
7. Summer School Report, IIEP/World Bank (forthcoming)
It is urgent that the collective commitments made at the Dakar World Forum in April 2000 be transformed into action. However, the movement in favor of basic education for all might be wasted if we do not give the required attention to the improvement of quality. Wasted because important resources will be invested without being translated into learning outcomes and because children, the adults of the future, will have gone through school without acquiring the minimum skills of reading, writing and arithmetic.

It is within this context that the Steering Committee of ADEA has put into place an ad-hoc group to conduct a study referred to as The Challenge of Learning: Improving the Quality of Basic Education in Sub-Saharan Africa in order to support the efforts of African countries committed to meeting the challenge of basic education for all.

The exercise underway aims to achieve three things: (i) to undertake a broad reflection on relevant policies, strategies and best practices taking into account the specific contexts in which they are implemented; (ii) to encourage the emergence of a shared policy vision; and (iii) to create a culture of quality among those involved in education.

The methodology used for this study is based on the praxis approach, which underpins all ADEA initiatives and whose watchword is “learning by doing, learning from action to develop and improve action”. The study, which is based on analyses of country experiences and a review of African literature, is focused on endogenous experiences and knowledge and deliberately places the emphasis on finding African solutions to African problems.

With this in mind, ADEA requested all African ministries of education to identify successful and/or promising experiences in their countries. Currently, 24 education ministries are participating in the study. Twenty-six case studies have been selected, each relating to one of the four major themes below:

- Pedagogical renewal and teacher development;
- Decentralization and diversification of delivery systems;
- Implementation of basic education reforms and innovations;
- Relevance of education: Adapting curricula and using African languages.

All ADEA partners are involved in the study. In addition to the national case studies, some 30 background documents will be written by the thematic coordinators, the ADEA Working Groups, bilateral and multilateral cooperation agencies, and education specialists. The African research networks ERNWACA (Educational Research Network for West and Central Africa) and ERNESA (Educational Research Network for East and Southern Africa) are responsible for conducting a review of African literature related to educational quality.

The ADEA Biennial Meeting in December 2003 will be organized around this theme. This should be the culminating point of our collective thinking on the topic, where ministers, agency representatives, education specialists and civil society organizations will engage in intensive discussions of technical and scientific aspects, political and social dimensions, costing and funding problems, and engineering and implementation procedures.

2003 Biennale: The quality of education will be at the center of discussions

The ADEA Biennale will be held in Grand Baie, Mauritius from December 3 to 6, 2003. The chosen theme is: The Quest for Quality: Learning from the African Experience. ADEA has been preparing for the Biennale for over a year. The study on quality, around whose work this biennial meeting is focused, started in 2002. The meeting is organized in collaboration with the Ministry of Education and Scientific Research of Mauritius. Over 300 participants are expected to attend, including ministers of education, representatives of cooperation and development agencies, NGOs, academics and other education professionals.
HIV/AIDS is yet another obstacle to the achievement of EFA. A growing number of children are forced to drop out of school because they are themselves infected or because they must help care for family members. The number of AIDS orphans is growing rapidly.

What impact is HIV/AIDS having on education systems? How well prepared are African countries to cope with the pandemic? What instruments are available to improve prevention, planning and management? What can be learned from the anti-AIDS strategies being used today? To answer these questions, ADEA, in collaboration with the Ministry of Education of Gabon, organized a ministerial meeting for the countries of Central Africa on “Effective Responses to the HIV/AIDS Pandemic in the Education Sector: From Analysis to Action”. The meeting was held in Libreville, Gabon, from May 27 to 29, 2003. The opening address was given by the first lady of Gabon, Edith Lucie Bongo, in the presence of Gabon’s prime minister, Gnane Ntantoume. The meeting was attended by twelve ministers and ministers’ representatives from countries in Central Africa (Burundi, Cameroon, Central African Republic, Chad, Republic of Congo, Gabon, Rwanda, Sao Tome & Principe) and other sub-regions (Lesotho, Liberia, Kenya, Nigeria).

**Countries’ state of preparation**

The participants assessed the preparedness of the countries facing the pandemic on the basis of a questionnaire sent to all ministries of education in the sub-region. Analysis of the questionnaire responses shows that in most of the countries there is a strategic framework for...
combating HIV/AIDS, which includes both institutional and operational structures; a national anti-HIV/AIDS plan; and commitment to the struggle on the part of the country’s top political leaders. Within the education sector, the fight against HIV/AIDS takes the form of a sector-wide strategy for combating the pandemic, a coordinating body housed in the ministry of education and active partnership with parent-teacher associations, NGOs, religious authorities and local communities.

However, anti-HIV/AIDS strategies in the education sector are hampered by the lack or inadequacy, within ministries of education, of: 1) the human resources assigned to coordinate the fight against HIV/AIDS; 2) the budgetary resources allocated to combating HIV/AIDS in education systems; and 3) mechanisms for collection of data on the pandemic and its impact on the school system; as well as by 4) the insufficient attention paid to HIV/AIDS in school curricula.

**Education sector policy and regulations**

The participants discussed sector-wide policies, which are essential both for mobilizing the stakeholders, partners and needed resources and for designing large-scale programs. Specialists also emphasized the need to develop policies and regulations to protect infected persons and those subject to discrimination at school, in universities or in the workplace.

**Instruments to improve planning and management**

Difficulties in connection with the management of education systems were discussed, along with the need for ministry planning departments to develop tools to measure the impact of HIV/AIDS. Data collection is vital in order to allow assessment of the number of infected and affected children who are apt to leave school, the number of deaths which can be attributed to the pandemic, teacher absenteeism and the concomitant costs. Without such data, countries cannot set priorities or make informed policy decisions.

Three instruments were presented: a “road map” that outlines the steps to follow in developing a concerted anti-HIV/AIDS program, and two data-collection tools (Demmis and Ed-AIDS) to help measure the impact of the pandemic on the education sector.

