

Reaching Out, Reaching All

Sustaining Effective Policy
and Practice for Education in Africa

Fighting HIV/AIDS

Proceedings of the ADEA Biennial Meeting

Arusha, Tanzania
(October 7-11, 2001)



Association for the Development of Education in Africa

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This document is a summary of the 2001 ADEA Biennial Meeting. The views and opinions expressed in this report are those of the authors and should not be attributed to ADEA, to its members or affiliated organizations or to any individual acting on behalf of ADEA. The report was prepared by a team composed of Anna Obura, education specialist, Pierre Faugère, former coordinator for ADEA's Working Group on the Teaching Profession, francophone section, Richard Sack, outgoing Executive Secretary at the time of the Biennial Meeting and Thanh-Hoa Desruelles, ADEA Publications and Communication Officer.

The objective of this report is to provide an accurate account of the proceedings of the Arusha Biennial Meeting. A document compiling all the papers presented at the Biennial Meeting is being published.

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LIST OF ABBREVIATIONS

AAU	Association of African Universities
AATO	All African Teachers Organization
ADEA	Association for the Development of Education in Africa
AERC	African Economic Research Consortium
AIDS	Acquired Immune Deficiency Syndrome
APNET	African Publishers' Network
BRAC	Bangladesh Rural Advancement Committee
CBO	Community-based organization
CODESRIA	Council for the Development of Social Research in Africa
COMED	Communication for Education and Development
EFA	Education for All
ERNWACA	Education Research Network for West and Central Africa
FAWE	Forum of African Women Educationalists
FEMSA	Female Education in Mathematics and Science in Africa
HIV	Human Immunodeficiency Virus
MOE	Ministry of Education
MP	Member of Parliament
NEU	Nueva escuela unidad
NFE	Nonformal education
NGO	Non governmental organization
NESIS	Strengthening National Education Statistical Information Systems program
PLWA	Persons living with AIDS
SADC	South African Development Committee
SAP	Structural Adjustment Program
SC	Soul City
SHAPE	School HIV/AIDS and Population Education Program
UBE	Universal Basic Education
UPE	Universal Primary Education
WANAD	West African Newsmedia and Development Center
WG	Working Group

INTRODUCTION

ADEA 2001 BIENNALE - REACHING OUT, REACHING ALL

The Association for the Development of Education in Africa (ADEA) held its 2001 Biennial Meeting at the Arusha International Conference Center in Arusha, Tanzania, October 7-11, 2001. The meeting was organized in collaboration with the Ministry of Education and Culture of Tanzania and was officially opened by the Vice President of Tanzania, Mr. Ally Mohamed Shein.

ADEA's Biennial Meetings are the high point of the activities and life of the Association. The main objective of the meetings is to encourage and sustain frank and open discussions between African ministers of education, development agencies, and other education professionals. Biennial Meetings foster a spirit of intellectual enquiry, exchange, experimentation and learning around themes related to education policy and practice. During three or four days, lively discussions take place in an informal, collegial and professional climate which reinforces ties between the different components of the ADEA network. Finally, Biennial Meetings are vital for ADEA as they help to guide the Association's future activities and determine how ADEA may best contribute to the development of education in Africa.

ADEA's praxis approach, its commitment to EFA and to HIV/AIDS

The Arusha Biennale continued ADEA's commitment to focus on what works i.e. successful policies and experiences at the country level. In 1999, the Biennale had focused on successful initiatives that had tackled problems of access, capacity building and quality. Two years later in Arusha, discussions centered on how promising initiatives can be extended to "Reach Out and Reach All". Underlying ADEA's praxis approach is the conviction that well documented experiences, coupled with critical analysis is the best way to learn from action in order to improve action. Indeed, lessons learned from such successful experiences are bound to shed light on the factors and conditions that lead to more efficient practices and ways of operating, both within development agencies and ministries of education as well as in teaching institutions.

The Biennale also affirmed ADEA's commitment to Education for All - this appearing in the very title of the meeting, *Reaching Out, Reaching All* - and to fighting HIV/AIDS.

Themes and objectives of the 2001 Biennale

Two themes were discussed during the Arusha Biennale :

- **Going to Scale** - the objective was to explore issues related to bringing actions, innovations, programs and policies to scale, and the ways and means of doing this.
- **Fighting HIV/AIDS** - The objectives were: (i) to explore promising approaches used by education systems and mass communication to combat the HIV/AIDS epidemic ; and (ii) to review recent conferences on HIV/AIDS and education in Africa and their contribution to the fight against HIV/AIDS.

Going to Scale: The 1999 Biennale, which was held in Johannesburg, had identified and analyzed a rich crop of promising African experiences in the education sector. Such experiences have flourished in Africa over the past 20 years. However, despite the large number of positive experiences, very few initiatives have become large-scale or have proved to be sustainable. The Arusha Biennale therefore set itself the goal of learning more about a major challenge posed to successful initiatives: How to sustain and expand policies and practices that have proved effective? It is in this spirit that the theoretical and practical dimensions of going to scale were explored in Arusha. A number of questions were discussed including: What are the strategies used to allow a project to go to scale? What are the key factors for success? What should be avoided? What lessons can be drawn from experience in Africa and other regions? These questions are of particular interest to the majority of African countries that are now

confronted with the need to reform their systems and provide education for all.

Several lessons emerged from the discussions:

- Taking an innovation (or reform) from the pilot stage to a larger scale is a complex process that is difficult to complete. Success is rare, and the obstacles are numerous: cost constraints, differing contexts, lack of local demand, inadequate capacity to manage and carry out the innovation, social resistance and opposition... In some cases, the success of an innovation may depend on the small scale of its implementation, in which case it may not be possible to plan on expanding it.
- On the contrary, a determined leadership, adequate resources, relevant communication strategies, delegation of responsibility to—and capacity building of—local players, are all key factors for success.
- Attention should be given to reproducing the conditions rather than simply the content of the innovation.

Fighting HIV/AIDS: African education systems have not been spared the effects of HIV/AIDS. The pandemic has hit supply and demand for education as well as the general functioning of education systems. In Arusha, discussions focused on strategies that are being implemented to fight the negative impact HIV/AIDS is having on education systems. The issue was examined from three angles: African countries' response to date, the contribution of international conferences, and the successful scaling up of a television program against HIV/AIDS that was produced in South Africa and extended to several countries of the subregion.

ADEA's *Identifying Effective Responses to HIV/AIDS* initiative has set out to identify promising approaches and practices implemented by African education systems to deal with the pandemic. Analysis of the 17 studies that have been conducted within the framework of the ADEA initiative shows that countries have mostly focused on integrating HIV/AIDS into school programs and that they have not looked much into system management and survival issues. The analysis also revealed that:

- Most countries have adopted programs aimed at bringing about changes in individual behavior;
- Because most programs to fight HIV/AIDS in the field of education are recent it is too early to evaluate their impact;
- Countries want programs to be proposed to students before they become sexually active;
- Peer education is an effective means of communicating with students about HIV/AIDS;
- Countries should ensure that as many partners and actors are involved in the fight against HIV/AIDS, including representatives of religious groups;
- Broad acceptance of the need to break down the wall of silence surrounding the pandemic and issues related to sex in general is gaining ground.

Organization of sessions

Ten plenary sessions were organized. The format of the plenary sessions varied : formal presentations were interspersed with panel discussions and video presentations. Each session included ample time for questions and discussion.

The introductory session included a broad overview of Tanzania's education sector, recent history and current challenges. The Minister of Education and Culture of Tanzania, Hon. Mr. Joseph Mungai, declared that the process of democratization in Africa needs the support of improved and extended systems of education reaching out and reaching all. Education and democracy are inextricably linked, with each one needing the other in order to advance.

Sessions on the first theme (Going to Scale) explored the following topics:

- The concept of scaling up, illustrated by two examples (**Session 1**);
- A new approach to scaling up, i.e. identifying, within systems, latent resources that can be maximized for system-wide impact (**Session 2**);
- Enhancing reform mechanisms through the use of communication strategies at ministry and system level (**Session 5**);
- Networking mechanisms (**Session 6**);
- Lessons learned from scaling up in other regions (**Session 7**).
- Mainstreaming alternative educational approaches in order to reach out to the entire population and use all innovative education enterprises of whatever type (**Session 8**);

In addition two sessions were devoted to the HIV/AIDS pandemic. They reviewed:

- Current initiatives implemented by African countries to fight against HIV/AIDS and collected through



ADEA's *Identifying Effective Responses to HIV/AIDS* program (**Session 3**);

- The contribution of seventeen recent conferences on HIV/AIDS (**Session 4**);
- The successful adaptation and scaling up of a television program to fight HIV/AIDS. The program was initially produced in South Africa and extended to several countries in the subregion (**Session 4**).

Breakaway groups were also organized in Arusha. They gave ample time for informal discussion and exchange on specific issues raised in the plenary sessions. Five topics were explored in depth: innovations and scaling up; nonformal education; HIV/AIDS; communication in support of education; networks and partnerships. The Caucus of Ministers also met during the same afternoon. Both the Caucus of Ministers and the breakaway groups reported back to the plenary on the final day of the meeting.

The Biennial Meeting also provided ADEA with the opportunity of launching a new initiative, the *Africa Education Journalism Award*. In addition, an unexpected yet significant contribution to the meeting was made by a representative from the International Criminal Tribunal for Rwanda who, in a few minutes, described the work of the Tribunal and made a special appeal to educationists in Africa. ADEA Working Groups and other organizations also held their own meetings during the Biennale. These numerous activities resulted in a rich fabric of experiences over four busy days. They are summarized at the end of the Program of the Meeting in **Annex 2**. At the end of the fourth day the new office bearers assumed

their posts and ADEA expressed its gratitude to retiring colleagues.

Participants

Two hundred and fifty two participants attended the 2001 Biennale (See **Annex 1**: List of participants). Thirty six African Ministries of Education were represented coming from the following countries: Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Djibouti, Eritrea, Gabon, Ghana, Guinea, Guinea Bissau, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mauritania, Mozambique, Namibia, Nigeria, Rwanda, São Tomé and Príncipe, Senegal, Seychelles, Sierra Leone, South Africa, Sudan, Swaziland, Tanzania, Togo, Uganda, Zambia, and Zimbabwe. Twenty-three Ministers and Deputy Ministers of Education, and fifty seven high-ranking officials from ministries of education attended the meeting. In addition, there were twenty-three resource persons from across the continent. Representatives from newly emerging constituencies including nongovernmental organizations and civil society, universities, education institutions, individual education researchers and other organizations from the public and private sectors were also present. As the millennium dawned, NGOs and Africa's civil society are becoming increasingly involved in ADEA's discussion fora. Last but not least, external development partners were present, including bilateral and multilateral agencies, international nongovernmental organizations and foundations. ADEA brought all its Working Group leaders and coordi-

nators to Arusha. Five resource persons from outside Africa also participated in the Biennale.

Hospitality

The Tanzanian Government warmly welcomed participants to the beautiful site of Arusha on the slopes of Mount Meru and was graciously attentive to the comfort and well-being of the guests. The Vice President of Tanzania honored ADEA by opening the Biennale. A welcoming

cocktail party was held on the first day with a lively performance of song and dance. ADEA, too, hosted a cocktail party during the meeting and a dinner in Arusha. The meeting opened with traditional music and Tanzanian songs focusing on the importance of education. The Tanzanian hosts made every effort to teach the participants some Kiswahili and invited everyone to sing along with a popular refrain, Malaika, with a new lyric appropriate to education, at the start and at the end of the meeting.

Karibuni tena !

Welcome back again !



PART ONE: OPENING SESSION

To accommodate the schedule of the Vice-President of the United Republic of Tanzania, the inaugural ceremony of the 2001 Biennial Meeting was deferred until late in the morning of Tuesday 9 October.

The session was chaired by **Hon. Mr. Joseph Mungai**, Minister of Education and Culture, Tanzania.

Welcoming speech by ADEA

The President of ADEA, **Mr. Ahlin Byll Cataria**, began by welcoming all the participants, and expressing how deeply honored he was to address the conference in the name of ADEA. He placed this 6th Biennial Meeting under the aegis of the late President J.K. Nyerere, to whom he paid a stirring tribute for having remained faithful to his values and his people; he recalled the words of a speech delivered by the Mwalimu to the Open University of Dar es Salaam in 1999 on the theme of education for all—remarks that could serve as a guide for the deliberations of the conference.

Mr. Byll Cataria then thanked the Tanzanian Government and the Minister of Education and Culture for having agreed to host the Arusha Biennial Meeting and praised their excellent organizational work, which was con-

ducted in perfect collaboration with the ADEA Executive Secretariat. He welcomed the presence of a Canadian member of parliament. He went on to pay his respects to the ADEA officers who had left their positions before the Biennial Meeting or who were to do so at the end of the Arusha meeting.

He emphasized the fact that this was the third Biennial Meeting to be held on African soil, testifying to the fact that ADEA is firmly anchored in Africa. He reminded participants that the challenges facing education in Africa are linked in particular to poverty in all its forms, and:

- to access to education for the greatest possible number of people;
- to the gender issue, and in particular access to quality education for girls and women, as well as for disadvantaged groups;
- to civil war and ethnic conflicts;
- to the HIV/AIDS pandemic and the technology gap between developed countries and poor countries;
- to the development of both complementarity and a bridge between formal and nonformal education;
- to the reduction in financial resources.

ADEA has a duty not to become just one more interna-

tional institution; its primary role is that of a facilitator. It can play this role by identifying and supporting promising initiatives in Africa, and continuing to promote exchanges of experience and expertise in order to mobilize the skills that exist in the field and to integrate its activities into medium- and long-term strategies. The innovations of other regions of the world could also provide inspiration for Africa.

Speech by the ADEA Alternate Chair

Hon. Mr. Bireme Abderahim Hamid, Chad's Minister of Education and Alternate Chair of ADEA, thanked the Tanzanian authorities for their welcome and the excellent organization of the Arusha Biennial Meeting. He stressed the increasingly important role played within the Association by the Caucus of Ministers. He defined what distinguishes ADEA and gives the Association its strength: adaptability and flexibility in the promotion of dialogue, sharing and exchanges of ideas in favor of education in Africa. ADEA has succeeded in creating an open forum for dialogue that reinforces the role played by African ministers of education. To increase the visibility of ADEA on the ground, he recommended that subregional fora be instituted to facilitate the exchange of ideas and to ensure that closer attention is paid to the specific needs of each region and each context. He welcomed the ever-stronger anchoring of the Association in the real conditions of Africa. He paid a warm tribute to the outgoing president and executive secretary for their devotion and creativity in the service of educational development in Africa and

Education is a fundamental factor in establishing true democracy for all.

welcomed two Africans to take their places. They will continue the work begun over ten years ago.

Speech by the Minister of Education and Culture, Tanzania

The Tanzanian Minister of Education and Culture, **Hon. Mr. Joseph Mungai**, took the floor to welcome all the participants and to thank the Vice-President of Tanzania for honoring this opening ceremony with his presence. He recalled that, since 1995, Tanzania has followed a new Education and Training Policy (ETP) whose "objective is to improve effectiveness and efficiency in the performance of the education sector's mission in the medium term, that is, to ensure quality, equitable access and the expansion of the education system". He stressed the fact that basic education and democracy are essential for each other. It is thus a matter of scaling up those innovations which have proved their effectiveness. "We will learn from others", concluded the Minister, who then invited H.E. Vice-President A. Shein to take the floor.

Opening address

The Vice-President of Tanzania, **His Excellency Mr. Ally Mohamed Shein** reviewed the state of education in his country, asserting that, from the very moment of independence, the late President J.K. Nyerere declared war on ignorance, poverty and illness. To this end—that is, to bring well-being to the entire population—education in self-reli-

ance was introduced. The Vice-President clearly stated that it was necessary to democratize education and to promote the provision of quality education for all. He went so far as to issue an appeal: we must invest in education, which is a fundamental factor in establishing true democracy for all, i.e. for men and women on equal terms. Some people still think that women belong in the kitchen—this is a clear violation of human rights, said the Vice-President. It is also advisable to expand literacy, since it is never too late to learn. Otherwise, he said, we will not be able to prevent the marginalization of Africa.

Before officially declaring the 6th ADEA Biennial Meeting open, the Vice-President stressed the role that civil society, nonprofit associations, NGOs, and spiritual and religious leaders must play to ensure equitable education, and he strongly reaffirmed that without education there will be neither good governance nor democracy.

Other speeches

Professor Penina Mlama, Executive Director of the Forum for African Women Educationalists (FAWE) greeted the participants in the name of the president of FAWE and presented a summary review of FAWE's missions

Education ... for
men and women
on equal terms.

and activities in favor of girls' education and literacy training for women; thanking Vice-President Shein for his forceful remarks, she stated firmly that if gender issues are not included in all educational programs, we will not succeed in eliminating the disparities between men and women, between boys and girls.

Mr. Birger Fredricksen, Senior Education Officer at the World Bank, stressed the supreme importance for Africa of achieving Education for All by the year 2015. The efforts of national governments must be combined with those of civil society and external partners. These efforts must be not only quantitative, but also—and even more so—qualitative. To be sure, basic education is the leading priority, but education is a continuum that affects all categories of the population; girls and children orphaned by AIDS must not be forgotten.

The Canadian MP, **Mr. Peter Adams** greeted the participants in the name of Canada's Minister for International Cooperation. In his turn, he described the many challenges that must be taken up if Africa is to win its battle against ignorance, poverty and illness. He announced that Canada would quadruple its aid to basic education in Africa by 2005.

PART TWO: SUBSTANTIVE SESSIONS

INTRODUCTORY SESSION

The session was chaired by **Hon. Mr. Pius Ng'wandu**, Minister of Science, Technology and Higher Education in Tanzania.

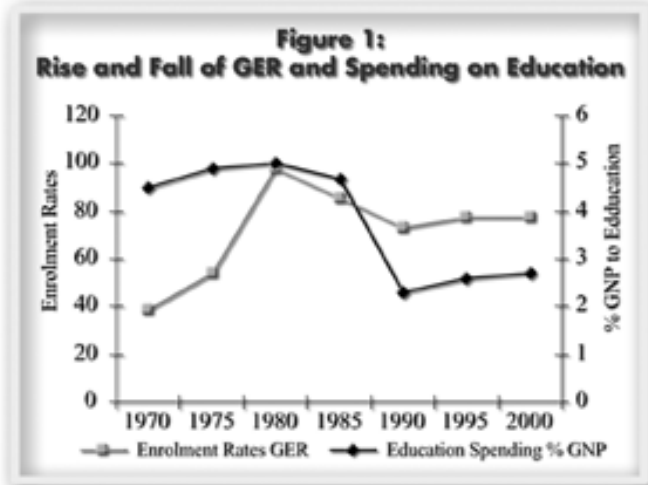
Education for All: Challenges in Tanzania

The Chair gave the floor to **Hon. Mr. Joseph Mungai**, Minister of Education and Culture in Tanzania, and to

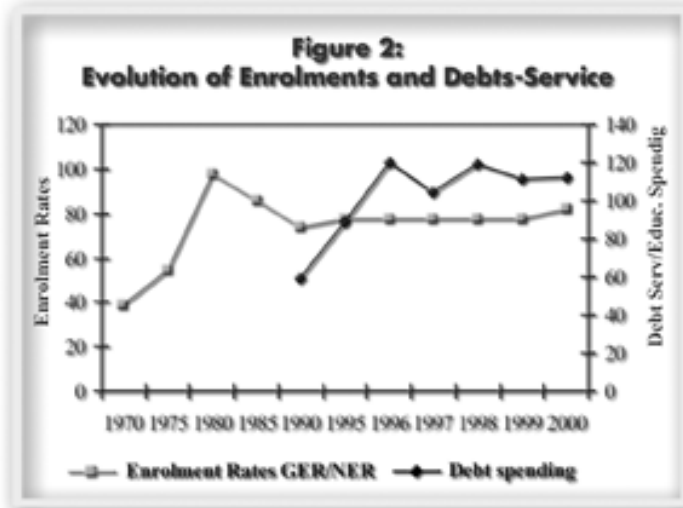
Prof. Justinian Galabawa of the University of Dar-es-Salaam to address the introductory topic of the meeting *Developments and Issues Regarding Universal Primary Education in Tanzania*. Educational development in Tanzania has been well documented by a number of writers. The participants benefited during the session from hearing a Tanzanian perspective on the experience.

Developments and issues regarding Universal Primary Education in Tanzania

Trends in school enrolments were described since Independence: the high growth of enrolments in the 1960s and 1970s, the decline in the 1980s and the recent upturn in enrolments and performance in schools since the mid 1990s. [See Fig.1] Of particular interest were the causes of the decline noted by Tanzania and mechanisms put in place to effect the recent turn-round. Factors which had contributed to decline were noted as: the top-down approach to planning and implementation; the initial attempt by government to be the sole financier of UPE followed by rigid application of structural adjustment programs (SAPs) requiring an unaffordable level of household contributions; the economic crisis of the 1970s-early



1980s; increasing international debt; [See Fig. 2 below] falling state expenditure on education; high population growth rates; the spreading of HIV/AIDS; institutional weaknesses in the ministry; inappropriate application of SAPs.



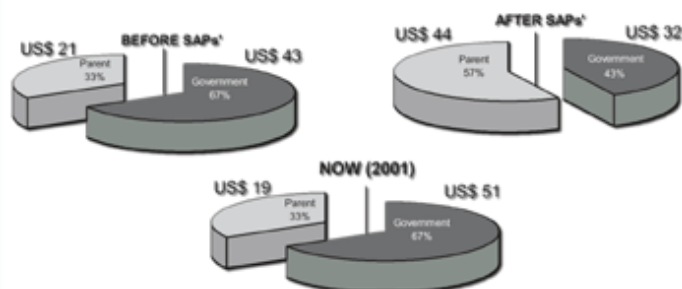
The recent emphasis on involving parents and communities in education development in Tanzania through social mobilization and skills transference had developed a significant new element to lighten the cost-sharing load for parents and to place the community at the center of the education provision. Financing was spread out, putting the responsibility of schooling children squarely on the shoulders of the *entire community* as proposed by the founding President of Tanzania. Parental contributions, which had risen from 33% to an unsustainable level of 57% of education financing after SAPs, returned to 33% and fell in absolute terms from \$ 21 per child in the 1970s

to the current affordable level of \$ 19 per child for *parents and community combined*; central and local governments, supported by external agencies, provide 67% of the financing. Enrolments have risen again and learning is improving. New stress on outcomes, on effective learning, is the current sectoral focus in Tanzania. [See Fig.3 on page 11]

The conditions for Universal Primary Education in Tanzania were “not yet ripe” in 2001. Structural weaknesses remained to be addressed and the role of the state in the provision of education as well as the involvement of communities would have to be clearly defined. Significant policy elements for attaining UPE were noted. This list constitutes a series of mechanisms for scaling up education reform initiated in formal schools in 73 of the 113 districts, which the paper proposes will enable Tanzania to provide educational opportunities for all in a pluralistic and holistic system:

- **national commitment**—develop macro socio-economic policies to benefit education sectoral growth including: promotion of macroeconomic growth, increased state revenue generation, attention to demographic patterns, promotion of community based initiatives
- **wider partnerships in education provision**—involve a greater diversity of supporters, providers and funders of a pluralistic education system
- **criteria for sharing UPE costs**—non equalization of district funding recognizes unequal ability across districts to provide adequate educational opportunities
- **community contributions/cost sharing**—substitute for parental financing, and additional to govern-

Figure 3: Division Between Government and Parents Primary Recurrent Costs



Source: Education sector Country Status Report (2001) and Survey by Author

- ment financing of education
- **limits of SAPs**—recognize SAP limitations in poverty reduction and maintain state funding of social services
- **indebtedness**—prioritize and improve management of debt servicing in order to free up funding for UPE
- **qualitative and transformative UPE**—major emphasis needed on improving school quality, to consequently attract more children to school; reduce gap between assumed social macro benefits and private micro benefits, and provide relevant rural and life skills
- **strengthened institutional capacity** to promote decentralization, pluralism, democratic provision, transparency, effective resource flow and accountability, implementation and sustainability of UPE.

The Minister reiterated the importance of extending education for all children in the interests of strengthening democracy in Africa.

Discussion

The Ministers of Education were particularly interested in the mode of financing education in Tanzania. Hon. Mr. Lesao Archibald Lehohla, Minister of Education and Manpower Development in Lesotho, noted the significance of Tanzania's innovative strategy in financing basic education at community level rather than from parents' fees. He requested more information on the proportion of complementary government funding for schools, as did Mr. Thomas Bediako of All Africa Teachers Organization (AATO).

Hon. Mr. Mosibudi Mangena, (South Africa) commented that whether it is the community or the parents who fund education, the bottom line is that parents pay. This view was echoed by the State Secretary for Education from Burkina Faso, Hon. Mrs. Jeanne Somé, who asked what

“I believe that the community has a responsibility to educate its members.”
Mwalimu Julius Nyerere (1999)

the secret to fee waivers is in Tanzania since most African governments have severe funding constraints. Hon. Mrs. Evelyn Kandakai, Minister of Education in Liberia, wished to know exactly which elements of schooling parents funded, if any, at primary level and the amount of levies paid.

Mr. Birger Fredriksen of the World Bank noted that there are several definitions of universal primary education but that it is most important to monitor the net enrolment rate in each country, that is, getting all children *of primary age* into school and *keeping them there until the end of the cycle*. On the same point, Ms. Changu Mannathoko of the UNICEF Regional Office asked what type of alternative programs Tanzania offered to the nearly 40% children currently out of school. The importance of continually linking school attendance with useful skill acquisition was emphasized by Hon. Mr. Samuel Mumbengegwi, Minister of Higher Education and Technology in Zimbabwe, given the overall aim of using education as a mechanism for reducing poverty across the continent. Mr. Musa Moda of Nigeria noted the disenchantment of parents who watched their primary school graduates leave home to avoid farming in the rural areas. The response of parents was to keep the younger children away from school in order to ensure that they would continue to provide agricultural labor for the family.

A Canadian participant congratulated Tanzania on the abolition of school fees, recalling the rapid increases in enrolment in Malawi and Uganda in similar circumstances. He urged Tanzania to now declare primary schooling compulsory by law. He recommended more coordination of district programs in order to increase information flow on innovations from district to district and to initiate standardization of district management procedures.

SESSION 1 – FROM PILOT TO SCALE: ISSUES AND EXPERIENCE

The first session of the meeting was chaired by **Hon. Mr. Lesao Archibald Lehohla**, Minister of Education and Manpower Development in Lesotho. He introduced one of the two main themes of the meeting, namely, approaches and strategies for scaling up. A paper by **Prof. Joel Samoff** and **Prof. Molapi Sebatane** was presented analyzing the conditions for successful scaling up followed by two papers illustrating scaled up projects from Africa.

Scaling up by focusing down: creating space to expand education reform

The presenter, **Prof. Samoff**, entered into the spirit of the invitation of the hosts of the conference, the Ministries of Education in Tanzania, to participate in the culture of the country by saying:

Mgeni siku mbili. Siku tatu, mpe jembe!

A guest can rest for two days. But on the third day,
give him a hoe!

— Kiswahili proverb —

He noted that it was his third day in Tanzania and he was ready for work! Turning to the paper, he noted that there is a wealth of innovation in Africa as the 1999 Johannesburg Biennale demonstrated. For the last quar-

ter century it has been the aim of many programs to go to scale. One might wonder why successful scaling up is therefore so rare. Lessons can be derived from the few reform initiatives which have succeeded in going to scale and sustaining themselves; and from the many unexpanded projects, some of which were

unsustainable. Analysis indicates that it is more important to recreate and spread the *conditions* which nurtured innovation in the initial localities rather than to merely attempt to replicate specific elements of an educational reform. It means institutionalizing a system for supporting community programs at a scale appropriate for target groups and settings. Three principal factors favoring scaling up appear to be:

- charismatic and effective local leadership dedicated to scaling up
- strong local demand for the innovation, at each site
- adequate funding (not necessarily high level funding).

This implies the need to develop strategies for generating widespread and locally rooted demand for reform and local ownership, and for supporting informed and participatory local debate. Policy space for innovation has to be found, and protection from bureaucratic resistance to change. Further, reform should be understood as a continuing process rather than action directed at a specific outcome. Despite the rich documentation on innovation in Africa which the last Biennale in Johannesburg eloquently exhibited, it proved difficult to explain the rarity

How to Scale Up

- **Recreate and spread the specific conditions** in each new site
 - ◆ which led to the success of the initial reform
 - ◆ which nurtured the local roots to sustain it
- **Recreate Supportive Conditions**

of successfully expanded programs on the continent. The literature was fugitive, analysis on scaling up was rare, no general blueprint exists and scaling up has proved all over the world to be a learning process. In the past, analyses tended to focus on specific elements of the innovations in-

stead of examining the context of attempts to scale up. The latter approach is a more promising framework for explaining the success and failure in going to scale and has yielded a number of lessons to be learned. There is a tension in attempting to replicate initiatives at new sites unless participatory process and local ownership are developed. The roles of the central and local government, other national organizations or institutions and external agencies, need redefining to promote collaboration. Risks in scaling up may include:

- inability to recreate the supportive conditions of the initial settings
- diverting key leadership, spreading managerial capacity too widely
- increasing program costs
- outpacing the expansion capacity of necessary support infrastructure
- potential undermining of the original reform
- new and possibly fatal political opposition.

The most important point made by the paper was that, while various typologies of scaling up have been developed, the salient feature of effective expansion is atten-



Scaling Up Mode	Description	Type
<i>Structural</i>	Organizational expansion in size and constituency — in expansionary, associative or explosive modes	Quantitative
<i>By resource base</i>	Increase their financial and institutional base of the organisation	Organizational
<i>Programmatic</i>	Number and type of activities added	Functional
<i>Strategic</i>	Beyond service delivery to targeting empowerment and change in the structural causes of underdevelopment	Political

tion to the *conditions* promoting innovation. Nevertheless some of the current paradigms associated with scaling up were listed:

Structural scaling up, the mode most often cited in the literature, can occur in the following ways:

- through local initiatives, innovation may spread to new sites
- by central government (or other organizations) replicating in new sites
- by aggregation (collaboration/joint programs by several organizations pooling resources for expansion)
- by integration, incorporating small programs into existing structures and systems.

It is good to think big at the start of a small innovative process. The way forward includes focus on replicating the appropriate conditions for scaling up, improving the knowledge base on scaling up in Africa and developing sound communication strategies, coordination and supportive networks. It is not just an issue for disseminating more information through electronic networks but of

people talking to people, of study visits, of field workers interacting. The need is to *scale up by focusing down*, to enable local seeds to take root and to reproduce the conditions that successfully nurtured local innovations.

Mobilizing Guinean educators around a decentralized primary school quality improvement program

The first example of a project successfully scaled up was provided by **Mr. Alpha Mahmoudou Diallo**, who described the Schools' Small Grants Program (PPSE) in Guinea. PPSE aimed at improving teaching skills by placing the teacher at the core of the innovation process. It was initiated at the base of the education system, in a limited number of schools and units of four to ten teachers (cellules de rénovation éducative – CRE) and moved slowly across the country. From the very inception of the program it put into practice the dictum proposed by the previous presentation: *Start small, think big!* Over six

years, 1995/6–2000/1, PPSE reached over 15,000 teachers in the eight provinces (89% of the national teaching force) in terms of exposure to the innovation and capacity building in project design. More than half have been involved in project report writing and 6,000 (35% of Guinean teachers) have directly implemented projects. A total of 1,200 CRE have participated. PPSE will be integrated into the new ten year national education reform (PAREEG) supporting EFA in Guinea, as a way of sustaining and capitalizing on PPSE. It will have completed its scaling up process. PPSE was directed at strengthening teaching skills and fostering professional development using self-learning tools. Teachers are invited to identify and analyze teaching problems which could be addressed by a small grants program. They propose ways for solving them through a project to be designed by groups of four to ten teachers (the CRE) focusing on teaching skills. The teachers' groups implement, evaluate and report on their projects, accounting for the funds used. They may call on the services of training institutions and the local resources of the national education system. The successful scaling up process is attributed to the following factors:

- organizational linkages created from school to the central ministry with clearly defined roles for each person through the chain, making them responsible for their outputs;
- the development of partnerships between teachers and the central ministry, based on mutual respect and sharing of responsibilities for the program;
- gradual program expansion with a flexible and adaptable approach, moving from two initial provinces, to four more and finally to the last two provinces;
- teacher motivation enhanced by providing modest

- material reference documents and financial assistance;
- competitive proposal evaluation/selection involving all local education officers;
- integrated training system set up for all involved in PPSE, together with a corps of advisors with training skills;
- strengthened facilitative (rather than supervisory) support to teachers at local level;
- emphasis on evaluation as an integral program component;
- regular utilization of action-research feedback into the program;
- regular provincial and national program progress dissemination workshops.

The structure of the program provided for a decentralized provincial committee with a coordinator to support the reform units, with links to a national program committee in the central ministry. At the local level, at the beginning of the first year, the process starts with a workshop on initiating, managing and evaluating projects. Proposals are reviewed by a provincial selection team. Successful proposals receive funding from the provincial committee and are implemented in the second year, with possible extension into a third and fourth year. Advisors make three visits a year to schools while facilitators are available throughout the project for direct support to units and teachers. The strikingly innovative aspect of the program has been the commitment to teacher demand, to the delivery of services requested from the base. Mr. Diallo reported that it proved challenging to remain faithful to the principles of the reform and to see the decentralized aim of the program through to the end. Another difficulty involved the insufficient numbers of trained

advisors which slowed the program down at some stages. Tensions arose between giving teachers the right to choose their own skills improvement program in the face of what the ministry felt to be important, and with regard to the availability of trainers skilled in the competencies requested. Also, additional effort was required to ensure teachers' autonomy despite increased intervention of advisors in their classrooms. But the spirit of the innovation triumphed. The teacher remained the kingpin of the program.