**Education: a social vaccination**

If one considers that education is the only “social vaccination” available today that offers protection against HIV/AIDS, the conference participants gave special attention to prevention programs that have demonstrated their effectiveness. Instruction in life skills is one of the recommended methods to help young people develop the ability to make informed decisions, to manage their emotions, to communicate and negotiate so as to protect themselves from high-risk behavior. It is therefore essential to introduce life skills in school curricula and to train both teachers and trainers in order to step up preventive education concerning HIV/AIDS.

**A growing number of AIDS orphans**

The specific question of children orphaned by HIV/AIDS and other vulnerable children was given close attention. These children, who lack even basic care, are generally poorly educated and have little chance of rising out of poverty. The near future is expected to bring a growing number of street children and homeless children, an increase in child prostitution, increased exploitation of girls and women, and rising levels of crime.

During the official closing session, the education ministers of the Republic of Congo, the Central African Republic and Chad presented the conclusions and recommendations of the meeting, in the presence of the prime minister of Gabon.

**Lessons from the ADEA exercise “Identifying Effective Responses to HIV/AIDS”**

In early 2000, ADEA invited all African ministries of education to share promising practices and strategies used in their countries to fight against HIV/AIDS. Twenty-five countries participated in the exercise. The summing-up of these experiences offers the following lessons:

- Ministries of education and their partners are mobilizing against HIV/AIDS. The ADEA exercise, which called on ministry staff members to assess their own programs, started a process of deliberation and internal capacity building. It also triggered a process of program and planning development.

- Country experiences show the diversity of the stakeholders (NGOs, communities) that are rallying around the education sector. Ministries of education should take advantage of this situation to develop partnerships with these stakeholders, which can provide assistance at little cost.

- Anti-HIV/AIDS programs are generally small in scope, display little variation and are focused exclusively on learners. The human resources are assigned to these programs are inadequate.

- Coherent management of both data and programs is needed. There are many programs designed to combat HIV/AIDS, but they must be better coordinated within an overall ministerial strategy. In addition, program effectiveness should be measured using reliable information systems.

The exercise “Identifying Effective Responses to HIV/AIDS” was conducted by the ADEA’s ad hoc working group on HIV/AIDS. For further information, please contact:

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Right to Education

Foundations of Education for All (EFA) Process

By Kishore Singh, Program Specialist, Education Sector, UNESCO

Government obligation has sound basis in provisions relating to the right to education in existing international and regional instruments. UNESCO encourages countries to apply the initiatives from the Dakar Framework for Action in their national legislations.

"...Governments in the South must ensure that free and compulsory primary education is a right reflected in national legislation and in practice. National strategies to achieve the goals of Education for All must receive its necessary share of government budgets and benefit from all possible funding sources, including debt relief.

Communique issued at the High-Level Group on Education for All (Abuja, Nigeria, November 2002).

Education is gaining acceptance as a fundamental human right. It is essential for development. Of both the individual and the society. Moreover, "Education is both a human right in itself and an indispensable means of realizing other human rights". However, its effective implementation is a daunting challenge for the international community as millions of children remain deprived of basic education in today's learning society. The Governments and international agencies therefore committed themselves at the World Education Forum (Dakar, April, 2000) to recognize the right to education for all as a basic human right. The primary responsibility for this devolves upon Governments for creating/expand educational opportunities so that basic education is made accessible to all.

This is all the more so as Government obligation has sound basis in provisions relating to the right to education in existing international and regional instruments. Articles 13 and 14 of the International Covenant on Economic, Social and Cultural Rights (1976), drafted at the suggestion of UNESCO's Director General, covers the right to education comprehensively. The Convention on the Rights of the Child (1989) also provides for the right to education (Articles 28 to 30). A number of instruments elaborated by UNESCO develop this right in its various dimensions.

Regional level instruments

Regional level instruments are an important component of international legal framework providing the right to education. Thus, the African charter on Human and people’s rights adopted in 1981 carries the obligations for the right to education (article 17 of the charter). The very first article of this charter provides that state parties to the charter "shall undertake to adopt legislative or other measures to give effect" to rights contained in it. Under the provisions of Article 62 of the charter all parties to it are required to report periodically on the way they give effect to the rights contained in the charter. In this respect, a number of other instruments including the Constitutive Act of Africa Union are significant.

In the field of the right to education, UNESCO has a principal role and responsibility in the United Nations system. As a result of UNESCO's active participation in the work of the United Nations Committee on Economic, Social and Cultural Rights (CESCR), prominence is given to the right to basic education for all. There is a need to strengthen normative action by incorporating State obligations into national legal systems, as was emphasized in a meeting organized by CESCR in co-operation with UNESCO in May 2002 on the Right to Education and follow-up to the World Education Forum. Furthermore, the Joint Expert Group UNESCO (CR)/ECOSOC (CESCR) on the Monitoring of the Right to Education, in its first meeting, organized at UNESCO Headquarters, in May 2003, made concrete recommendations and suggestions, with a focus on the right to education, with Education for All (EFA) as priority. Such initiatives can be developed further in order to impart synergy to UNESCO’s work for promoting the right to education in the United Nations system.

Reflecting the Dakar political commitments in national legislations

The Dakar Framework For Action, adopted at the World Education Forum, committed Governments to strengthening national and regional mechanisms to ensure that EFA was on the agenda, inter alia, of every national legislature (paragraph 13 of the Dakar Framework for Action). It is indeed essential that political commitments undertaken at Dakar are reflected in national legislation. Need for normative action for advancing this right is recognized in UNESCO's Medium-term Strategy (2002-2007). As the Strategy stipulates, "A major task for UNESCO will be to support Member States in policy reforms, especially the design and implementation of EFA policies and action plans as well as the development of legal instruments for promoting universal access to basic education".