Primary reading program: the Zambian experience of going to scale

Mr. Geoffrey Tambulukani from the University of Zambia described a second scaling up exercise from Zambia which had used a classical top-down format to improve learners' reading skills. A number of research findings indicated low levels of literacy in English, the language of instruction. Reform was preceded by policy change to reverse the initial emphasis on English in primary schools, starting with mother tongue literacy in the first grade and maintaining it through the primary cycle while introducing oral and written English in the second grade through to the end of the cycle. A series of pilot exercises followed policy development, starting with two different pilots in one province (1998-9), then expanding to three more languages in four provinces (2000) and finally expanding country-wide with three more languages (2003) while piloting and expanding the introduction of English in grade two and beyond (2001 onwards). The fast pace

of expansion is due in part to the early successes of the program which resulted in reading achievement in the mother tongue far superior to English literacy levels prior to the reform. This bolstered confidence in the reform and the motivation of teachers. The program uses a cascade model of teacher training together with curriculum development and materials production at central levels. The roll-out mode could be characterized as scaling up by expansion and by association, using schools designated in each zone to spread the centrally designed innovation to each region of the country.

Key factors that enabled the Zambian experience to be successful are the following:

- an effective sensitization strategy about reading problems in primary schools was conducted before the program was launched;
- a communication strategy about good evidence in performance of children in pilot areas has demonstrated the benefits of using the mother tongue in grade one;
- a training program, mobilizing pre-service colleges, helped the teaching staff to adopt the reform and enhanced their motivation;
- a monitoring and open appraisal system enhanced teachers' mobilization and parents' acceptability of the reform;
- reading skills in both the mother tongue and English were consolidated by the new approach.

Discussion

Hon. Mr. Samuel Mumbengegwi, Minister of Higher Education and Technology in Zimbabwe, agreed that Africa is

a vast continent of infinite variety where generalizations can falsify reality. Local context is specific and diverse. The Zimbabwe model of expansion chosen was the explosion model, with no pilots, implementing educational reform across the nation in the 1980s, succeeding against the odds and advice of western onlookers. The discussion then turned to program ownership, to the sustainability of funding and to the role of central governments. Mr. S. Batolagbe, Federal Director of Education in Nigeria, reminded colleagues of the lack of continuity in administrations in Africa which often translates into waxing and waning political will for reform and is a major threat to the implementation and sustainability of the best reforms. For Mrs. Eva V. Jhala Permanent Secretary in the Ministry of Science, Technology and Vocational Training in Zambia, the fact that many projects are dependent on short term external funding defeats the notion of sustainability and scaling up. Mr. Thomas Bediako from the All Africa Teachers' Organisation, noted that innovations are often labelled by nationals according to the supporting funding agency with the result that national or local ownership never develops. Mrs. Aïcha Bah-Diallo, Deputy Assistant Director General and Director of Basic Education UNESCO, commented that communities have had plenty of experience in project participation but the benefits to the community are less discernible. A further problem facing innovation was teacher motivation and methods of achieving this while teachers continue to be poorly paid.

Other obstacles to scaling up were noted : resistance to learning from neighboring country experiences in program design or from private sector strategies, and reluctance of governments to working with nongovernmental

agencies. Mr. Rashid Bawa, Deputy Minister for Education in Ghana, gave an example of the difficulty in ensuring proper implementation of projects once they go to scale. Ghana was at a stage in its mother tongue language of instruction program which Zambia would soon reach. The Ghanaian Ministry is now grappling with the unanticipated problem of ensuring that teachers use English at secondary level, after the successful expansion of the mother tongue program across all primary schools. The Deputy Minister warned that scaling up requires close monitoring and effective supervisory mechanisms. Ms. Becky Ndjoze-Ojo of the University of Namibia, noted that scaling up strategies would have a greater chance of success if the experiences from other nations were taken on board at the design stage, by countries embarking on similar programs. The Regional Coordinator of Education and Research Network for Western and Central Africa (ERNWACA), Ms. Katrina Touré, proposed that private sector models of successful enterprise in Africa, where management profiles were of paramount importance, could be instructive for the public sector. The question to Zambia would be what profiles of high and middle level management had been defined and which types of managers had been hired by planners in order to ensure successful implementation of the national program. Mr. Mohamed Sagayar of ActionAid said that governments do not always understand the project work of NGOs and that dialogue is needed between the two parties which would lead to scaling up, to secure funding and sustainability.

Responding to the Zimbabwean expansion-by-explosion mode—going to scale immediately without using pilot—Prof. Samoff pointed to several examples in Tanzania

and Zambia, and the successful ZimSci program in Zimbabwe. An example of unsuccessful expansion-by-explosion was the educational television program in West Africa. Mr. Diallo commented that some types of reform would lend themselves more to the explosion model than others, for instance, curricular or textbook reform, such as the Zambian program cited. In other cases an incremental approach might be appropriate in order to limit unknown or negative effects. Prof. Tambulukani explained that two different pilot programs had been run in Zambia in order to provide more solid guidelines for expansion. In the example from Guinea, planners are aware of the tension between national demand for accelerated expansion of the program and focusing at school level, empowering teachers to take responsibility for their own project, which is necessarily a slow, qualitative process. Prof. Galabawa said it was important to remember that education is not something that government does to people. All stakeholders have a role and education should be a shared responsibility. Mr. Diallo noted that the teaching skills improvement program in Guinea had increased teacher motivation in a variety of ways. The key strategy was to put teachers at the core of the reform process, allowing them to choose their own modes of capacity building and school project development, and thereby increasing their self-esteem and their worth in the eyes of the community. It provided them with teaching tools (reference books and pedagogical materials) but it did not increase their salaries.

In conclusion, it was recommended that the *local-context's-specific conditions promoting innovation* should be analyzed, then replicated or created in new settings, in order to increase the chances of successful scaling up exercises.

SESSION 2 – MOBILIZING LATENT RESOURCES AT THE SYSTEM LEVEL

The Chair highlighted the fact that resources may be lying underused in education systems that could be identified and exploited for system-wide reform. Teacher capacity and existing infrastructure, in the form of school buildings, are two such potential resources. He challenged the presenters to identify ways that schools could put existing resources to better use and improve on education delivery at no additional cost or even at lower cost.

Mobilizing latent human resources (teachers)

Without the **democratic** involvement and commitment of teachers, pupils and the community, any extra resources [for schools] will probably be wasted. People are our greatest resource and should be the driving force behind improvement

The paper of **Hon. Professor K. Asmal**, Minister of Education in South Africa, was presented by **Hon. Mr. Mangena**, Vice-Minister.

Certain key resources, in particular teachers, are important to help us advance. Money is not everything. It is the morale of the troops that makes the difference.

The first condition for a functioning education system is that it has the confidence of the public. To secure this, it is up to the State to provide the resources it needs to function properly. It is possible to maintain or build the morale of the teachers if care is taken to ensure they are given proper social recognition. In South Africa, it was necessary to make improvements so that the children viewed their teachers as positive role models. In a sense, the post-apartheid school system was helping to build the nation.

Several programs were used to reinvigorate the teachers:

- Teachers' day was celebrated on October 5th, as proposed by UNESCO.
- A performance management system was set up. This was used to evaluate the teachers, pupils, and the educational institutions and to reward the country's best schools.
- Prizes for the best teachers were established. They are given each year by the President of the Republic.
- Salary increments for teachers were gradually set up based on performance. This was, of course, accompanied by an extensive in-service training program and by a better teacher management system.
- The crucial role of the principal was given recognition.

The community also represents a potential resource. It is only really possible to foster a sense of being part of the school if the community is brought in on the basic decisions concerning teaching. This makes it possible to promote a sense of voluntary cooperation that benefits both the school and the community. Buildings are kept up better, and vandalism is reduced. The presenter acknowledged that complete success is still not at hand, but that, "we are on the right path".

Using job descriptions for monitoring primary education in Senegal

Mr. Pape Momar Sow, of the Paul Gérin-Lajoie Foundation in Senegal presented an account of a program to reform the quality of primary school instruction that focuses on the role of the system's main actors: teachers, school principals, and inspectors.

A serious crisis gripped the Senegalese education system in the period 1990-1995. An analysis of the situation indicated that the average success rate on the test at the end of primary school was below 30% and that there were great regional disparities. The authorities believed that the only means of improving the situation was a results-oriented management system. There was discussion of appropriate organizational forms and of the various roles played by the main actors of the system, that is, the teachers, principals and inspectors. This led to drawing up a system of standards for these three types of personnel. Seven principles were used to determine the standards: partnership between the actors; community involvement; a sense of responsibility; transparent, effective management; the mobilization, training and empowerment of educators; and research and action to support the changes.

The initiative was organized around four components:

- Drawing up the job descriptions.
- Stock-taking seminars.
- Open school days.
- The publication of school performances in the press.



School results improved as follows between 1995 and 1998:

- The success rate on the test at end primary school rose from 30% to 48%.
- The enrolment rate of girls rose from 40% to 77%.
- The Inspections of headmasters rose from 5 to 60 per year.
- The Inspections of teachers rose from 780 to 3600 per year.

Nonetheless, the initiative ran into the following obstacles:

- Teacher conservatism and strong trade union protest; the teachers' unions were still strong in Senegal.
- Weak take-up of the reforms by some people undermined the capacity to handle organizational problems.
- It was not always possible to give training in results-oriented management, which led to poor understanding and to obstacles being placed in the way of reform.
- Logistical support was insufficient to ensure rigorous follow-up of the experience.

The following lessons could be drawn from the experience:

- The crucial role played by the commitment and political determination of education system leaders, in particular the Minister.
- The importance of developing networks, and thus of promoting horizontal/vertical and base/summit dialogue.
- Motivating everyone involved.
- The importance of communication: promotion, in

the media, of the initiative and of the results achieved by the system as a whole.

- Transparency.

The presenter did not hide the difficulties encountered nor the impact of the appointment of a new minister, which led to discouragement and a loss of enthusiasm for the change among some people. As a result, the progress experienced from 1995 to 1998 slowed in 1999-2000. Mr. Sow concluded his presentation by noting that no reform can succeed unless it is sustained over time.

Discussion

With regard to the South African experience, Hon. Mr. John Mutorwa, Namibian Minister of Education, observed that his country had also suffered from apartheid and that there were still inequalities 11 years after gaining independence. Furthermore, it is not easy to get teachers to move to jobs in disadvantaged areas. He wondered what South Africa had done in similar circumstances and how the education system was dealing with material hardships. Mr. R. West, director of planning for the Namibian Ministry of Education, inquired about the role of English and African languages in primary education. A representative from Cameroon inquired about school facilities and the community role with regards to them. Mr. T. Bediako, Secretary-General of the All Africa Teachers Organization, emphasized the importance of dialogue between the ministry and teachers, and raised the issues of affiliation to the Teachers Union in South Africa and of respect for the right to strike.

The South African presenter acknowledged that disparities had not all disappeared as if by magic immediately following the fall of the apartheid regime. There is still much to be done. Disadvantaged schools receive much more support than others, sometimes as much as seven times more. There is no denying that many whites and some rich blacks send their children to private schools because they lack confidence in the public system. As for the right to strike, this was a problem for the Ministry of Labor. With regard to native languages, he acknowledged that these would have to be introduced gradually, and that both the black and white elite were pressuring to have English as the language of instruction. But he felt that the introduction of native languages would help in building the South African nation. He concluded that more discussion and awareness-raising with all parents would help people to understand this.

With regard to the Senegalese experience, Mr. J-C. Balmès, representative of the French Development Agency, asked whether the initiative had been generalized and was still ongoing. Hon. Mr. J. B. Chabi Orou, the Benin Minister, asked whether the program covered private schools. Mr. M. M. Sagayar, a representative of Aide et Action, felt that the school project is a tool for helping schools develop and asked whether this was the case in Senegal. Ms. K. B. Boly, from the Swiss Cooperation Agency, asked about measuring teacher output by using pupil success rates. In addition, she stated that motivation is still an ongoing concern and that in-service training with proper support is a very useful tool.

The Senegalese presenter replied that the initiative was aimed at public teachers, but that the concept of job descriptions had been extended to the private system because it had been adopted by Education for All. Scaling up by explosion and scaling up by association led to the generalization of the program. Tools were created to set up a framework for innovation so that the teachers would not become disoriented. The program is continuing. Much remains to be done, but the presenter acknowledged that there is no longer the same spirit. He agreed that the concept of the school project is a tool for developing the school. The process of management involves a training process that needs to be monitored by inspectors. Because of the high-quality management system in Senegal's private Catholic schools, they have sometimes served as models.

SESSION 3 – HIV/AIDS – TAKING STOCK OF PROMISING APPROACHES IN EDUCATION IN SUB- SAHARAN AFRICA

The session Chair, **Mrs. Françoise Caillods**, Deputy Director of the International Institute for Educational Planning, UNESCO, noted that a number of case studies had been collected by ADEA to serve as a guide on good practice on HIV/AIDS and Education in Africa. This was done at the request of the Johannesburg Biennale in 1999. She reminded participants that the gains made in the region in human development over the last few decades are likely to be eroded due to the pandemic. She noted that while the rate of infection is growing, the effects on the education sector are still insufficiently estimated. Nonetheless, action is urgent despite the paucity of data. It was in this optic that the session would be searching for practical solutions from experience already available in the education sector in Africa. The session was initiated by panelists from the ADEA technical team reporting on the *Identifying Effective Responses to HIV/AIDS* initiative. It was followed by contributions from panelists working on the participating country teams, and discussion from the floor.

Report on *Identifying Effective Responses to HIV/AIDS*

Panelists **Mr. Gabriel Rugalema** and **Mr. Richard**

Akoulouze explained that the Arusha Biennale is continuing to use the principles adopted at the Johannesburg Biennale of (i) learning from promising experiences within Africa which are often overlooked in preference to external studies and experiences, and (ii) using insiders to identify and elucidate the successful endogenous approaches to solving education problems in the region. The aim of the ADEA initiative was to identify what works in Africa, with supportive evidence and explanation. In order to prepare for the present discussion, ADEA invited all countries in April 2000 to submit country reports describing their own positive experiences with programs designed to combat HIV/AIDS. The five reports received so far by ADEA were reviewed by the team, in addition to twelve proposals for studies.

All Ministries of Education in Africa are concerned by the spread and impact of HIV/AIDS and all have plans to set up anti-HIV/AIDS programs. Ministries have recognized that since there is no cure for HIV/AIDS, education constitutes 'a social vaccine' for rolling back the epidemic. At the same time, the paper pointed to the paucity of documentation on anti-HIV/AIDS programs, of baseline studies, and of monitoring and evaluation reports. ADEA country case studies are ongoing in the remaining 28 countries which responded to the ADEA invitation. The speaker explained that reports could focus on one or all of three potential areas:

- HIV/AIDS education programs targeting learners (the type of programs and their impact on learning outcomes/behavior).
- HIV/AIDS programs focused on (i) teachers' personal needs and (ii) the skills needed for teaching HIV/AIDS education programs.

- Systemic issues concerning ministries of education (policy, planning, impact on ministry personnel and the capacity of the ministry to deliver sectoral programs).

The 17 reports and proposals received so far indicated that 16 reports would analyze HIV/AIDS education programs for learners while only one would focus on systemic matters. Despite the ongoing nature of the review, a wealth of useful lessons learned were reported in the paper.

Positive aspects indicated by the case studies

- Widespread popularity of peer education programs
- High voluntary attendance of learners in well designed and supported extracurricular peer education programs
- One country with many multi-pronged anti-HIV/AIDS education programs indicates decline of HIV/AIDS growth rate (Uganda)
- Research indicates that lifeskills/anti-HIV/AIDS programs lead to delayed sexual activity, lower unwanted pregnancy rates, risk avoidance, etc.
- Most programs have now espoused behavior change objectives
- Concern to start programs early, *before* children are sexually active
- Eagerness to break the wall of intergenerational silence and share information widely
- Multi-actor participation and wide partnerships evident including MOEs, with NGOs, religious groups, trade unions, communities and parents, promoting dynamic program design and sustainability
- Impacts include: increase of school children's

knowledge on HIV/AIDS; signs of school programs influencing community norms and values.

Limitations revealed by the case studies

- Most anti-HIV/AIDS education programs for school children are new, while extra-curricular programs are still mainly in their pilot form. It is too early to plan impact studies.
- There are no baseline studies (with the exception of South Africa), which will make it difficult to design impact studies in the future.
- HIV/AIDS programs on the official curriculum (integrated or stand alone) are quicker to spread countrywide but insufficient support to teaching skills raises doubts on program quality.
- There is little information on HIV/AIDS prevalence among ministry personnel, teachers and learners; response being based so far on assumptions rather than hard data.
- There is little information on the wide-ranging impact of HIV/AIDS on education systems, hence difficulty to design appropriate and sustainable reactive or prevention programs.

An apparent tension was revealed by the presentation in terms of the methodology of ADEA's support to programs targeting HIV/AIDS and the pace of response. The speaker noted the rapid and immense spread of the pandemic in the Africa region, the growing threat to society and to the education system, the 'attack on... the nerve center' of the sector and its management structure, and the 'utter urgency' expressed by ADEA with regard to the need for action.

Recommendations

- Increase amount and flow of information throughout MOE systems on (i) HIV/AIDS prevalence in general, and (ii) impact of HIV/AIDS on the education sector.
- Start HIV/AIDS education programs *early*, since sexual activity starts as early as 12 years.
- Enhance mix of extra-curricular and lesson-based anti-HIV/AIDS programs; increase peer education programs and opportunities for drama and role play.
- Urgently provide teacher training and teacher support programs, particularly for primary teachers, the largest group of HIV/AIDS educators. Training and support should focus on (i) skills for teaching behavior-change oriented programs and (ii) attention to personal needs of teachers.
- Design *informed* interventions supported by *official education policies* in order to develop and sustain *quality interventions*.
- Scale up the pilots and small interventions faster, and with MOE support.
- Carry out baseline studies, design monitoring and evaluation mechanisms and produce documentation.
- Report urgently on systemic impact and the type of systemic support required.
- Gather information speedily for MOEs on good practices in Africa and elsewhere; develop manuals to guide MOE action, and training programs on the use of manuals.

Panelist **Prof. Malick Sembene**, Head of the Health and Nutrition Division of the Ministry of Education, was asked by the Chair to identify factors that had limited the spread

of HIV/AIDS in Senegal. He listed the following to explain the current rate of 4% prevalence:

- Political leaders committed to HIV/AIDS prevention early, provided funds and supported the development of anti-HIV/AIDS programs.
- Funding was made available for research into HIV/AIDS.
- The well established health program for sexually transmitted infection (STI) prevention was exploited even before 1990 to combat the spread of HIV/AIDS.
- Programs reaching out to HIV/AIDS infected and affected persons were put in place early.
- The universalization of marriage and the effective alliance of religious groups (94% Muslim) have promoted relatively safe sexual practices.

In addition, the 1998 take-up of the school health education program FRESH, had strengthened the fight against HIV/AIDS.

In response to a request from the Chair to highlight critical components of the School Youth Program in Tanzania, panelist **Mr. Mwalimu Sawaya**, the focal person for HIV/AIDS education in schools in the Ministry of Education and Culture, reported that:

- Intervention design was based on research findings regarding the level of sexual knowledge, attitudes and behavior of youth. Since the preferred source of (mis)information and influence is peers, a peer education modality was chosen.
- There was strong community involvement through School AIDS Committees (SACs) which include school participants, members of the Village Government and influential villagers.
- One teacher counsellor per school backstops the peer

educators and other teachers who provide HIV/AIDS information in other subjects. The teacher counselor is a trusted person and is available for private and confidential consultation by pupils and parents.

- Roles of all actors are well defined and training is provided.

SACs reduce community apprehension regarding the school program, involve the village, link schools and communities, mobilize local resources for the program to supplement central funding (to train peer educators, for example), oversee the school program, act as a catalyst for transforming community social attitudes and behavior, and influence the formulation of village by-laws governing teacher and community behavior. This results in increasing the protection of youth, particularly girls who are at risk from unwanted male attention. The prospects for scaling up are good since step-by-step guidelines have been developed and budget/resource mobilization planned for district and area levels on advocacy and sensitization, planning, resource mobilization, budgeting, modalities for selection and training of key actors, monitoring and evaluation and reporting back; and a full-time focal point for AIDS education has been designated within the Ministry.

Panelist **Ms. Becky Ndjoze-Ojo**, chief consultant on HIV/AIDS in education from the University of Namibia, was asked by the Chair to explain the popularity of the Namibia program *My Future is My Choice*. She said that HIV/AIDS was originally thought to be a medical problem requiring intervention from ministries of health. Now, however, several ministries were giving cross-sectoral support to HIV/AIDS prevention measures. In Namibia

research had been carried out on the health knowledge, attitudes and practices of youth and led, as in the case of Tanzania, to the choice of peer education as an essential component of the school-based HIV/AIDS prevention program. The program is targeted at risk reduction among learners, teachers and all ministry personnel. HIV/AIDS related information is infused into seven subjects across the curriculum but the critical factor is the extra-curricular sessions comprising ten behavior change units reaching the 15-18 year olds through the *My Future is My Choice* program. The speaker pointed out that the limitations of the program, which nevertheless appears to have reduced risk of HIV/AIDS, are that:

- It does not yet reach the high risk 15-18 year olds out of school.
- It does not yet reach children under 15 years, although this is planned for younger secondary school children.

Positive features included:

- Ongoing research by the Ministry
- Fusion of curricular and extra-curricular behavior oriented programs.
- Strong elements of peer education for teachers, information and professional support to teachers, and adequate funding.
- Good quality print materials, delivered on time, which are an essential component of the program and the video materials.

The Chair noted that systemic protection of the education system had not been addressed in the reports received. Yet it is urgently needed since both demand and supply are decreasing.



Panelist **Mr. Paul Dogoh-Bibi**, Inspector General in the Ministry of Education, Côte d'Ivoire, and member of the ADEA Working Group on the Teaching Profession, francophone section, reported a teacher mortality rate of one primary teacher per day and seven secondary teachers per month, with 80% of deaths among teachers due to HIV/AIDS in Côte d'Ivoire. In response to the Chair, he explained that this threatening situation had prompted the Ministry to develop a program which would transform teachers into agents of HIV/AIDS prevention rather than HIV/AIDS propagation. Research was conducted on strategies that teachers use to avoid and to cope with HIV/AIDS. A cooperative for financial assistance was established for affected and infected teachers. The plan is to provide information modules on HIV/AIDS prevention strategies for teachers who will in turn transmit the same skills to pupils; and to explore ways of training all categories of teachers to be active in HIV/AIDS prevention education.

Discussion

The topic prompted lengthy debate from the floor. The concern of Mr. Ahlin Byll-Cataria, Chair of ADEA, was the millions of out-of-school children still unreached by HIV/AIDS prevention programs and difficult to reach. Hon. Mr. Jean-Bio Chabi Orou, Minister of Primary and Secondary Education in Benin, stated that information on HIV/AIDS was not enough to change risky behavior patterns and that condom use was crucial to reducing HIV/AIDS prevalence. Mr. Rugalema added that information on condom use was also needed. Hon. Chabi Orou was concerned that most countries in Africa would find it too costly to provide anti-retroviral drugs to all those in

need as Senegal planned to do. Other speakers expressed the need for research to identify school children most at risk and for programs to target high risk groups, such as children living in border zones.

Hon. Mr. Joseph Yunga Teghen, the State Secretary for Education in Cameroon, did not endorse the condom use. He was convinced that if children received HIV/AIDS programs promoting abstinence early enough, in primary school, they would obey the instruction. Children of school age are searching for guidance on right behavior and schools should provide sound reasons for recommending abstinence. Children were to be told that sexual activity was for adults only and that premarital sex was not right. He noted that the churches would support such a position. An important point made during the discussion by another participant was that the constant flow of messages encouraging *sexual engagement* from the media, much of it state run, acutely contrasted with HIV/AIDS prevention messages transmitted by other ministries, including school-based programs *advocating abstinence* and *delay* of sexual activity. It was also true that the media (and churches) in Botswana had proved reliable sources of information on HIV/AIDS.

Hon. Mr. Kgeledi Kgoroba, Minister of Education in Botswana, stated emphatically that two impact assessments of school-based HIV/AIDS program findings had demonstrated that the curricular approach alone to HIV/AIDS education, whether infused or integrated across the curriculum, was ***totally ineffectual***. He argued forcibly, after some years of experience in school programs in his country, that ***only behavior-oriented stand-alone*** programs produced results, that is, special lesson times on

the curriculum or reach-all programs outside lesson time. Referring to the Tanzanian program he cautioned over regarding the teacher as a person children would confide in. They are, for many children, the last person with whom young people want to discuss sexuality. Mr. Sibry Tapsoba of the African Development Bank pointed out that teachers were some of the main culprits spreading HIV/AIDS infection in schools and that the education sector needed assistance from beyond the ministry to tackle this very problem. Mr. Rugalema noted the dearth of information on teacher behavior (their preferred HIV/AIDS prevention strategies, the way they were coping with the disease, and teachers' expenditure on medical care, for instance) and on the coping strategies of schools. It had been established that some teachers continue to believe that spirits are the cause of HIV/AIDS. Mr. Dogoh-Bibi explained that in Côte d'Ivoire a committee of medical doctors was assisting with the design of HIV/AIDS programs for teachers. Mrs. Eva V. Jhala, the Permanent Secretary in the Ministry of Education in Zambia, noted that insufficient domestic funds were allocated for HIV/AIDS prevention in most countries, which led to the dangerous situation of depending on external assistance.

Peer education

"Peer education is effective and popular with teenagers. This form of anti-AIDS education program should be run simultaneously with information-rich communication programs."

Mr. Mwalimu Sawaya, Tanzania

The discussion demonstrated a wide disparity of views and experiences among participants, and different stages of development in HIV/AIDS prevention programs across countries. Mr. Rugalema regretted that baseline studies are lacking in almost all cases, posing a problem for impact assessment studies. He made an appeal to include children in the planning of HIV/AIDS programs and to speed up action. Mr. Akoulouze invited Ministries of Health to assist in data collection on school related HIV/AIDS prevalence. The concluding message from the Minister of Botswana, echoed by many from the floor, including Mr. Kees Van Den Bosch of the Royal Netherlands Embassy in

Harare was for all countries to engage in good quality, formative research to ensure program relevance both in design and content and ***to avoid, at all costs, using untested assumptions as a basis for program planning.*** The Chair made an appeal for intensified action, for more research into culture-specific factors that can prevent the spread of HIV/AIDS, for the adoption of successful HIV/AIDS education prevention programs across borders, and for involving more actors and reaching all people of all ages.



SESSION 4 – TACKLING HIV/AIDS: MASS-MEDIA AND INTERNATIONAL CONFERENCES

The second session of the meeting on the theme of HIV/AIDS was chaired by **Ms. Sissel Volan**, Head of the Education, Research and Culture Unit of the Norwegian Agency of Development Cooperation (NORAD). The first presentation focused on the mechanisms used in effectively adapting, redeveloping and exporting a successful education media program in one African country to four neighboring countries in southern Africa. This is an example of going to scale on an international level and it yields useful pointers for future regional program sharing. The second presentation reviewed the methodologies currently used in international coordination and planning exercises at conferences which are intended to lead and support national efforts. It makes concrete recommendations for future action. In both cases, the lessons learned were lessons from African experience.

Going to scale across borders: *The Choose Life project*

The presentation of **Ms. Harriet Perlman**, Regional Manager of *Soul City* at the Institute for Health and Development Communication, South Africa, described the experiences and mechanisms chosen for sharing adaptations of the successful *Soul City* (SC) health education media

program with Botswana, Lesotho, Namibia and Swaziland. Nine countries use the original SC program. Across the continent the majority of new HIV/AIDS infections occur in young people 15-24 years old. **Local and international research shows that effective lifeskills/sex education, if frank and direct, contributes to delaying the start of sexual activity and to safer sexual practices.** SC reaches 79% of the targeted South African population including illiterate groups and remote rural dwellers. Research shows that exposure to SC is correlated positively with behavioral change in South Africa. The level of HIV/AIDS risk for children is high. Data for one of the four countries involved in SC expansion indicates that one in seven youth are sexually active by the age of 14. In another country 25.9% of young people under 20 years are HIV/AIDS positive. Thus, the need for urgent action in the subregion is clear. Of the full multimedia South African package, the booklet aimed at 12-16 year olds was selected for first trial in neighboring countries. The concept of “edutainment” from SC was exploited in the new booklet, aiming to simultaneously entertain and educate. One of the basic principles of the SC communication and educating strategy was to give as much attention to the *process* of developing the package as to the final product. This involves audiences and experts in the preparation of materials, and captures the lived experiences and voices of the target audiences through formative research on the project. *Choose Life* targeted not just knowledge acquisition but **behavior change**. The program empowers young people to make positive and informed decisions about their lives. It gives them opportunities to practise life and decision-making skills. It deals with a range of issues that affect and impact on the sexual decisions and choices that young people

have to make. And, significantly, it addresses matters of self-esteem and assertive skills needed by children and youth to enhance their safety.

Characteristics of the adaptation in new countries:

- Variety of appropriate partners selected in each country: Lesotho used the Catholic Council and the Network for AIDS Service Organizations; Namibia used Population Services International, then the Red Cross; Swaziland used the School HIV/AIDS and Population Education program (SHAPE).
- Thorough pretesting with stakeholders (youth, churches, parents, teachers, etc.).
- Creation of appropriate materials, (in English and in one or more national languages per country), and role models for each country using the proven successful format used in the initial country: stories, photographs, vibrant text, quizzes, interactive questions.
- Targeting school children and out-of-school youth in each country.
- Varied marketing mechanisms: Botswana chose a roadshow tour; Lesotho used radio adverts (in Sesotho and English); all countries used product branding (one name).
- Innovative distribution methods: inside maize pack-

Need for a frank approach

“The time has come for us as leaders, parents, teachers, church and traditional leaders to take up our responsibility... especially to the young people... that of telling the truth... if they have unprotected sex they are placing themselves at risk of AIDS.”

T. Sekhamane, Lesotho
Choose Life Launch

ets, from petrol stations, post offices, adolescent corners, NGOs and schools.

- Feedback of results into revised final version.
- Use of a motivating “Open the Box” campaign.

Program planners knew that getting books to the schools would not be as difficult as getting the books into the hands of the

children. They developed a campaign (“Open the Box”) to ensure use. This involved a competition with prizes.

Findings:

- Empathy and identification were created through the use of: young people’s voices and views from the four countries; well-known national personalities as role models; stories.
- The new booklets for the four new countries cleared up misunderstandings, and increased awareness and knowledge on sexual issues and HIV/AIDS.
- The booklets promoted debate among young people – behavioral change will be measured.
- Respect for the process of consultation, creating local partnerships and capacity building in each country was time-consuming (ensuring that all local players are in place), different for each, but considered to be an essential part of producing four culturally acceptable country-specific products.



Discussion

Hon. Mr. Mosibudi Mangena, Deputy Minister of Education of South Africa, requested information on measuring behavioral change, as compared with using self-reports on change. Ms. Perlman replied that in South Africa there was evidence of change in intermediate behavior.

Three important gender-related points were made. Prof. Penina Mlama, Executive Director of FAWA, noted that lifeskills programs must help girls learn strategies to deal with the unwanted advances of 50-60 year old men which requires a different set of strategies from those needed for coping with male peers. The presenter explained that the Lesotho and South African materials address these issues in response to demand from the countries themselves during the consultation period. UNICEF pointed out that no HIV/AIDS education program could hope to succeed unless it is firmly rooted in an analysis of gender power dynamics, featuring violence in schools against girls and intergenerational violence against girls. The presenter commented that the most discussed and debated chapter in Swaziland is the one on violence against women. A girls' education specialist asked for information regarding the strategies used in the programs to get as much impact on young women and girls as on young men and boys.

The presenter was asked how the South African program dealt with necessarily frank material as it crossed borders and whether it succeeded in remaining direct yet culturally appropriate for the four other countries. She agreed that teachers have at times torn pages with ex-

plicit text out of the booklet but explained that it was surprising how few instances had been observed. In other words, contrary to initial expectations, the frank material had been accepted by the authorities and most of the books remained intact. The Teachers' Notes accompanying the booklet were appreciated by teachers, to guide them in using the booklet in class. The fact that the use of the booklet by teachers remains optional is considered to be a significant factor in take-up across the four countries and in ownership of the program.

In response to a request for fuller information on the selection of program partners in the four countries, Ms. Perlman explained that the private sector was deliberately targeted, particularly companies with wide country outreach which could assist with book marketing and distribution, and state and private media. In return, the booklets gave free advertising space to partner companies.

In response to a point made by the UNICEF Regional Education Advisor, Ms. Changu Mannathoko, regarding the potential usefulness of translating the *Choose Life* booklet into more African languages, to facilitate program take-up across Africa, the presenter said that some translations are underway, but capacity building and proofreading are necessarily taking time.