For promoting normative action, reflexions on certain questions of critical importance are essential: How are State obligations incorporated into constitutional provisions and translated into educational laws? How are these laws being reformulated in response to commitments undertaken by Governments at the World Education Forum? How
can Governments fulfill their primary responsibility in making primary/basic education universal? How to make such education accessible as a right to all those who are victims of poverty? How can Governments fulfill their minimum core obligations with respect to the right to education?

Many of these questions were addressed at the Round Table on Constitutional/Legal Bases of the Right to Education as a Fundamental Human Right, organized by UNESCO in cooperation with the Association for the Development of Education in Africa (ADEA) during the Eighth Conference of Ministers of Education of African Member States (MINEDAF VIII) in December 2002. The Round Table, which brought together Ministers of Education, Permanent Delegates to UNESCO and high-level government experts provided a forum for the exchange of views and sharing of experiences. It resulted in a concrete set of recommendations and suggestions. The main emphasis was on integrating obligations undertaken by governments into national legal systems.

The participants suggested that UNESCO should encourage and support government to develop and modernize national legislation, providing technical assistance as and when requested. It was recommended that provisions relating to the right to education in regional level instruments should be analyzed and disseminated by UNESCO. A comparative analysis of constitutions and education laws in Africa should also be undertaken, while recognizing the significance of incentives in monitoring and effective implementation mechanisms. Need for national measures aimed at promoting normative action was underlined as closely to the Education for All (EFA) process. Among constraints and limitations that need to be overcome, one can mention: lack of effective implementation of international and regional level instruments; scant research and studies on the legal dimensions of the Dakar Framework for Action; weaknesses as regards enforcement of laws and the justiciability of the right to education. The question is whether mechanisms exist, making it possible to claim the right to education as a legally enforceable right? As EFA Global Monitoring Report 2002 mentions, providing the right to education is an obligation of governments and requires that they translate their international commitments into legislation against which their citizens have legal recourse. Without legislation, it is difficult to monitor and enforce obligations, so mobilizing governments to develop and modernize national legislation is a critical element of implementing the Dakar goals.

The right to education is indeed central to UNESCO’s programmes. The Organization has placed the outcome of the World Education Forum at the heart of its activities and Education for All (EFA) high on its agenda. A Website on the right to education presents UNESCO’s work in this field. Developing and consolidating its foundations in the EFA process in national legal systems would indeed contribute to UNESCO’s constitutional mission for “full and equal opportunities for education for all”.

**Education as a legal right**

Governments must fully recognize the significance of concrete measures required to be taken so that foundations of the right to education are strengthened in national legal system and domestic order. It is important to relate this more closely to the Education for All (EFA) process. Among constraints and limitations that need to be overcome, one can mention: lack of effective implementation of international and regional level instruments; scant research and studies on the legal dimensions of the Dakar Framework for Action; weaknesses as regards enforcement of laws and the justiciability of the right to education. The question is whether mechanisms exist,

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3. This Joint Expert Group was established by Decision 5.4 adopted by UNESCO’s Executive Board at its 162nd session in October 2001.
5. UNESCO has been raising public debate on the right to education, for instance, through collaboration notably with the European Association for Education Law and Policy (ELA).
Improving
National Statistical Indicators to Spur Education for All

By Glory Makwati, Interim Coordinator, WGES

Decision-makers need reliable, accurate, and up-to-date information in order to assess the impact of past decisions, the present levels of demand and supply, and the potential impact of alternative options. The goal of the ADEA Working Group on Education Statistics (WGES) through its National Education Statistical Information Systems (NESIS) program is to develop sustainable national information systems that respond to users’ needs and works at developing the necessary tools to obtain reliable information on which policy information and education management can be based.

The commitment by governments and development partners to the 1990 Jomtien Education for All goals stipulated the need for more relevant and reliable indicators and more efficient and user-friendly information services for the monitoring and assessment of system performance.

In the early 1990s a diagnostic survey carried out by the National Education Statistical Information Systems, (NESIS) in 21 African countries revealed serious deficiencies in education statistical information systems. They were characterized by poor coverage and fragmented efforts by the ministry to collect the same data from the same sources. Large amounts of data were collected, but they were never analyzed.

Education development indicators

This situation led the Working Group on Education Statistics to launch pilot projects aimed at improving the whole data processing cycle. One of these projects, Education Development Indicators (EDI), was able to develop a template, which was adopted during the EFA 2000 assessment. The first pilot projects took place in ten countries. Each of these ministries produced a National Education Indicators Report for the EFA Mid-Decade Review. Based on these results, all ministries of education in sub-Saharan Africa acknowledged the need to strengthen their statistical processing function, improving annual school surveys, and acquiring computers for data processing.

During 1999 and the first half of 2000, NESIS coordinated, trained and assisted ministries in building capacity for producing the statistical indicators for the assessment of progress toward the Jomtien goals. The most comprehensive statistical coverage ever compiled in Sub-Saharan Africa enabled 47 countries to participate in the most ambitious and informed assessment exercise undertaken in basic education, the Education for All (EFA) 2000 Assessment.

The expanded vision of EFA continues to require more relevant and reliable indicators and more efficient and user-friendly information services for monitoring and assessment of system performance.

Future challenges

As economic conditions continue to deteriorate, African governments are confronted with the difficulties of providing education in the context of diminishing resources. There is an increasing pressure for more effective planning and management of resources. As a result there is need for timely, reliable and policy-relevant statistical information in order to make effective and efficient use of the dwindling resources available in the region.

NESIS is continuing to train personnel in ministries of education in education statistical information systems, data analysis and publication, and management of education information systems. It is carrying out additional pilot projects aimed at producing generic modules that can be applied in a number of countries. The pilot projects are in the areas where deficiencies were identified during the EFA 2000 assessment and in those proposed by the WGES Technical Working Groups (TWGs). Through a series of training and peer-review workshops, countries will continue to be assisted in their EFA 2005 mid-decade reviews.