Mr. William Saint of the ADEA Working Group on Higher Education asked if *Soul City* or *Choose Life* addressed one of the highest risk populations who are young, live in close proximity and experience a low level of supervision, namely, university students. The presenter explained that university students are not a primary target group of the program, albeit an important one, but that wide cov-

erage of the population necessarily includes many listeners and viewers who are university students.

Mr. Paud Murphy, of the World Bank, said that once information is made available on program costs, particularly in relation to print materials, it will provide a number of lessons for textbook/learning materials development, options on attractive and cost-effective format, and materials distribution.

Much was learned from the analysis of mechanisms for scaling up/cross border program adaptation of this education media program targeting the prevention of HIV/AIDS. The implications noted by the World Bank on revisiting textbook development as a result of the *SC/Choose Life* programs are significant. The fact that the three points raised on gender issues came from women participants were further demonstration that HIV/AIDS prevention programs need strong leadership from women at every stage of program planning, implementation and monitoring if they are to address the root cause of women's particular vulnerability to the HIV/AIDS pandemic.

An analysis of conferences, workshops, seminars, meetings and summits focusing on HIV/AIDS impact on education in Africa

Mr. Peter Badcock-Walters, Research Associate in the Department of Education of the University of Natal, South Africa, reviewed and assessed the methodologies and

outcomes of seventeen conferences on HIV/AIDS and Education held since the 1999 Johannesburg Biennale. Given the urgent need for effective action to stop the spread of HIV/AIDS, the aim of the review was to determine whether the time and cost of international meetings translated into timely action, and whether meetings of this type and frequency were justified. The second aim was to recommend improved practice for international coordination and planning, specifically in terms of the meeting types. Positive features of the conferences surveyed were: the holding of most of the meetings in Africa (14 of the 17 meetings surveyed); broad understanding of the nature and causes of HIV/AIDS impact on countries and on the education sector in particular; and a growing acknowledgement of the limitations of conferences as a process, as decision makers turn increasingly to action-oriented mechanisms. Critical success factors for conferences were identified including:

- The objectives of conferences need to be unequivocally stated, and the planning of each conference justified in order to reduce conference fatigue and unnecessary cost.
- Conferences must clearly define expected consequent action and provide mechanisms for following up.
- Selection of conference participants is a major issue for review, given the need for multilevel engagement of a variety of actors; and their involvement in the direction and prioritization of the agenda so as to encourage ownership of the outcomes.
- Young persons living with HIV/AIDS (PLWAs) should be invited, to human face conferences and present the views of the key stakeholders.

The value of producing conference declarations and setting overambitious long-term targets was questioned given



that many declarations are not followed up or achieved. The alternative is to list short term, realistic and achievable targets, particularly low or zero budget options.

Recommendations included:

- Provision of summarized, digestible information to participants;
- Reduced meeting time coupled with increased quality outcome;
- Linking future meetings to past meetings, to build on existing information and experience;
- Improved communication between sub-sectors and related organizations involved in the meetings at the planning and follow-up stages;
- Wide outward and downward dissemination of information emanating from conferences through more readable, graphically illustrated, action-oriented conference reports. This is seriously lacking at present.

The speaker proposed the setting up of an information clearing house, unit or depository, focused solely on collecting conference information so as to inform and add value to future events. Dependable hard data on the impact of HIV/AIDS on the sector continue to be scarce and should be collected on a regular basis to provide value-added management information. Conferences need to place more emphasis on systemic management tool development so as to ensure the functionality of the school system and prevention initiatives. The notion of *political commitment* should be reexamined since political approval and support were no guarantee of action and could lead to an “unrequited crisis of expectation”. Experience in many countries had demonstrated that something more

was needed, namely, the involvement and concrete support of leaders at every level (institutional, sectoral, national and international) to ensure progress and empowerment of action on the ground.

Discussion

A flurry of offers was made from the floor to provide documentation, to announce future meetings, to suggest dissemination modes (such as the ADEA Newsletter). Participants echoed the principal lesson presented, namely, that conferences have to do better than at present and each must be fully justified given the time and cost expended. Mr. Dominic Tarpeh of the Association of African Universities reiterated the importance of wide post-conference information dissemination and the need for conferences to build one on the other. The forum was used by Burkina Faso to announce a meeting on HIV/AIDS to be held in Ouagadougou in December 2001 and to invite ADEA participants. Mrs. Françoise Caillods, the Deputy Director of IIEP, announced that the Institute was setting up a clearing house on HIV/AIDS impact studies which will be accessible through the web.

Despite the despondency on the general outcome of conferences, Mrs. Françoise Caillods felt that conferences are a mechanism for building commitment and that political commitment at all levels still needed to be created. Ms. Kate Dyer, Executive Director of Maarifa ni Ufunguo, a Tanzanian NGO, challenged conference planners to give a proper place and role to sufficient numbers of NGOs, particularly the local NGOs, in order to respond to the rhetoric of ensuring civil society participa-

tion. The sentiment was echoed by the presenter, underlining the point that community-based organizations (CBO) and NGO participation would enhance the sustainability of programs to be developed. Ms. Katherine Namuddu of the Rockefeller Foundation recommended that cost analysis should be added to the features surveyed by conference review in order to provide lessons for HIV/AIDS program fund allocation (for a variety of program components, including conferences), with an eye to effective fund allocation. The presenter said that conference costs had not been available to him. He agreed that a detailed analysis of specific conference-related activities by budget line could be instructive for future conference planning. Funding level was not generally the main determinant of an effective conference as regards good interaction and wide post-conference information dissemination. Mr. Saint recommended the practice of peer review for each conference. Prof. Malick Sembene, Head of the School Health and Nutrition Unit in the Ministry of Education, Senegal, commented that there is a problem in accessing external funds set aside for combating HIV/AIDS in Africa.

The discussion provided an opportunity for the presenter to conclude that the SADC region is most proactive in HIV/AIDS preventive program planning and implementation; that participation in conferences needs urgent re-examination, including selection of conference speakers and resource persons; that ministries of education need to urgently improve on dissemination of conference outcomes; that translation of conference activity into operational outcomes is an urgent need; agreeing that increased numbers of representatives of nongovernmental organizations and civil society should be invited to such conferences.

The Chair was prompted to remind participants that many of them were regular conference planners and could usefully exploit the recommendations of the presentation. She emphasized the point that conference reports should be designed as value-added to the development literature.



SESSION 5 – COMMUNICATION: STRATEGIES FOR PROMOTING EDUCATION

The Chair of the fifth session, **Mrs. Aïcha Bah-Diallo**, Deputy Assistant Director-General and Director of Basic Education, UNESCO, pointed to the importance of communication for scaling up successful innovations in education in Africa. She noted that communication strategies create public awareness, provide feedback between policy makers and other stakeholders, strengthen consensus and assist in building partnerships for education reform. She reminded participants that according to African tradition there is always time for consultation with various parties, and even for listening to youth, before the elders come to a decision on important matters.

Communication for education and development: enhancing stakeholder participation and commitment

The presenter, **Prof. Alfred Opubor**, Lead Consultant for the ADEA program on Communication for Education

“Communication is an essential tool for education policy makers in their quest to go to scale. MOEs need to set up a comprehensive, systemic framework for effective communication.”

Prof. A. Opubor

and Development (COMED), explained that in order to achieve the ambitious goals of education, including Education for All, countries need to put in place well-designed communication programs as an integral and essential part of strategic planning and implementation. Unfortunately, at present, communication activity in ministries is often limited to damage control, instead of being used pro-actively and comprehensively to promote positive educational change. Yet in today’s world, it is critical

for all to have their **say** even if they do not all manage to have their **way**. Participating is important. Speaking out and being heard is important. Ministries need to know how to listen to stakeholders and to ensure that they are part of planning processes. Prof Opubor explained that the paper presented sought

to demonstrate the importance of using communication strategies in planning educational reform, gave examples of effective use of the strategies, and stressed the need to develop a policy and a strategic approach for exploiting communication in the development of education in Africa.

Communication strategies can use the mechanisms of:

- Advocacy – to build leadership support
- Social mobilization – to empower communities to create grassroots support

Through:

- Information sharing – providing facts and dispelling misconceptions

- Dialogue and confidence-building
- Consensus creation – negotiating agreements
- Using a participatory mode of two-way communication to enhance trust, ownership and commitment

In order to:

- Garner support for the implementation of education policies at every level and cement partnerships between leaders, communities, civil society groups, media and donors
- Successfully mobilize the massive resources and energies required for implementing urgent transformation of education in the region.

Education change agencies (MOEs, NGOs, others) need to:

- Institutionalize communication within their structures and practices
- Use multimedia in order to communicate effectively instead of restricting themselves to a few channels.

In Africa, communication for education has used several channels and approaches:

- Interpersonal/group communication (meetings, rallies, workshops)
- Mass media (radio, TV, press releases, video clubs, edutainment)
- “New” media (distance learning, new technologies)
- Traditional performing arts and cultural forms (theater, festivals, weddings, worksites, markets)
- Multimedia—i.e. using several channels. Indicators for measuring the effectiveness of communication strategies include: information acquisition, attitude and behavioral change.

Whateker approaches are used, Prof Opubor reminded participants that:

- Communication costs, time, expertise, structures, technologies, planning and organization.
- Ministries must budget for communication strategies. Through COMED ADEA offers capacity building opportunities in multidimensional communication strategies at national and subnational levels for MOE communication officers and a variety of other actors in communication outside ministries.

The Chair requested the panelist from Benin to explain the rationale behind the instrument chosen for mobilizing education reform in the country and asked if this process could be used in other national settings. In response, **Mr. Djibril Debourou**, Member of Parliament in Benin, explained that the democratization process in Benin had started in 1989 after more than a decade of dictatorship. However, planning processes had not moved beyond the four walls of the Ministry. Administrative decisions are then endorsed by Parliament. The people then have to live with the consequences decided for them. The Education Act proposed in 1991 for reforming the education system has had to wait ten years before being implemented.

Recent progress on the Act was due to a communication strategy successfully developed for the purpose, proposed to the Ministry within the context of dialogue with ADEA. Hearings were held across the country to give voice to the silent majority, including a variety of stakeholders, unions, parent-teachers’ associations, NGOs and even school children. The Parliamentary Education Commission, composed of a number of former teachers among the thirteen MPs, was able to learn a great deal about grassroots per-



ceptions of the education system and of the government in general. Those perceptions centered around the continual partisan arguments reported in the media, never-ending tension between the legislative and executive arms of government, and the life of ease led by parliamentarians. During this consultative process, the teachers' union was agreeably surprised to discover how hard parliamentarians worked and how they could put aside their partisan differences and unite in the interests of improving the education system. The lessons learned demonstrated that without a communication strategy appropriate for the task at hand, government can find it impossible to garner support and impossible to effect positive legislative change in society. When civil society is invited to engage in a full consultative process it can, on the contrary, prove to be a tremendous force for mobilizing national support, and even external assistance. One outcome of this unique exercise, spearheaded by the parliamentary commission, encompassing consultations with the people, the national university, NGOs, external financial partners and the Minister of Education, was a workshop in Porto-Novo attended by MPs from countries in the region, to exchange information on the experience of using parliamentary hearings as part of the legislative process.

Three lessons can be learned from this experience: (i) ministries need to use a well-designed communication strategy in order to effect change in the sector; (ii) the silent and voiceless majority must be consulted and must feel that they are participating fully in the consultation process; and (iii) education is the strength of a nation but remains a challenge in terms of providing a system of quality and relevance to learners.

Panelist **Prof. Musa Moda**, Director for Social Mobilization for Nigeria's Universal Basic Education (UBE) program, described the many traditional and unconventional forms of communication used in his country to promote education under the overall communication strategy of the UBE Commission. Town criers who work with traditional rulers are pressed into service, traditional religious leaders, talking drums, horns in the mountains and smoke messages, even notes sent across rivers by arrow—and helicopters are used to draw the crowds since this is something they have not seen before. A variety of innovative modes and features are used to popularize modern education and to bring people of different faiths and background into school. At the same time efforts are being made to transform school to suit the diverse communities of Nigeria. The underlying message of the presentation was that in a diverse society the manifestations of schooling must themselves be diverse. He also stressed that with an illiteracy rate of 48% which translates into as many as 50 million illiterate people, Nigeria must find a variety of ways to provide lifelong educational opportunities to those young boys who flee school as soon as they can write receipts in order to join the flourishing informal sector and to the majority of girls (over 75%) who are not in school at all. Literacy is equated with empowerment, an instrument for mainstreaming those who are marginalized and ill-equipped for the modern world, and a key to escaping from "cultural maladjustment". He believed that well-designed communication strategies were a necessary component of successfully promoting UBE.

Panelist **Ms. Djénéba Guindo Traoré**, Communication Officer in the Ministry of Education, Mali, was invited by the Chair to describe the activities used by the Communi-

cation Unit of the Ministry in supporting the scaling up of innovations in the country and to share the lessons learned. She noted that at the overthrow of the dictatorship in 1991 there was no tradition of communication between government and the civil society or even within ministries. Currently, communication is a function of every ministry. A major effort was carried out in 1992 by the Ministry of Education to listen to the voices of stakeholders, to incorporate their wishes into educational planning, to prepare them for educational change and to enlist their support. The Ministry learned over the years that the exercise of reaching out to the people had to be reiterative. However, it was not always sufficiently productive, even if the gross primary enrolment ratio increased from 33% in 1992/3 to an estimated 60% in 2000/1. There remained some “indifference” to government programs: school was still perceived by some as an alien institution while others actively resisted change. The Ministry realized that progress was dependent on drawing up a strategic communication framework and action plan describing the specific roles of the communication focal point. As a result, decentralized and horizontal communication lines have been established within the Ministry and its institutions, at community level and with all partners. Education reform roll-out within PRODEC (Programme décennal de développement de l’éducation) is now more readily accepted and supported than before.

As part of the PRODEC program, the Ministry set up a pilot nonformal education program for out-of-school children aged 9-15 years. In 1993, the program setup centers (Centres d’Education pour le Développement CED) using national languages and including vocational skills training, to complement the provision of state primary

schools and community schools. At present 202 CEDs function using the Bamanan language and the plan is to extend CEDs to other regions of the country, to reach 50% of children out of school. Since 1999 community schools have flourished, increasing from 731 to 1,350, due to strengthened partnerships between communities and NGOs.

The Chair requested **Mr. Asres Kebede**, former Director of the Educational Media Agency (EMA) under the Ministry of Education in Ethiopia, to speak about the functions of EMA. The Agency was set up in 1953 and in time it became the radio station of the Ministry of Education, separate from the Ministry of Information, a unique case in Africa in the 1980s. Listening centers were established in addition to school and other institutional programs. EMA reaches out to formal education institutions through primary and secondary school broadcasting programs; to teachers, with a view to upgrading teaching skills, increasing subject knowledge and providing instruction in educational theory; to adult education learners and as support to distance education learners (secondary and teacher trainees); to a variety of extension services, such as agricultural and health workers; and to general audiences with a mixture of educational and edutainment content. Instructor and teachers’ guides are available which guide facilitators on preparation, on their role during broadcasts and on follow-up work. More recently EMA programs have become interactive and facilitators have been trained as animators for development. Eleven regional radio stations now produce their own educational programs in several languages, targeted at the specific needs of local audiences. Local radio program policy committees including representatives from government,



nongovernmental and community organizations, have been set up to determine regional broadcasting priorities. The fundamental lesson learned is that the radio station has become multifunctional. It has provided a communication tool for a wide range of educational activities, and could be used in future as an instrument for a ministry communication strategy.

Discussion

Hon. Mr. Chabi Orou, the Minister of Education from Benin, concurred that it is important to institute professional communication competence within ministries to guard against unintentionally distorted messages or messages which are received in a negative manner by the people. He noted the great success of the Communication for Education and Development (COMED) meeting that was held in Cotonou. The Secretary of State for Education from Cameroon, Hon. Mr. Yunga Teghen was interested in whether the Nigerian communication program had succeeded in reaching fishermen and pastoralists and whether their children were now in school. Mr. Mohamed Moussa Sagayar of Action Aid asked if community views on education had really been incorporated into PRODEC in Mali and wished to know more about the results of communication strategies in terms of affecting the community's financial contributions to education. Hon. Mr. Bireme Abderahim Hamid, Alternate Chair of ADEA and Minister of Education for Chad expressed great interest in the notion of a two-way

communication strategy and wished to know at what stage of the process in Benin and Mali the views of the people had been included in sectoral planning. Ms. Koumba Barry Boly from the Swiss Agency for Development and Cooperation, Ougadougou, urged ministries to use communication strategies to reach out to *men* in order to create a supportive environment for women's education and to strengthen the role of women in adult education. She noted instances where husbands prevent their wives from working as adult educators since they feel threatened by the increase in their wives' earning power. Ms. Karen Lashman of the World Bank Institute recounted that when ministries were asked which lesson proved the hardest to learn over the decade, they replied that it was their failure to set up a communication program for EFA.

To conclude the session, Prof Opubor noted the several instances of successful communication experiences in Africa reported during the session. He emphasized the specific nature of each communication challenge, the need for structuring communication strategies, appropriate allocation of ministry budgets for communication purposes, and the importance of using communication expertise within ministries and other national agencies. Communication was a critical factor in promoting education development in Africa. The invitation of the Benin Parliament to other Parliaments in the region, was an opportunity to share a well-documented national experience for possible take-up or adaptation by other countries.

COMED ACROSS AFRICA

Mr. Akintola Fatoyinbo, Coordinator of the ADEA Communication for Education and Development Program (COMED) and World Bank Senior Communication Officer in Benin, presented the COMED program, launched in 1998. It is designed to respond to a number of needs:

- To support the development of education in Africa by building national consensus and enhancing public support for education policies and programs.
- To reinforce partnerships through increased participation and dialogue between various actors and partners in education.
- To build the communication capacities of ministries of education and journalists covering education.

COMED is funded by ADEA, the World Bank and the Norwegian Education Trust Fund and is hosted by the West African Newsmedia and Development Center (WANAD) in Cotonou which provides logistical and administrative support. COMED activities in the preparatory and pilot phases (1998-2001) included:

- two workshops in Cotonou and Harare to assess needs and gather African Ministers of Education for an exchange of views on the role of communication and on the role of COMED;
- sponsorship of journalists to education fora;
- five subregional and national training workshops for communication officers of Ministries of Education and journalists specialized in education reporting;
- development of curriculum and manuals to be used during training workshops designed to build the capacities of ministry communication officers and journalists;
- technical assistance to the Parliament of Benin to support national consultations on a proposed education law.

An evaluation of COMED in 2000 reported on the positive achievements of the program and enabled COMED to chart its future direction (2002-2004). COMED has succeeded in encouraging dialogue between ministries of education and the media, slowly breaking down barriers by joint training programs. In countries where education reporters and correspondents are organized in a professional group or network there are signs of better quality exchange of information and improved reporting on education issues in the media (eg. Senegal, Kenya and Nigeria). COMED aims at larger scale replication of current activities by improving ministry skills in communication, networking, and specific assistance with message design and production. COMED intends to go to scale by increasing the coverage of its activities, mainstreaming its activities into ministries of education in the region and integrating new activities into an expanded program.



SESSION 6 – NETWORKS: A POTENT VEHICLE FOR GOING TO SCALE

Ms. Katherine Namuddu of the Rockefeller Foundation, Chair of the session, stated that for ADEA networking is both a process and a product. The process is capable of generating multiple energies and synergies, and increased collaboration and cooperation among partners in education. She said that the challenge before ADEA is to find ways of strengthening networking so as to develop sustainable partnerships within ADEA and to reach out and network effectively with organizations beyond ADEA. **Mr. Mamadou Ndoeye** was invited to explain how the networking processes within ADEA provide useful lessons for the future and resources needed for going to scale. The ADEA orientation paper, entitled *From Past to Future: Continuity and Change in ADEA*, was written jointly by **Mr. Ingemar Gustafsson** and himself, as a team appointed by the Chair and Co-Chair of ADEA. It looked analytically at the potential for ADEA in providing increased support and intellectual leadership for the development of education in Africa.

Using networks for going to scale

Next, the Chair invited **Prof. Lily Mafela** to present the ongoing study commissioned by ADEA, to explain how networking works and the nature of the relationships which evolve between central secretariats and chapters far from the center.

The study has so far reviewed the activities of three networks involved with policy orientation in education: the African Publishers' Network (APNET), the Forum for African Women Educationalists (FAWE) and the African Economic Research Consortium (AERC). The aim of the exercise was to determine effective modes for ADEA to reach out in the future to new (partner) networks with similar objectives, in line with recommendations made in the evaluation of the ADEA WGs in 2000. This meant increasing ADEA's understanding of networking and of the structures, mechanisms and outputs of other networks. It also meant learning from the success of networks in their support to scaling up educational innovations. A typology of the three network activities has been developed along with a conceptual "working" framework. Networks vary in nature and function but their essential function is two-way communication, creating links. They tend to be ever-changing in terms of mandate and manifestation. Communication lines may vary in type, structure, intensity, frequency and direction from network to network. Secretariats or central hubs working on advocacy tend to drive the total network and act as a clearinghouse for information while national chapters "act locally". APNET and FAWE perceive their organizations as networks. AERC sees itself as a consortium although it performs a networking function. The first two networks depend on cooperation with national chapters to carry out their organizational mandate while AERC works with institutions, individuals and teams of researchers. The relevance of AERC's functions to this discussion is its success to date in expanding and improving teaching and research in economics in Africa. Membership of the AERC network is multi-tiered, comprising: individual researchers, cooperating universities,

individual academics and bilateral/multilateral agencies. Membership of FAWE comprises approximately 60 women ministers of education, vice chancellors and senior cadres in ministries and universities; affiliate members comprise the national chapters. Prof. Mafela noted that the characteristics of the three networks were their shared aims and concerns, and the structured informality that was also characteristic of ADEA. Advocacy, capacity building and a quest for long-term sustainability were found to be the cornerstones of the three networks under review, as well as the close link they have tried to create between research and policy. National chapters are more effective than regional centers at influencing national policies.

The lessons learned are:

- the importance of effective communication
- reliance on quality research for driving programs
- the significance of good positioning for influencing policy at high levels
- financial sustainability
- commitment of the networkers.

APNET and the ADEA Working Group on Books and Learning Materials have enjoyed a strong partnership for some years. Potential partnerships between these networks and with ADEA were further explored, leading to the conclusion that a wealth of learning and experience is being exchanged but could be increased by the three networks: AERC and FAWE could form a strong lobby in the future and could offer training instruments to ministries of education. The challenges remaining for the networks include:

- sustained financing

- cost-effective communications
- need for regular evaluation of activities (with the exception of AERC).

Discussion

Hon. Mr. Edward Khiddu Makubuya, Minister of Education and Sports in Uganda, stated that in order to serve ministers and ministries well and to increase the participation of ministries in ADEA networks, ADEA working groups should ensure that they respond to the priorities of ministries in order to support ministries in achieving their stated objectives, rather than divert them from their principal concerns. The sentiment was echoed by Hon. Mr. Samuel Mumbengegwi, the Minister of Higher Education in Zimbabwe, who reminded networks that they should follow the lead of national concerns rather than some external agenda. Mr. Mbaye Ndoube Gueye, Director of Education Planning in Senegal, pointed out that at country level the ADEA Working Groups are not always visible, that national education plans are often developed without input from or reference to the ADEA Working Groups. Other organizations acting relatively independently within countries without government collaboration are NGOs. It will be important in future to increase government input into the activities of ADEA Working Groups and NGOs in general. Mr. Sibry Tapsoba of the ADB agreed that it was crucial to find appropriate ways to involve ministries in networks. He also noted the difference between externally created and funded networks such as APNET and FAWE and networks set up entirely with African resources. Networking becomes costly when meetings are included on the agenda, as several networks in Africa have painfully discovered.

THREE NETWORKS IN AFRICA

The African Economic Research Consortium (AERC)

The goal of AERC is the production of well-trained policy analysts and policy makers to facilitate the sound management of sub-Saharan Africa economies, supporting graduate training and research. It brings together cooperating universities, institutes and researchers in a cost-effective training program producing economists at masters level through an innovative program in three regions (anglophone countries, francophone countries and Nigeria) at one third the cost of training in the north. It runs user-identified courses for government departments and central banks. The research program supports research on themes designed to be of prime relevance to policy needs in the region. Senior policy makers are involved in AERC workshops to bring economic theory and practice closer together. AERC products are used by policy makers and AERC research output is published in high quality journals. International agencies, such as the World Bank, increasingly use AERC as a sounding board during policy formulation processes. AERC networking reduces professional isolation of researchers across the continent, encourages the exchange of experiences and creates peer pressure that enhances the quality of research output.

The Forum for African Women Educationalists (FAWE)

FAWE deals with issues relevant to girls' education, aiming to increase girls' access and retention rates and to improve the performance of girls throughout the education system. The original goal was to put the agenda of girls' education on the table in policy discussions and planning in ministries of education. The advocacy activities of FAWE now reverberate across the continent. Networking has been focused on governments, and with UNICEF, FEMSA and the Alliance (both the latter now integral components of FAWE) but wider dissemination of information has been effective. The Strategic Resource Program produced practical instruments for governments to use in furthering the education of girls. Thirty-three national chapters have been set up to work at country level. Five countries run Centers of Excellence programs. FAWE is currently planning cost cutting and income generation strategies at all levels. Achievements include the increased access and retention rates of girls in school in many countries. FAWE networking could be enhanced internally and expanded to include other partners, and individuals.

The African Publishers' Network (APNET)

APNET is concerned with issues affecting all aspects of the publishing industry and has a mandate to support African publishers to produce quality books. The network has focused on a training program through its itinerant African Publishing Institute—which has trained over 1,000 individuals—and on setting up national publishing associations to strengthen networking and improve indigenous book publishing. The quality of books has improved, Book Development Councils have been established in several countries, and networking has reached out to several partners. This has produced results, for example, leverage to seek World Bank support for African publishing, successful lobbying of governments on the development of book and textbook policies, and facilitating the development of a reading culture. Networking is acknowledged to be in its initial stages in APNET, and needs to move beyond the face-to-face opportunities afforded so far by the organisation.

Panelist interventions

The Chair presented the five panelists of the session who have been key actors in setting up and coordinating networks or ADEA Working Groups that aim for expansion and sustainable scaling up. She invited them to list three significant factors for building expanded and sustainable networks or the three critical constraints to be overcome in achieving the vision of expanded and sustainable networking.

Mr. Ko-Chih Tung, Director of NESIS (the Network of Education Statistical Information Systems) which operates under the Working Group for Education Statistics, said that networks must:

- develop a common goal which for NESIS is to be demand-driven, and develop national capacities
- create an enabling environment for strategic alliances and task oriented Working Groups, across organizational and country boundaries and hierarchies

- use the guiding principles of country leadership, ownership and country level partnership while, at the regional level, ensure that these functions are distributed and shared.

NESIS achieved a scaling up exercise some years ago, in reaching every ministry of education planning unit in sub-Saharan Africa. The programs remain focused on capacity building organized from the central hub, with new training modules being developed at regular intervals.

Prof. Penina Mlama, the Executive Director of Fawe explained that her organization networks at two levels, the national and regional/international levels. In response to the query from the Chair she listed the three most challenging constraints to networking in Fawe as:

- frequent turnover of ministers (the core members of Fawe)
- the voluntary national leaders of Fawe have little time available for the organization—they are highly



qualified and consequently in demand from many quarters

- lack of skills at national level in networking, advocacy, strategic resource planning, program planning and budgeting.

Tackling the second issue would require broadening the base at chapter level in order to include more members at middle levels, with more time available for the organization. For the third challenge, it would mean sustained capacity building and working more closely with national sector planners and EFA national committees, among others. In terms of scaling up, Fawe has supported the development of new programs within its sphere, notably the Strategic Resources Planning Program, Female Education in Mathematics and Science in Africa (FEMSA), and the Alliance which enhances community participation in girls' education programs; and it has established national chapters in thirty-three countries. Fawe organized a one day event prior to the Biennale making a presentation on the Fawe centers of excellence and organizing a colorful and joyous procession in the streets of Arusha. This was an excellent example of using a lively and effective communication to reach out to the citizens of Arusha, the town hosting the headquarters of the East African Community and the Biennale itself. Girls and boys from five countries as disparate as Senegal and Rwanda voiced their experiences and hopes in song, dance, poetry and drama on the issues of girls' education.

Mr. William Lyakurwa from AERC explained that the achievements of AERC were dependent on the mechanisms of:

- peer review of research
- team spirit built throughout the network
- strong governance structure clearly defining roles and responsibilities of each network organ
- collaborative aims rather than establishment of centers of excellence
- consistent delivery of good quality output to sustain network operations
- regular evaluations of AERC activities.

AERC has gone to scale in several senses: reaching out to many countries, institutions, research teams and individuals; going beyond training masters students to supporting doctoral research; using workshops involving several actors as an integral part of the dissertation preparation process. It has yet to reach every single ministry of higher education, said AERC, and to reach the full range of stakeholders.

Ms. Eliesha Lema of APNET identified four challenges facing the network:

- gender mainstreaming: gender balance in membership at national and board level and gender responsive content in publishing supported by APNET (special outreach to private publishers). The recent Fawe entry to APNET as an affiliate member is expected to hasten action.
- mainstreaming HIV/AIDS prevention messages into books
- enabling the African book to travel across borders within and beyond Africa, overcoming restrictive publishing traditions, different currencies, taxation on books, etc.

- increasing dissemination of information in Africa to develop proactive rather than reactive behavior.

She stated that APNET aims to become a center of excellence in publishing, with cost-effective technologies, to facilitate easier import/export of books across the continent. APNET will be repackaging information, including knowledge on sound book practices in Africa, to make it available and relevant to network members. Improving outreach and increasing services to members will constitute APNET's mode of going to scale.

Mr. Alamah Conde, from the Working Group on the Teaching Profession, francophone section, was asked to name the process used by the WG to mobilize resources to achieve results. He noted the following points:

- information has to reach teachers in their schools in order to mobilize them, in support of effective implementation of central and subnational policies.
- cross-sectoral collaboration (ministries of finance, health, housing, etc.) is important to support teachers in the full implementation of EFA-oriented policies—for housing teachers adequately in hardship areas, to ensure health services in remote areas and to provide education opportunities for the post-primary children of teachers in those areas, etc.

Some of the elements of scaling up achieved by the Working Group included: developing regional capacity building teams, conducting research in fourteen countries on themes chosen by the respective ministries relating to the teaching profession, and publishing reports on good practice in the region.

Discussion

Mrs. Eva V. Jhala, the Permanent Secretary of the Ministry of Science, Technology and Vocational Training from Zambia, seconded by Hon. Mrs. Jeanne Somé, Secretary of State for Literacy and Nonformal Education, Burkina Faso, stated that activities led by NGOs or Working Groups and other organizations outside government should strictly follow sectoral policies and should be aware that it is governments that own education programs. They would do well to ensure that they do not implement programs at the expense of the sector. Nor should ADEA Working Groups attempt to take over some of the functions of government or act like NGOs. On the contrary it was the role of WGs to get closer to ministries and to support them.

The difference between formal and informal networking was highlighted and it was recommended to ministries that they should experiment with informal networking (Mr. Dominic Tarpeh, AAU). Voices from the floor called for more networking within ADEA (Mr. Adebayo Olukoshi, CODESRIA), across national Working Groups and FAWE national chapters, as recommended by Hon. Mrs. Evelyn Kandakai, Minister of Education for Liberia, and for complementing existing networks (Mr. Seth Ong'uti, Aga Khan Foundation). Mr. Thomas Bediako of AATO expressed the hope that the anglophone and francophone sections of the ADEA Working Group on the Teaching Profession would soon merge into one entity.



ADEA orientation paper – From past to future: continuity and change in ADEA

Mr. Mamadou Ndoye, the incoming Executive Secretary of ADEA, was invited to present the ADEA orientation paper jointly written by Ingemar Gustafsson, a past Chair of ADEA, and himself. The paper looks analytically at ADEA's potential for providing increased support and intellectual leadership to the development of education in Africa in the future.

Introduction

The orientation paper built on the genesis and the varied experiences of the organization, and on systematic evaluations of ADEA that have been carried out over the years, particularly the recent evaluation of the ADEA Working Groups.¹ The evolving role of ADEA is shaped over time through informal and formal discussion within and between its two current constituent bodies, the African Ministers/Ministries of Education and Training and the Agencies for Cooperation and Development and, more recently, with the emerging wider constituency of public and individual education professionals in Africa. The presentation was intended as a contribution to that ongoing discussion, as an orientation document. The Biennale provided a forum for raising critical questions.

Historical overview

At its inception in 1988, the role of ADEA, then called Donors to Education in Africa, was to provide a forum for discussing the revitalization of education across the continent in response to the seminal World Bank report of the same year. It was a network of Agencies supporting education in Africa. The 1988 report appealed for change: for reconceptualizing education policies in Africa, for increased external assistance to education and a change in working relations among partners in education. Donors and other agencies were joined by a small number of Ministries of Education. Working Groups led by Agencies were developed to facilitate cooperation around topics identified as suitable for agency coordination and regional cooperation. They became flexible autonomous bodies with their own mandate and orientation. In time the organization metamorphosed into a partnership of Ministries and Agencies contributing to the forum of discussion within and beyond ADEA. A three-pronged approach has been adopted, namely, to promote:

- policy discussion
- new partnerships
- and analytical studies alongside capacity building.

The latter work, analysis and capacity building, is carried out mainly through the Working Groups.