For further information on the ADEA Working Group on Education Statistics (WGES) and the NESIS program, consult the WGES web site at:

Focus
April - September 2003
ADEA Newsletter

Forum of African Parliamentarians for Education

By Oumar Sarr, President of FAPED

Convinced that parliamentarians can contribute to the implementation of action programs and Education for All (EFA) goals, members of parliament from 45 African countries have joined forces to form the basis of a concerted framework on educational issues.

Parliamentarians from 45 African countries have decided to join forces on behalf of education in Africa so as to achieve Education for All by 2015. This is one of the objectives set by the World Forum on Education that met in Dakar, Senegal in 2000.

The main purpose of the Forum of African Parliamentarians for Education (FAPED), open to 53 African countries, is to build awareness among members of parliament and the local communities they represent to educational issues so that they can mobilize support at every level.

Participants at the consultative meeting for parliamentarians that preceded the Eighth Conference of Ministers of Education in African Member States (MINEDAF VIII) committed themselves to: revamping legislation in their countries so that education would be recognized as a basic human right; mobilizing the human and financial resources needed for universal basic education; improving the status of teachers and devoting special attention to the education of girls and women.

The FAPED work is part of a broader effort to engage parliamentarians in promoting development of education.

Most African countries are struggling to devise strategies for sustainable development and poverty alleviation.

In their role as popular representatives, the parliamentarians belonging to our Forum can make a special contribution by creating a quality relationship with all the actors, that is visible and effective.

FAPED expects to play an intermediary role between government and the people in setting the course for development in each country on the one hand, and by creating an enabling environment for dialogue between government, development partners (financial institutions, developed countries), private sector, local groups, unions and parent-teacher associations.

The Decade of Education in Africa (1996-2006), NEPAD, the Educational for All (EFA) Forum in Dakar in April 2000 – have already set things in motion.

The parliamentarians who met in Dar-es-Salaam, Tanzania from November 27 to December 2, 2002, agreed to a multi-faceted approach that would meet the needs of three groups: one group of parliamentarians who legislate and propose laws; another group that influences and votes on budgets for education, and a third group of parliamentarians who advocate.

Regarding legislation, the parliamentarians will be revising basic texts so they conform to national and possibly international commitments. Once the commitment to achieving quality basic education for all by 2015 has been made, it is extremely urgent that human and material means be found to meet the challenge in sub-Saharan Africa of getting those 30% of children not yet enrolled into the school system.

Our laws must guarantee the right to education, equity and equality between the sexes.

The lobbying of parliamentarians at the time when budgets are being drawn up can be decisive in ensuring that resources are mobilized and allocated for education. They exercise their greatest influence during sessions where educational issues are being discussed.

Advocacy is a cross-cutting kind of parliamentary intervention. It should be flexible and forward-looking using a combined approach of local participation, communication and mediation among the actors.

The advocate must be part of a process for political and social dialogue that is able to explain why EFA is so important within the framework of poverty alleviation and sustainable development.

The current president of FAPED, of Senegalese origin, is seconded by seven vice presidents who come from Morocco, Tanzania, Mauritius, Namibia, Congo, Nigeria and Cape Verde. The FAPED office is based at the UNESCO regional office (BREDA) in Dakar, Senegal.

The Forum of African Parliamentarians for Education aims to promote both individual and public solutions to problems of health, the environment, and citizenship that have a direct bearing on the quality of life.

In our opinion, education for all is the only way to overcome the challenges posed by globalization.
WGCOMED

At the request of the World Bank, the Working Group on Communication for Education and Development (WGCOMED) organised media coverage of the International Conferences on “Regional Conference on Secondary Education in Africa”, (Kampala, Uganda, from 9 to 13 June, 2003) and “Investment Options in Education for All: Gender and Education,” (Ouagadougou, Burkina Faso from June 25 to 27, 2003); “Training Conference on Improving Tertiary Education In SSA”, (Accra, Ghana September 23-25, 2003). These activities, which are part of the COMED program are intended to give media attention and publicity, enhance media understanding and interest in education, and provide journalists with a more comprehensive understanding of major educational issues.

WGNFE

A sub-regional symposium on the Management of Diversity within the context of Quality Education for All, has been organized in Ouagadougou, Burkina Faso between 12th and 15th of May 2003. The Symposium, hosted by the Minister of Education, Burkina Faso, has been a collaborative initiative of the ADEA Working Group on Non Formal Education and of the Association for the Promotion on Non-formal Education (APENF, Burkina Faso). It brought together ministers, high officials of Ministries of Education and representatives of development agencies, as well as a diverse set of actors involved in alternative approaches to learning and education in West Africa. See for more information: http://www.adeanet.org/wgnfe/

WGECD

The ADEA Working Group on Early Childhood Development (WGECD), in collaboration with UNICEF, has organized a coordination meeting of agencies supporting the development of ECD in Africa. The meeting took place from 14 to 16 April 2003 in The Hague, the Netherlands. Discussions aimed at achieving more close collaboration and harmonizing of activities for the benefit of ECD promotion in Africa.

WGTP

From 11 to 13 May 2003, a meeting was organized in Zanzibar to discuss the merging of the francophone and Anglophone section of the Working Group on the Teaching Profession. Members of both sections have have defined an action plan for the coming years.

Africa Education Journalism Award

The Africa Education Journalism Award welcomed the winners of the 2003 edition and their Editors in Chief to Paris and London for a study tour which included training programs and visits to major press agencies such as the Times Education Supplement, BBC, Liberation (France) and Radio France International (RFI). The training module on education presented by education specialists from ADEA and IIIEP examined various issues such as education as a factor for development and means of poverty reduction; education statistics; HIV/AIDS and its impact on education systems, and education reform. A prize winning ceremony was organized at the end of the study tour.

WGES

Mr. Ibrahima Bah-Lalya has become the coordinator of the Working Group on Education Sector Analysis. He has replaced Ms. Alexandra Draxler, coordinator from November 2000 to October 2003.

WGECD

The Working Group on Early Childhood Development and UNICEF, Senegal, Burkina Faso, and Mauritania are completing their policies on Integrated Early Childhood Development, based on an analysis of the situation and current policy gaps. This has resulted in a sub regional meeting on Policy Development, held on 22 to 24 October in Dakar, Senegal, which brought together high-level government representatives from 16 Western and Central African countries to work on comprehensive national policies for integrated early childhood development.

WGCOMED

During the last ADEA Steering Committee meeting in April 2003, it has been officially announced that the Norwegian Development Agency (NORAD) has become the Lead Agency of the Working Group on COMED. The West African News Agency for Development (WANAD) based in Cotonou, Benin, will remain the coordinating institute for the working group.
Close-up of an educational system: Guinea under scrutiny

By Mathieu Brossard, Aboubacar Sidiki Yattara, under the direction of Alain Mingat

What is the goal of schooling? One goal is of course to train human capital and contribute to the sustainable economic and social development of a country and its people, but how many years of schooling are required to ensure irreversible adult literacy? Though there has been no specific study on this question in Guinea, the findings in other countries in the region all agree: a minimum of six years of primary schooling is necessary to ensure that a good reading capacity is irreversible for the rest of a person’s life.

Who goes to school?

How many children have access to schooling? Up to what age? How many complete six years of schooling?

During the past decade, the Guinean educational system underwent a substantial quantitative expansion at every educational level (cf. graphic). The gross enrolment rate in the primary cycle rose from 34% in 1991 to 72% in 2002. At the secondary level, rates also more than doubled. Nevertheless, Guinea is still lagging substantially behind the African average (for example, 88% for the primary cycle).

In terms of basic education in particular, the encouraging progress made by the system both at the level of primary school access (35% in 1991, 67% in 2001) and continuing attendance must not be allowed to conceal the fact that there is still a long way to go to achieve universal primary schooling: at best 4 Guinean children out of 10 now complete the CM2 level and 56% of children do not complete a primary education and thus have a great chance of becoming illiterate adults.

Does schooling benefit everyone?

There was progress towards greater parity between boys and girls in terms of primary school access during the last decade; nevertheless, significant differences remain, with 57% of Guinea’s boys having access to CM2, and thus a chance at irreversible literacy, while this is true of only 30% of the girls.

If both gender and place of residence are taken into account, the gap is even larger (cf. graphic): 74% of urban boys reach the CM2 level, but only 25% of rural girls – a ratio or three to one.

Another measure of equity, which is more dependent on the system’s structure (unit cost and level of enrolment for different school cycles) is the level of concentration of public resources for the limited portion of the population that continues its studies the longest. In Guinea, the most educated 10% of the population (the 10% continuing their studies the longest) benefit from 66% of the total resources. In comparative terms (cf. graphic), Guinea’s school system is slightly more elitist than the African average (more than Gambia, Mozambique and Benin but less than Senegal, Ethiopia, Mali and Niger).

What kind of school?

Are pupils learning enough?

The PASEC1 survey recently conducted in Guinea provides comparable data on levels of academic achievement. While the quality of Guinea’s schooling at the

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1. PASEC: Programme d‘Analyse Statistique de l‘Éducation au Congo
beginning of the primary cycle (CP2) is situated at the average of the five other French-speaking countries surveyed using the same tools (slightly lower score in French and slightly higher in math), the results for the end of the cycle (CM1) show the relative weakness of the level of learning in both of the subjects evaluated.

Are resources distributed equitably?

Are the learning conditions the same for all the pupils in Guinea's primary schools? This question can be answered in part by examining the way teachers are allocated to the different schools, as the national average teacher-pupil ratio (44 pupils per teacher in Guinea) can conceal great disparities in resources between schools.

There is a good level of consistency in the way teachers are distributed among schools in Guinea’s system compared with other countries (coefficient of correlation between the number of pupils and number of teachers is 0.92, compared with a range of 0.47 to 0.97 in the other countries).

The gap: Insufficient resources or inefficiency?

Is the system efficient?

The relatively low level of resources (2.1% of GDP) along with results that are average for the Sub-Saharan African countries (average attendance of 4.1 years) result in a relatively good quantitative efficiency for the system (cf. graphic), even though it is still below the level of the most efficient African countries. Each percentage point of GDP allocated to the educational sector results in 2.1 years of schooling (1.1 in Burkina Faso; 1.4 in Ivory Coast; 1.7 in Mali; 1.8 in Gambia; 2 in Togo; 2.6 in Tanzania).

The story is very different in terms of internal efficiency: about one-third of public resources expended are “wasted”, in the sense that they are used on repeat years or on pupils who do not complete the primary education cycle, the only guarantee they have of irreversible literacy. Half of the resources lost stem from the excessively high repetition rate (a 20% average repetition rate for the primary cycle, compared with an average of 7% in English-speaking Africa, for example). Dropouts account for the other half of wasted resources, including both because of a lack of available schooling (incomplete schools) or a lack on the demand side (a higher opportunity cost for older pupils in parents’ view of schooling).

Even if Guinea is slightly more effective than its neighbors in transforming resources into quantitative academic results, further gains in efficiency are possible. To fine-tune the explanatory analysis of the delay with regard to universal schooling and explore possible paths for reform, it is helpful to consider Guinea’s educational policy, still using a comparative approach, but also from the angle of the trade-offs made in the use of resources, from the top level (government resources) down to the breakdown in the unit cost of primary schooling.

Guinea’s policy: Sufficient resources? Proper trade-offs in their distribution?

Is the macro-economic and fiscal situation favorable? Are sufficient resources devoted to education?
Guinea is the country with the lowest levels of taxation, with domestic public resources representing only 12.5% of GDP, compared with 21% in countries making the greatest progress towards universal schooling (cf. graphic). The overall volume of available government resources is in relative terms lower than in most African countries, making the situation less favorable for mobilizing resources for social services, including education.