There is no equivalent network in the education sector in other parts of the world. ADEA's "structured informal-

¹ Aimé Damiba and Diane Van Belle-Prouty, with Anders Wirak, Working Group Evaluation Report, ADEA, July 2000.

ity” is often acclaimed as its greatest attribute, which has encouraged intense and cordial exchanges of views and experiences, research and policy development processes. It has, above all, attempted to develop a new culture of cooperation. ADEA is now grappling with the following questions:

- finding an appropriate balance between direct aid (*the product*) and facilitating relations between development actors (*the process*)
- maintaining or transforming the role of ADEA Working Groups, and the timing of possible transformation.

Changing trends, challenges facing ministries and agencies

The paper noted three promising trends in Africa which should guide the nature of future action of ADEA: democratization, the rise of civil society with concomitant decentralization processes, globalization and alternative strategies. The paper also noted critical issues across Africa, including poverty, gender disparity, war and civil strife, HIV/AIDS, the technological lag and overall resource constraints. At the Johannesburg Biennale in 1999 it was estimated that only ten African countries had achieved universal primary school enrolment. Yet, **education is at the heart of every response to these challenges**. Mr. Ndoye affirmed the need to redirect priorities towards “those with the most pressing [education] needs: rural and peri-urban populations, women and girls, children in difficulty”. He also noted that ADEA needed to work increasingly with a third significant constituency

in the field of education development: emerging networks of African professionals and civil society.

The presenter went on to highlight the current lack of capacity in agencies to effect the changes needed to respond to the education challenges of contemporary Africa.

Areas to be resolved included:

- the mobilization of new resources as per Dakar 2000 commitments
- the philosophy of development cooperation
- the conditions of lending support
- new sectoral approaches
- and the ability of agencies to develop flexible approaches to new needs.

The unique character of ADEA

The unique status and role of ADEA was described by the presenter. He detailed “what ADEA is not”, cautioning planners to focus on what ADEA uniquely is and on what ADEA can uniquely be called upon to deliver. ADEA is the only forum gathering all the Ministers of Education and Training and all Agencies supporting the education sector. Its forum is a network, not an organization in the usual sense of the word. Its context is informal and collegial, supportive and reflective. Its orientation is action-driven and action-targeted. The home base of ADEA is the broad professional and development context in which it works. Its essence is the structured informality of its network. It can, in this unique form, take risks, experiment and promote informal networks and con-



tacts. And in the new landscape of international aid – the sectoral approaches to development, budget support and debt relief, for instance, and the poverty reduction strategies and policies developed in the last decade – ADEA is uniquely positioned to contribute in the future to education development. ADEA's adaptive character, its responsiveness, its openness to diversity and to the changing needs of its constituents, ensure that the action-oriented approach of the organization can provide ADEA with a special and specific point of entry, namely, *co-learning* and *cooperation* among its constituent members.

Recommendations

A. THE TWIN POLES OF ADEA

1. Strengthen links between action and reflection within ADEA
2. Ensure that ADEA's agenda responds to the needs of its constituencies.

B. ANCHOR ADEA WORK IN AFRICAN REALITIES

1. Take more into account the needs of MOEs
2. Make more use of African specialists in ADEA country-based activities and in WGs.

C. EXTENDING PARTNERSHIPS - BRINGING CIVIL SOCIETY INTO ADEA

Reach out to new partnerships in civil society and interact with other Ministries.

D. REGIONAL COOPERATION - STRENGTHEN INSTRUMENTS AND INITIATIVES

1. Increase exchanges within and between African countries
2. Increase interaction with existing regional bodies and networks
3. Encourage interaction between MOEs, other ministries and 'economic actors'
4. The Caucus and Bureau of Ministries should identify areas for subregional cooperation.

E. THE STEERING COMMITTEE

1. Increase Ministers' role as agenda setters
2. Intensify SC focus on substance and guidance
3. Invite representatives of civil society organizations to participate in some SC sessions.

F. WORKING GROUPS

1. Develop (i) a more responsive approach to changing needs and to country priorities
2. Meet and work more at country level
3. Coordinate more with African professionals
4. Promote utilization in-country of ADEA WG findings by:
 - . appointing national coordinators in WGs
 - . appointing ADEA focal points in MOEs
 - . developing broader, more effective dissemination strategies at country level
5. Focus increasingly on innovative approaches in WG analytical studies in order to enhance ADEA's contribution to the development of African capacity for reform and innovation

6. Set up ad hoc WGs of short duration to address inversing issues.

G. TOOLS FOR COLLECTION, MANAGEMENT AND DISSEMINATION OF KNOWLEDGE

ADEA has become a clearing house for knowledge on education in Africa :ADEA collects and centralizes lessons learned on education development from Africa:

1. Organize knowledge to coincide more closely with the interests and topics relevant to the work of the users (MOEs, Agencies and others)
2. Update technology within the ADEA network so that knowledge is more accessible to actors involved in the development of education in Africa.

Conclusion

The orientation paper distinguished three major principles emerging from the discussion with a view to linking ADEA processes with proposed new products:

- the ***continuity of ADEA's contribution*** to supporting discussions on policy and reform, exchanges, new partnerships, analytical studies and capacity building
- ***furthering the ADEA praxis approach*** leading to intensified action using new channels and initiatives at country level to support current ministry/agency priorities
- ***developing a more catalytic role in countries***, alongside Ministries.

Discussion

The Minister of Education from Liberia, Hon. Mrs. Evelyn Kandakai agreed with Mr. Ndoeye that it is important to organize information dissemination at local levels so that communities are aware of the work of ADEA. Hon. Mr. Edward Khiddu Makubuya, the Minister of Education and Sports from Uganda, concurred with the speaker that ministries should not only communicate effectively within their own four walls but should go outside to dialogue with people outside the habitual arenas of operation. Mr. Sibry Tapsoba of the African Development Bank said the presentation had a refreshing vision and considered that ADEA should open itself to other organizations which may wish to cooperate with it, such as UNAIDS. ADEA needed to have a stronger presence in other organizations and contribute to their action. This would be another form of scaling up for ADEA.



SESSION 7 – FROM INNOVATION TO SCALE: LESSONS FROM ELSEWHERE

We saw with our very eyes relaxed and expressive children learning happily and taking initiative in the management of their school.

We saw self-learning, pupil-directed learning.

We saw flexible education programs.

We saw trainees directing their own teacher education program.

We saw teachers become facilitators and guides.

We saw inspectors turned advisors.

We saw management in the hands of communities.

We saw illiterate parents involved in managing schools.

We saw it all happen with our own eyes...

*Ministers of Education from Africa
speaking on schools they saw
in Guatemala and El Salvador*

The Chair of the Session, **Mr. Mamadou Ndoye**, incoming Executive Secretary of ADEA, introduced a session with a different format which resulted in lively exchange.

There were no formal presentations. Rather two videos were shown to the plenary, followed by remarks from four panelists. The videos depicted successful innovative education reforms and alternative programs in Guatemala, El Salvador, Bangladesh and India. Two study tours to these programs had been organized by the World Bank and ADEA under the aegis of the United Nations Special Initiative for Africa (UNSIA) and financed by the Norwegian Education Trust Fund, in order to boost education reform in African countries where there are continuing challenges in enrolments, repetition, dropout rates and quality of education. The aim was to learn from successful programs which had gone to scale elsewhere in the world.

The videos followed the UNSIA study tours into classrooms in four countries, into playgrounds, to teacher training centers and to ministries of education. Viewers had the benefit of not only seeing schools and teacher education in action but listening to narration on the technical aspects of the innovations visited. The videos included incisive comments by the African delegations and their expert observations on the relevance of these education programs for accelerating education innovation in Africa. The videos also captured the recommendations of Ministers regarding possible adaptations of these programs in Africa. Through the medium of the videos, ADEA was enabling every participant present at the Biennale to visit those four countries and to accompany the ten delegations on their visit to two continents. The exercise was a

response to the Johannesburg Biennale which recommended increased exposure of the African continent to *inspirational education programs* around the world.

Participants of the two study tours included African Ministers of Education, senior ministry officials, and representatives from teachers' unions and parents' associations. Benin, Guinea, Madagascar, Mali and Niger travelled to Latin America. Cameroon, Nigeria, Rwanda, Sierra Leone and Tanzania went to the Indian subcontinent. UNESCO also participated in the tours.

The four panelists for the session included two members of the visiting African delegations, the Minister of Education and Culture from Tanzania, Hon. Mr. Joseph Mungai,

and Mr. Kassoum Issa, Secretary General of the National Teachers' Union of Niger; and two education specialists from Latin America and the Indian subcontinent, Ms. Vicky Colbert from the Back to the People Foundation, Colombia, and Mr. Manzoor Ahmed, Special Advisor to UNICEF, Bangladesh.

Video 1 – Innovations in Guatemala and El Salvador

The first video opened with a song and smiling teachers and children thoroughly enjoying themselves in a classroom full of color and light and learning resources in Guatemala.

COMMON THREADS

Across Latin American programs

- Shared vision by all stakeholders: the parents, children, teachers, government, the media, the private sector and development partners.
- Gradual transformation.
- Quiet concentration on consolidation before permitting international exposure of the programs.



UNITY SCHOOLS NEU – GUATEMALA – *NUEVA ESCUELA UNIDAD (NEU)* –

After many years of civil war in Guatemala, NEU schools were set up under PRONA (National Program for Education Development), a major educational reform program targeting disadvantaged rural children in areas of low school achievement. The objectives were:

- To build sustainable peace in the country
- To increase access to education
- To improve the quality of education
- To reduce disparities in education opportunities across social groups
- To enhance community ownership of schools.

Some **characteristics of NEU schools** are:

- multigrade classes
- new and exciting classroom active learning experiences—fully implementing participatory and cooperative methods of teaching/learning
- interactive textbooks (between learners, parents and teachers)
- a 3-stage learning process: learn, practise, then apply
- morning classes only (so children can help with family chores later)
- innovative democratic school management structures and processes
- flexible school calendar with modular curriculum—children are free to attend, to remain at home when they choose, and to pick up learning from where they left off
- repetition and drop-out rates have declined dramatically
- teachers who wish to teach in the unity schools must make a special application; this ensures that they are motivated.

School government: All NEU schools have a Governing Council of pupils who are democratically elected and responsible for organizing: the tidying and cleaning of the classrooms and entire school; discipline; health, hygiene and nutrition in school. Special pupils committees for each sector advise the Governing Council. The NEU experience in democratic institutional management gives children responsibility, makes them responsible and provides opportunities for taking initiative. Self-learning and school-management experiences are an integral part of experiential learning in democracy.

Parents: Parents participate in the recruitment of teachers, determine training needed, are involved in teaching children about their occupations and skills, maintain school buildings and volunteer on a daily basis for cooking school meals. Parents, children and teachers join in making learning/teaching aids (mainly from local materials) for NEU.

Key features of successful NEU program roll-out were:

- Strong political will which galvanized the administration into action.
- Systematic piloting of the first innovations.
- Proper allocation of funds to effectively implement pilots and subsequent scaling up.

NEU schools have changed the face of education in Guatemala. They involve not only the Ministry of Education, teachers and pupils but also parents, NGOs and the private sector (the coffee industry in particular).

EDUCO – EL SALVADOR

AIM: EDUCO is a program for primary and pre-primary schools to increase enrolments and improve the quality of education in schools with high repetition and drop-out rates.

Teachers managed by parents:

- Parents/communities express the school needs, plan for the school accordingly and submit proposals to local government for school development.
- Parents pay the teachers.
- Parents provide the training teachers require.
- Parents determine teachers' leave
- Parents clear the land for new classrooms and often provide the labor.

Community Education Organizations have been set up for every school in the program; skills training in school management has been carried out at community level, a skill transfer exercise from the center to grassroots level.

Accelerated classes for overage pupils are run within schools so as to facilitate subsequent integration when pupils are ready to join regular classes. They benefit from their own integrated curriculum, self-learning textbooks, re-designed teaching methodology and teacher training. **Supporting activities** to enhance the learning environment include:

- Regular visits from advisors to the schools and community
- Training communities in school management skills
- Effective sharing of knowledge and experience
- Wide literacy campaigns
- Distance adult education programs
- Developmental skills training for the community. Distance adult education programs using self-learning materials are popular among young adults who dropped out of school. Government finances 70% and learners fund the rest. During the week they do exercises at home and at week-ends they go to EDUCO schools for guidance, teaching and advice.

Major reform of teacher education centers — experiential learning in TTCs:

- Curriculum determined by needs of trainees
- Training/upgrading lead to salary increases and promotion
- Interactive radio and TV learning used for teacher education and sometimes in schools, especially in the model schools where practice teaching is carried out.

KEYS to EDUCO:

- Decentralization of school management to community level
- Adequate funding sent from central level down to the parents' association for disbursement to the school
- Institutional reform of the ministry of education is a prerequisite to system reform.



— IN BRIEF —
SOME SPECIFIC FEATURES OF NEU AND EDUCO

NEU—Guatemala

- Multigrade—enabling all children to learn at their own pace
- Flexibility in all aspects: shorter daily timetable, modular curriculum, new teacher/learner roles
- Pupils' Governing Councils (GCs)
- Specialist pupil advisory committees to the GCs

EDUCO—El Salvador

- Multishift—fully utilizing school buildings
- Supporting multiple complementary alternative education programs:
 - Accelerated classes for overage learners in EDUCO schools
 - Distance adult education classes, in EDUCO premises at week-ends
- Parents recruit, pay, manage teachers
- Other supportive community development programs: development skills training for adults

KEY ELEMENTS OF NEU AND EDUCO

- All pupils engaged in cooperative learning, self-learning and school governance
- Parents/community manage schools
- Democratic processes are an integral part of school management, learning and teaching
- Communities are trained in management skills

KEY FACTORS FOR SCALING UP

- Strong political will from the top
- Systematic follow-up, evaluation and training
- Adequate funding for pilot and subsequent scaling up exercises.
- Effective decentralization: sufficient central funds disbursed to communities to fund education; transfer of management skills to communities
- Support and funding to these government programs from all stakeholders, including private sector (coffee industry in Guatemala)

Discussion

Participants’ questions ranged over a variety of topics on the Latin American innovations.

Questions <i>from the floor</i>	Responses <i>From the Latin America specialist, Ms. Vicky Colbert</i>
<p>➤ <i>Coverage/scaling up:</i> Have the programs reached all disadvantaged children? How have you managed to scale up? How can you ensure that innovation reaches the national level?</p> <p>[unidentified]</p>	<p>In Colombia the Escuela Nueva reached 10,000 schools in the late 1980s, which was indeed wide coverage. This innovation was the source of inspiration for NEU and EDUCO and others across the continent.</p>
<p>➤ <i>Sustainability:</i> How long have the innovations lasted?</p> <p>[Hon. Mr. Chabi Orou, Benin]</p> <p>What happens when regimes and political will change midstream? How can programs retain their essential components after going to scale?</p> <p>[Ms. Gina Fundafunda, NGO Zambia]</p>	<p>The Colombian reform started in the 1970s and is well over twenty years old. Some planners wished to extend it to 20,000 schools with a new decentralized formula. But, when bureaucracies take over innovations, things change.</p> <p>In Colombia this produced ministry staff turnover, new teacher training modes, even a program name change—since every new administration wants to make its own mark. But the school was the unit of change and had roots in the community so the program survived. The participatory element at all levels was maintained, even the teacher-to-teacher horizontal training modes. The private sector—the coffee growers’ associations—played a significant role. We learned that in order to scale up you need good results and good evaluations for ministries and international partners. The takeover and scaling up process in Colombia has been well documented. EDUCO in Guatemala is now 6-7 years.</p>

➤ *National aims/education plans in Latin America:* Did the sector target marginalized social groups in EFA planning?

[unidentified]

Yes. NEU in Guatemala was included in sectoral plans to improve schools on a national scale. Colombia is the only country among eleven Latin American countries evaluated by UNESCO where achievement among rural children is now higher than for urban children. This is, in part, due to the Escuela Nueva. This type of achievement has impacted on national consciousness and inspired adaptations in other countries in the continent who have been working at the transformation of national systems.

➤ *Role of the state:* Please comment on the high level of government funding to the Latin American programs which in Africa might have been funded solely by NGOs.

[unidentified]

Governments were committed to funding these programs, with additional funds from the World Bank in the case of Colombia, together with the contributions of communities which were mainly in kind. Also, as a result of the Escuela Nueva program, the role of the state changed in Colombia. It has now restricted itself to quality control without being the sole education delivery agent. There is also a new ministerial administrative structure in place.

➤ *Gender:* Have gender issues been taken into account in the school governance and democracy skills training at school level in NEU?

[Ms. Marema Dioum, FAWE]

Girls self-esteem is boosted in the EDUCO and Escuela Nueva (Colombia) programs due to participatory and democratic process in teaching and learning and the new asymmetrical relationships encouraged in the schools.