However, in addition to the somewhat unfavorable fiscal context, which poses constraints at least in the short term, the inter-sector budget distribution, a reflection of national policy, is also unfavorable to the educational sector. Spending on education in Guinea represents only 17% of total spending, compared with an average value of 19% in the African countries and the countries that have made the greatest progress.

Is primary education enough of a priority?

Examination of the second level of trade-off, that is, intra-sectoral, which involves the distribution of resources for education among the sub-systems of the education system, indicates the insufficient priority given to basic education in Guinea’s education sector policy. Primary education receives only 41% of the total education budget, compared with a range of 35% to 66% for Africa as a whole (44% in the most successful countries, cf. graphic).

The resources available for the primary cycle amount to only 0.86% of GDP, i.e., one of the lowest levels of funding in Africa, a consequence of the fiscal situation and unfavorable inter- and intra-sector trade-offs.

Was the decision made to enroll more or allocate more resources per student?

For a given budget, as more children are enrolled, the per pupil allocation falls, and vice versa. There is thus a trade-off for each educational system between the two basic components of costs, that is, quantity and per pupil expenditure. In comparative terms, the relatively inexpensive Guinean educational system (unit cost of only 8% of GDP per capita) is part of the group that emphasizes higher enrolment.

How is unit spending broken down?

The unit cost is composed of three basic factors: teachers’ salaries (main expenditure for all systems), other spending (salaries of non-teaching personnel, teaching materials, administration, etc.) and the teacher-pupil ratio (costs are higher with fewer pupils per teacher). The breakdown between these three components varies substantially between the countries. An observation of the structure of Guinea’s unit cost (cf. graphic) shows in comparison with other countries (including the most successfully ones) a trend towards greater non-salary spending to the detriment of teachers’ salaries, with the pupil-teacher ratio accounting for a similar portion as that observed in the most successful countries. With average remuneration equal to 2.7 GDP units per capita, Guinea’s teachers are among the least well paid on the continent. While that may have certain advantages for extending school coverage without overloading classes, this can also pose problems for hiring, motivation and ethics (extortion from pupils in certain classes) among teachers.

What possibilities for structural reform?

The currently low completion rate is the result, among other things, of the equilibrium in the system between available resources and the distribution of spending (trade-offs). Whether this equilibrium is decided and planned as part of a sector policy or is simply inevitable, the result of a self-adjusting system, it is in any case a reality. Although it is difficult to foresee the future of the system and in particular to assess the risks intrinsic to implementing a 10-year program, one can assess the realism of the goal of universal schooling from the partial and insufficient but nevertheless necessary angle of this financial balance.

Given the previously identified constraints and maneuvering room, how could the structure of the system (resources and spending) be changed to achieve a sustainable balance nationwide with a completion rate of close to 100%? The two scenarios proposed (cf. table) answer this question with an equilibrium established for an access rate to CM2 of 97% and based on meeting the hypotheses up to 2015.
What are the implications of achieving universal schooling?

- A substantial increase in the mobilization of national resources:

While it will remain a short-term constraint, the level of the tax ratio should rise from 12.5% to 16% (hypothesis based on projections of the Ministry of Finance).

Inter and intra-sector trade-offs should shift to give greater priority to education, and within that, to the primary cycle. The target values adopted in the models (20% of the budget for education and 50% of resources for primary) are realistic insofar as they correspond to goals set by national policy.

- A drastic reduction in repetition and dropout rates:

The efficiency gains required to achieve the goal demand a significant reduction in the repetition rate. Conscious of this problem, the Ministry of Education is implementing a strategy as part of its ongoing EFA program (with, in particular, the introduction of sub-cycles for which repeating is not authorized) aimed at bringing down the proportion of repetitions by 5% by 2012, a value used in the simulations. Another indispensable condition is ensuring that more pupils remain in school during the cycle. It is obvious that for pupils to complete a cycle they must not drop out midway.

How to improve quality?

The PASEC results (cf. infra) emphasized the relative weakness of the quality of instruction in Guinea.

By making use of the maneuvering room that exists within the structure of the unit cost (cf. infra), the financial framework presented using the simulations proposes, in addition to the preceding changes, two financially realistic options (scenario 1 and 2) that are aimed at improving the quality of the services provided. Scenario 1 would improve the pupil-teacher ratio (from 44 to 40 pupils per teacher) without changing the relative value of teacher salaries (the salaries increase in monetary value only in accordance with growth in GDP per capita). Scenario 2, on the contrary, holds the pupil-teacher ratio at the current level (which is in line with that in other African countries) and increases the average teacher salary in order, for example, to reduce the difference in pay between contract employees and civil servants and/or to set up isolated post allowances for teachers assigned to hardship areas.

However, while these simulations ensure us of the financial feasibility of these reforms, they cannot guarantee results in terms of improving the level of student achievement. Simultaneous observation of the results obtained by the schools (measured by the average success rate on the end of cycle exam) and the resources they are provided shows that, as in other African countries, there is a very weak relationship between the learning conditions provided and results. In other words, while the resources are important, actually transforming these into results is undoubtedly even more important. Improving pedagogical management, which means the capacity of the system to ensure an effective transformation of resources into results in the schools, is thus probably indispensable for achieving quality schooling for all.

Table 1. Basic Education in Guinea – Possible trade-offs

<table>
<thead>
<tr>
<th>Context</th>
<th>Current situation</th>
<th>2015 Scenario 1</th>
<th>2015 Scenario 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>School age population (% of total)</td>
<td>16%</td>
<td>16%</td>
<td>16%</td>
</tr>
<tr>
<td>Government resources (% of GDP)</td>
<td>12.5%</td>
<td>16%</td>
<td>16%</td>
</tr>
<tr>
<td>% Education of the budget</td>
<td>17%</td>
<td>20%</td>
<td>20%</td>
</tr>
<tr>
<td>% primary in the education budget</td>
<td>41%</td>
<td>50%</td>
<td>50%</td>
</tr>
<tr>
<td>Pupil-teacher ratio</td>
<td>44</td>
<td>40</td>
<td>44</td>
</tr>
<tr>
<td>Average teacher salary (in GDP per capita)</td>
<td>2.7</td>
<td>2.7</td>
<td>3.5</td>
</tr>
<tr>
<td>Spending excluding teacher salaries (%)</td>
<td>34%</td>
<td>34%</td>
<td>34%</td>
</tr>
<tr>
<td>% repeaters</td>
<td>20%</td>
<td>5%</td>
<td>5%</td>
</tr>
<tr>
<td>% pupils in private sector</td>
<td>21%</td>
<td>21%</td>
<td>21%</td>
</tr>
<tr>
<td>Access level to CM2</td>
<td>44%</td>
<td>97%</td>
<td>97%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Policies / Spending</th>
</tr>
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<tbody>
<tr>
<td>Pupil-teacher ratio</td>
</tr>
<tr>
<td>Average teacher salary (in GDP per capita)</td>
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<tr>
<td>% pupils in private sector</td>
</tr>
<tr>
<td>Access level to CM2</td>
</tr>
</tbody>
</table>

Source: Authors’ calculation using data from RESEN Guinea
Context and Trade-offs

Every education system faces limitations arising from its national context and has some room for maneuver in using the resources available. The figure «Context and Budgetary Adjudication», in the section Close-up on an Education System, attempts to analyze the amount of resources mobilized for education and how they are used in the country studied, taking a comparative approach and focusing on primary education. The figure is divided into five nested levels, in which the resources presented at a given level are broken down further on the next level down.

1. The fiscal context: central government resources
   - The highest level (first sub-graph from the top) shows how much of the gross domestic product (GDP) the central government is able to capture through taxes. This degree of fiscal appropriation, often called the tax ratio, largely depends on the macroeconomic context and, in the short and medium terms, is a hard constraint. It provides, in relative terms, an indicator of the funding base available for the budgetary decisions to come. In Africa, it ranges from 8% to 56% of GDP depending on the country.

2. Inter-sectoral adjudication: the share of budget expenditure allocated to education
   - The first level of adjudication (second sub-graph), which in theory is decided at national level, is the process of budgetary allocation between sectors. After the officials responsible for each sector (education, health, rural development etc.) have made their arguments, a budget is adopted that determines how large a share is to be allocated to the ministry or ministries in charge of education. The budget indicates the priority that the government assigns to education. From one African country to the next, the share of education in the national budget may vary by a factor of four (8% to 33% of the budget).

3. Intra-sectoral adjudication: the share of education spending devoted to primary education
   - The second level of adjudication (third sub-graph) lies in the choice of how to divide up the total appropriation allocated to education among the different educational levels (pre-school, primary, adult literacy, general secondary, technical and vocational, higher). The proportion allocated to primary education provides an indicator, relative but comparable from one country to another, of the priority that educational policy assigns to the expansion of basic education. It ranges from 35% to 66% in Africa.

4. Adjudication between quantity and unit expenditure within the primary level
   - The third major allocative decision (fourth sub-graph) is taken at the primary level and concerns the allocation of available resources between the number of pupils in school and spending per pupil (or unit cost). For a given budget, the more children are enrolled in school, the lower the unit allocation, and vice versa. A mathematical model can be used to evaluate the relative shares of each of these components. On this basis, the share allocated to the number of pupils (GER) ranges from 49% to 82% depending on the country, and accordingly, the share allocated to unit expenditure ranges from 11% to 51%.

5. Adjudication in the structure of unit expenditure
   - The fourth level of adjudication (fifth and last sub-graph) is found - still within the primary level, and for a given unit cost - in the structure of spending components that make up that unit cost. Unit cost is determined by three main factors: teachers’ wages (the largest spending item in all education systems), other expenditures (wages of non-teaching staff, learning materials, administration etc.) and the teacher-pupil ratio (the fewer pupils there are per teacher, the more expensive it is to educate each pupil). A mathematical model allows us, as for the preceding level, to evaluate the respective shares allocated to each of these factors: the share of unit cost allocated to teachers’ wages ranges from 20% to 74% depending on the country, that allocated to other expenditures from 1% to 23% and that allocated to the teacher-pupil ratio from 11% to 70%.

1 High tax ratios are generally found in countries with substantial oil resources (e.g. Nigeria 46%, Angola 56%).
2 For comparative purposes, primary education will be used here to designate the first five or six years of schooling (excluding pre-school education).
3. For details on the calculations, you may contact the authors.
In most of the world education is recognized as an impetus for change and transformation. Yet while richer countries have watched distance education develop from a poor cousin of traditional education into a full-fledged player in its own right, Sub-Saharan Africa has continued to rely on traditional approaches: face-to-face interaction between teachers and students, and learning at fixed times in fixed locations according to a system of certification.

Great strides have been made in providing material and human resources for education in Sub-Saharan Africa. But no country has yet fulfilled the promise of providing access to education for all its citizens. It is within this context, therefore, that distance education offers the hope of reaching the unreached and allowing a second chance to those left behind because they could not afford the time or money to attend school or because there was no school for them to attend.

Two publications on distance education—one for francophone countries and the other for anglophone countries—are based on commissioned reviews of what distance education and open learning policy and practice actually mean in Sub-Saharan Africa. They examine concerns about the digital divide, identify the most significant gaps, and point out the factors that are most encouraging for the future. There are differences between the anglophone and francophone regions, but these are consistent with the well-known historical, cultural and institutional differences and do not substantially affect the overall conclusions.

Both reports begin by seeking a common definition of distance education and open learning. These technologies are nominally in their fourth generation by now, even though the studies show that earlier-generation technologies are still used. The first generation was characterized by print-based correspondence courses. The second was also print-based but designed for self-instruction. The third generation was also based on self-instruction but attempted to integrate print with audio-visual materials, and the present fourth generation is based on the use of interactive ICTs (information and communication technologies) such as email, telecommunications and the Internet, to support course delivery and learning.

The francophone study
The study of francophone countries is limited to fourth generation programs, There are 2 main observations:

- In African francophone countries, Internet connectivity is gradually increasing, yet efforts remain crippled by social, economic, legal, political and technical constraints. Distance education in francophone countries south of the Sahara generally involves a set curriculum and is mostly applied to professional training or to continuing education.

The report is divided into two parts: A factual part listing educational offerings, with boxes illustrating both the diversity and the specificity of distance education in francophone countries; An analytical part that looks at gaps in the system or in the information about it, and closes with a series of recommendations.

It also has five annexes:

- Statistical tables for up to 20 francophone countries in Africa, plus France;
- A summary of results of the ADEA 1997 publication;
- A bibliography of journal articles and publications available in documentation centers and development agencies;
- An annotated «webography» giving addresses (URLs) of web sites carrying information about African internet resources and education;
- The list of contributors to the report.

The anglophone study
The report for English-language countries also opens with a discussion of definitions and terms of references, including a well-argued section on the advantage of open and distance learning. Specifically, it shows how the barriers to conventional learning (such as time and distance) are overcome and how these issues challenge educational institutions to deliver high-quality distance learning.
courses in higher education. Distance learning can expand the limited number of places available, improve access for women, meet the demand for lifelong learning and more trained personnel, help those who are geographically isolated or economically disadvantaged. To do so, however, it must be incorporated into mainstream education and training efforts, which it all too seldom is.

The report traces current trends in the following key areas: Management and administration, curriculum design, course production, quality assurance, learner support as a critical component of distant education, and the various uses of information technology.

It describes the main goals and initiatives of national and regional associations in Sub-Saharan Africa that deal with distance education, and it lists initiatives that promote the use of distance education. So far, only a few countries in the sub-region, including Ghana, Kenya, Mauritius, Uganda, and Zambia, are making significant efforts to create an enabling policy environment for distance education and open learning. Print, which is used by 96% of tertiary education institutions and programs remains the most predominant medium, followed by audio and video cassettes. Advanced technologies such as satellite transmission, Internet, and CD-ROMs are less widely utilized than in francophone institutions and programs. Two percent of these Anglophone programs use the Internet and/or CD-ROM, and 5% use satellite transmission, compared to 34% and 18% respectively for francophone institutions and programs. This report contains an appendix with an interesting list of initiatives that promote the use of distance education and open learning can expand the limited number of places available, improve access for women, meet the demand for lifelong learning and more trained personnel, help those who are geographically isolated or economically disadvantaged. To do so, however, it must be incorporated into mainstream education and training efforts, which it all too seldom is.

The ADEA Working Group on Distance Education and Open Learning (WGDEOL) was created in 1997 to assist ministries of education, training institutions and NGO's to improve the access, quality and equity in African capacity building.

The lead agency for WGDEOL is the Ministry of Education and Scientific Research of Mauritius which operates through its Commission for Tertiary Education and the UNESCO Regional office based in Dakar (BREDA).

The WGDEOL works in collaboration with the Commonwealth of Learning and the francophone distance learning network RESAFAD (Réseau africain de formation à distance).

For more information on WGDEOL, please contact :

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Conclusion: Some common ground

There are differences between the francophone and anglophone regions of Sub-Saharan Africa and among countries in both regions. These two reports are complementary in highlighting certain shared needs and problems. The authors agree about a number of pressing needs:

- Clear policy frameworks with defined roles and responsibilities;
- Firm government commitment to move distance education from a marginal position to a central position;
- Development of appropriate national and regional models wherever there is resistance to imported models;
- Greater cooperation, teamwork and transparency in sharing and communicating information;
- Capacity building at all levels for designing multi-media packages and bring institutions and individuals out of isolation;
- Quality control that is based on the new approaches to learning rather than the traditional perspective, and quality assurance as an on-going concern.

ADEA’s Working Groups on Distance Education and Open Learning would seem well-placed to help bridge the digital divide in Sub-Saharan Africa. What is needed is to channel the current interest and enthusiasm into coherent programs for distance education supported by the political will, policy frameworks, and the training and infrastructure required to make them work in the African environment.
**ADEA Activities**

**August 4-8, 2003**
WG on Finance and Education (WGFE) national training seminar on budgeting in educational planning. Luanda, Angola

**September 20-October 2, 2003**
Akintola Fatoyinbo Africa Education Journalism Award. Prize winner study visit, Paris, France and London, UK

**September 23-25, 2003**

**September 26-28, 2003**
WG on Higher Education (WGHE). Steering Committee Meeting. Lomé, Togo

**21-23 October, 2003**
WG on Early Childhood Development (WGECED). Workshop on integrated early childhood development national policy: (ECD-UNICEF). Dakar, Senegal

**November 30 - December 2, 2003**
WG on Early Childhood Development (WGECED). Curtain raiser on early childhood development in collaboration with the Early Childhood Development Network Africa (ECDNA) and the ministry of education of Mauritius. Mauritius

**December 8-12, 2003**
WG on Education Statistics. NESIS Workshop on Geographic Information Systems. Maputo, Mozambique

**December 3-6, 2003**
ADEA Biennale
Grand Baie, Mauritius

**December 5**
Forum of Ministers meeting

**December 6**
ADEA Steering Committee meeting

ADEA Working Groups
Meetings for the following groups will be held immediately before or after the biennal: WGFE, WGTP, WGES, WGEC, WGBLM, WGNFE

Other Meetings:
Meeting of Ministers of SADC countries, FAWE meeting, launching of the Literacy Decade for the Africa Region

**Other Activities**

**June 9-13, 2003**
Regional Conference on Secondary Education in Africa

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

**June 25-27, 2003**
Regional workshop on education and gender issues
Organizers: World Bank and UNICEF. Ouagadougou, Burkina Faso

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

**October 27-30, 2003**
Conference of Commonwealth ministers of education. Edinburgh, Scotland

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

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