➤ *Language of instruction:* Are the official language of the countries (Spanish) or mother tongues used in class in the innovative programs for rural children?

[unidentified]

Several national languages are used in NEU textbooks which are bilingual. In Colombia Spanish is mainly used.

➤ *HIV/AIDS and lifeskills education:* Do the programs include these areas in their curriculum?

[unidentified]

Yes, curricula and materials have been enriched with these topics, particularly in the self-learning textbooks and through cooperative learning processes. But the HIV/AIDS pandemic is not as widespread in Latin America as in Africa.

- *Nutrition in schools:* Kindly tell us more about the school feeding programs.

[unidentified]

- *Dissemination:* Has there been effective dissemination of Latin American innovations across Africa; are there any signs of discernible impact in the continent so far?

[Mr. Sagayar, Action Aid Niger]

Mothers volunteer on a daily basis to assist in cooking school meals. This is part of the community contribution to schools.

Twelve African countries have visited the Escuela Nueva program in Colombia. I have no information on the dissemination mechanisms used after the visits.

Panelist Mr. Issa Kassoun, Secretary General of the National Teachers' Union of Niger made the following points to the ADEA participants:

- *Working together:* In Guatemala the partnerships between community, government and the private sector had impressed the delegation from Africa.
- *State funding:* "Our problem in Africa is that communities have to build the schools as well as pay the teachers but in Latin America governments have taken the responsibility of funding innovations, reaching out to disadvantaged communities and paying teachers. In Niger we have just one accelerated learning program in a rural area." In the case of Guatemala and El Salvador, the state maintained a sustained commitment to the programs. This was a vital element.
- *Quality teacher education and support:* The critical element in both programs was the quality of teaching skills, that is, the importance of good initial training, however brief, then high quality in-servicing and backup. In contrast, "many of our teachers are untrained and remain without regular in-servicing".

- *Teachers as change agents:* The visitors witnessed teachers making great changes in schools supported by the people who were weary of ten years guerrilla war and who wanted peace in their country. This was relevant to the African experience: "If government, teachers and the community decide to work together things will work", he said. "These people we saw are poorer than our people but they have decided to work for themselves."
- *Gender:* "In two schools we found girls chairing the school Governing Council and we asked how they got elected and whether they were the best achievers. They told us that these girls were not high achievers but they were popular, they got on well with other children and gave sweets around the school."
- *Sharing these experiences in Africa:* To spread information on the experience a TV program was broadcast in Niger on the visit and the Teachers' Union Newsletter had devoted a one-page spread to it.



Video 2 – Innovations in Bangladesh and India

BRAC* SCHOOLS – BANGLADESH

At independence in 1971, Bangladesh policy was to provide free and compulsory education. The Ministry of Education formulates educational plans and policies, and it coordinates and monitors education delivery by a number of partners. Among them are a large number of complementary NGOs. This is a dual system delivery mode.

Characteristics of BRAC schools:

- one-class, one-teacher schools
- targeting rural populations- mainly girls over 8 yrs who are out of school
- simple low-cost, locally made infrastructure and furniture, modelled on home conditions (therefore no chairs or desks for pupils—they sit on mats)
- BRAC policy is to use mainly women teachers
- teachers are selected by the community; they are generally married women who will remain in the community and they must be secondary school graduates (minimum of ninth grade)
- 12-day initial training for teachers
- monthly one-day zonal workshops with advisors
- BRAC focuses on outcomes rather than inputs, unlike many other delivery modes.

Achievement: BRAC pupils perform better than government school pupils despite their limited resources and the challenging environment.

Scaling up: a number of relevant factors:

- BRAC expansion has taken time; there are now 38,000 schools
 - BRAC started in 1972 with integrated rural programs;
 - the education program was added in 1975
- BRAC is now a nationwide multi-sectoral program including micro-credit, income generation training, nutrition, health, education, and social awareness components
- BRAC focuses action at district and community levels
- BRAC emphasizes community participation, setting up school committees with communities for each school or centre.

**Bangladesh Rural Advancement Committee*

DISTRICT PRIMARY EDUCATIONAL PROGRAM (DPEP) – INDIA

In India, the union (central) government undertakes to reinforce the national character of education across the country, to maintain quality and standards, and to manage the international aspects of education. Implementation is the responsibility of the states. The roles of the union and state governments in education provision are seen as a joint task. DPEP was set up to provide improved access and quality of education to disadvantaged children in minority communities, particularly girls. The program succeeds in addressing the “diverse learning needs of the few while scaling up for the many”.

Characteristics of DPEP:

- a structured program involving all levels from the center to communities, setting up community structures to promote the participation of civil society in development (Village Education Committees, PTAs, etc.)
- implementation starts with sensitization campaigns in communities
- constant community involvement in all processes of the program coupled with supervision and feedback on the effectiveness of those processes; and community training in developmental skills
- major emphasis on gender issues, including positive discrimination components targeting girls:
 - empowering women in expressing themselves and participating in decision-making processes by setting up (i) Mother Motivator Groups in schools and (ii) Women’s Groups in the community
 - incentives to families for sending girls to school
 - pre-school childcare provided for younger children to free girls, the childminders, to attend school
- use of parateachers to lower costs, locally recruited, motivated (each given \$ 11 p.a. for making teaching/learning aids)
- thorough training provided through pre-service and inservice modes, regularly monitored
- emphasis on keeping program affordable, costs low

Scaling up mechanisms:

- constant attention to keeping costs low
- ongoing capacity building at institutional and individual levels, and emphasis on community sensitization
- continual improvement of pedagogical program components
- regular program review, feedback and revision/alteration where needed in the scaling up process
- deliberately slow-paced system expansion
- attention to sustainability aspects once scaled up.



Discussion

Questions/Comments <i>from the floor</i>	Answers <i>from the Asia specialist, Mr. Manzoor Ahmed</i>
<p>➤ <i>State's role:</i> What role does government play in BRAC? Is there any state intervention regarding access and equity in BRAC schools? Is BRAC a parallel system? [Mr. Kevin Kelly, Ireland Aid]</p>	<p>BRAC fills a gap. It is a complementary, not a parallel system, catering for 1 million of the 20 million primary age children. However, where there should be collaboration, BRAC schools are merely co-existing alongside state schools without support from central sources. It is hoped that government will assume responsibility for schooling <i>all</i> children in the future.</p>
<p>➤ <i>Low cost programs:</i> MOEs in Africa face a problem justifying low cost programs for disadvantaged groups due to past discriminatory practices by colonial governments. [Hon. Mr. Mutorwa, Namibia]</p>	<p>This is largely solved by community management in Bangladesh since they choose the type of school they want, within established minimum standards, depending on what they can afford. Central authorities are no longer accused of discriminatory practices. Ideal schools cannot always be provided. Pragmatic solutions must be used, as in the case of the simple but functional BRAC school structures. Some private schools have poorer infrastructure than BRAC schools. [Comment made by Hon. Mr. Mungai, United Republic of Tanzania]</p>
<p>➤ <i>Empowering communities:</i> In contrast to urban areas we have rural areas where parents are still intimidated by school heads. Can any country give advice on this? [Hon. Mr. Mangena, South Africa]</p>	<p>BRAC puts special efforts into encouraging the involvement of illiterate parents in the school. Parents attend monthly meetings to discuss their child's progress with the teacher and are advised on how to support the child's learning.</p>

➤ *Textbook provision:* Most schools in Africa have no textbooks but BRAC has plenty of materials. Africa needs to learn from this.

[unidentified]

➤ *Gender:* In South Africa we need to recruit more male teachers as role models for boys in school since there is a majority of female teachers.

[Hon. Mr. Mangena, South Africa]

➤ *Children with disabilities:* Does BRAC target children with disabilities?

[Mr. Dominic Tarpeh, AAU]

➤ *School feeding programs:* It is difficult to get intersectoral collaboration between ministries of health and education. How does Bangladesh cope with this?

[Hon. Mr. Mangena, South Africa]

Mr. Ahmed added that national textbooks were designed to meet some abstract notion of good standards but the result is that books are unaffordable, and are of poor quality. Curricula in state schools are content heavy and require too many textbooks. Yet books have to be bought by parents. The final result is that there are few textbooks in state classrooms. Despite the BRAC experience, the education system in Bangladesh is not learning relevant lessons from such innovations, as though the system were totally resistant to change. Pressure is, how-

BRAC produces basic, essential materials based on the national curriculum, reduced and adapted, relevant for teachers' skill levels and for village learning conditions. They are therefore affordable to the program and provided free. In state schools curricula are overloaded, textbooks are many, but they are neither free, nor of good quality.

In Bangladesh girls' enrolment is low and until recently there were few female teachers. Hence the effort in BRAC to recruit more female teachers so as to encourage parents to send their daughters to school.

BRAC targets the poorest children, particularly girls, including children with disabilities.

BRAC has no school feeding program. At times the state distributes cereals which may be cooked for children by the communities. MOH is not involved.

ever, growing from civil society for the state to take note of these innovations and adopt them.

The link between school transformation and financing was taken up by the Regional Coordinator of ERNWACA, Kathryn Touré who cited an experience from Mali where a literacy course for women had resulted in neo-literates initiating a pre-primary school, becoming teachers at the school, adding the first two grades of primary, then a full primary school and, finally, a teacher training unit at-



tached to the school. Trainees pay 10,000 FCFA (approx. \$ 17) and are bonded to teaching in the school for two years. Experienced teachers leave the school and start private or community schools in their own communities.

The Chair, Mr. Ndoeye, proposed that even in cases where the state has scarce resources this cannot justify excluding some children from education, nor lack of free education for the most disadvantaged social groups. It is the role of the state to devise strategies for providing educational opportunities for all children. He underlined the critical element of pedagogical reform, to improve the quality of education offered and the importance of finding viable mechanisms to decentralize systems, in order to mobilize communities to manage and partly finance education at local level.

The two videos were produced in the *Steps for Mankind Series* for the World Bank—by Katrina J.Ecolivet

SESSION 8 – MAINSTREAMING NONFORMAL EDUCATION: MOVING FROM THE MARGINS AND GOING TO SCALE

The Chair of the session, **Mr. Wim Hoppers**, Regional Education Specialist at the Royal Netherlands Embassy in Pretoria, noted the challenge for national education systems of reaching out to every child and ensuring education provision for all. This could be achieved by scaling up through mainstreaming diverse types of education provision and by ensuring that public funding allocations respond first and foremost to issues of equity. The presentations included a discussion of the concept of mainstreaming, examples of processes incorporating alternative programs into mainstream education in Mexico and Argentina, and of the mechanisms which have been used to de-marginalize programs in ten countries in Africa.

Learning how to mainstream: experiential knowledge and grounded theory

The presentation focused on the recent significant paradigm shift in the conceptualization of education systems. **Mr. Cream Wright**, Head of the Education Department at the Commonwealth Secretariat, situated his paper at

the center of the thematic thrust of the meeting, which was focused on mainstreaming successful innovations in education so as to reach all children. He made a case for planning education in a holistic manner and for mainstreaming hybrid forms of education which are now misnamed “formal”, “nonformal”, “informal” and “alternative education”. Attempts over the last decade to define these categories of education led to an impasse and the categories are blurred, nonexclusive and ever-changing. Indeed, formal schools in many countries have incorporated some features of what used to be called nonformal education while many of the so-called nonformal schools have emulated and even modelled themselves on formal schools. Yet there remains, he said, palpable tension and lack of engagement between the two sectors. Meanwhile, he noted that the many children attending classes outside formal schooling systems remain uncounted and therefore un-funded in their desperate attempts to access education in the diverse services provided to them by non-governmental organizations, religious institutions, private schools, and others. Given the inaccessibility of formal schools, for reasons which are familiar to all, and the inadequate coverage of alternative education programs, a high proportion of children remain out of school in Africa. Mr. Wright proposed that the *principal features* and the *symbolic attributes* of education systems be taken into account, in addition to the familiar basic characteristics of ‘formal’ and “nonformal” education, in order to develop one whole, all-encompassing and pluralistic national education system. Official recognition of the nonformal schools would lead to status, to accessing public funding and to using the national examination system. In time, nonformal school gradu-

ates would benefit from the social advancement associated with the formal sector and from improved access to the labor market. A key instrument for achieving these gains would be the inclusion of nonformal/alternative learners in the national education statistics. It was proposed that governments engage and invest in the development of education policies, standards, inspection services, monitoring and supervision of the total education system, which would include nonformal/alternative programs. The consequence would constitute *de facto* de-marginalizing and mainstreaming alternative/nonformal modes of education or going to scale. The speaker made a strong case for fundamental review and reallocation of funding in the education sector in terms of equity, that is, for those currently most excluded from formal education systems. He recommended that the *experiential knowledge* of master practitioners, a tool for developing theory for better practice and *grounded theory*, which is rooted in reality, context sensitive, heuristic and linked to action, should guide the future development of holistic education systems in all countries in Africa. Context-bound aspects of small scale projects should be a significant focus of systematic evaluation and need to be incorporated into the design of national frameworks for scaling up.

Scaling up: two innovations in Latin America

Ms. Rosa Maria Torres, a consultant from the Fronesis Institute in Argentina, presented two innovative programs in Mexico and Argentina. One has gone to scale and the second is poised to do so.



Community Primary Schools - Mexico – *Cursos Comunitarios* –

A community education program in Mexico, known as the *Cursos comunitarios*, has been running for almost thirty years. It is a three-level program in primary schools—each level includes a two-year cycle. It focuses on indigenous and migrant populations, and now reaches 250,000 primary and pre-primary children across the country. It is linked to a post-primary open education system and to *Telesecundario*, a distance program for accessing secondary education. Program achievements include the sound performance of the primary level graduates, sometimes higher than pupils from state schools; positive impact on community development; and the improved life outcomes of the instructors who often become community leaders or certified, regularly paid teachers in the state system. The principal funder is the government, with some private additional funding. It is an autonomous program. Management at local level comprises the community and the local government authorities in a Community Association for the Promotion of Education (APEC). The 4,000 instructors are selected from the community, and by the community, for the task of providing a community service—teaching in the *Cursos comunitarios* in the morning and in adult education programs in the afternoon. They are 14-24 year old and have a minimum of nine years education. They receive a monthly subsidy and a travel allowance. The community provides housing and food. After a minimum two year service they are given a five year scholarship to study for any career of their choice.

Lessons for Africa – Summary:

- government funded the program yet allowed it to be autonomous, with trained community management (community and local authority management),
- mixed financing: government and non-government funding,
- financing/resourcing is spread (government, private and community support for instructors) while management is local,
- the primary alternative program is attached to post-primary opportunities,
- motivating career opportunities are proposed to instructors (5 year scholarship).

Alternate Home Study/Boarding Primary Schools – Argentina

– Pedagogía de Alternancia –

Twenty boarding/home study schools of the Province of Buenos Aires aim to offer general education with rural production. Centers operate three shifts, in a three week cycle. They run one week in-school and two weeks of home study. They have reached coverage of 1,500 children, 40% of whom are girls. Over 3,000 families have been reached so far. The program was started in 1988. Each center has developed a different style. The government has built the centers and the community maintains them. Teachers are trained in a special two-month program, receive regular inservicing and are paid by the government. They live at the centers with their families, and plan and work as a team. Center management is local, with a committee comprising the community, local ministry of education officers and local government. School committees and centers are members of one umbrella organization. Achievements include good learner performance, together with positive impact at family and community levels. The program is set to expand to other provinces in the near future.

Lessons for Africa - Summary:

- Strong political will and commitment leading directly to concrete implementation
- Mix of core academic and relevant local curriculum (rural production skills); and of home/school learning modalities, bridging home and school learning experiences
- Unusual formula alternating boarding and home study
- Gender aspects: initial design should target gender parity
- Special attention to teachers' needs, and team building, provides a strong teaching team in each center
- Program flexibility allowing each center to develop different features, while retaining core characteristics of the program
- Costs reduced through three shift system
- Program consolidated before planning expansion to a national scale.

The presenter pointed out commonalities in the Mexican and Argentinean experiences, noting that both programs started out as remedial exercises targeting disadvantaged populations yet were transformed into new, quality education programs relevant for a wide range of children:



Commonalities in the Two Programs

- They both adopted a holistic vision of education, educating the whole child.
- Program designers had trust in the people and in local management capacity.
- There was concern from the start to provide good quality education.
- Children and adults involved in the programs have great pride in and love for their program.
- Programs managed to incorporate lessons learned along the way.
- Programs are building learning communities, responding to EFA and lifelong learning aims.
- They integrate children, youth, adults, and use all resources possible to make the programs work.
- Programs maintained a low profile in the early years, waiting considerable time before allowing international visibility.

Marginalization versus mainstreaming in Africa

The presentation of **Mr. Ekundayo Thompson**, Consultant on Adult Education in Kenya, supported the strategic direction of the main presenter, arguing for the development of an all-embracing unified, but not uniform, system of education. The paper focused on the characteristics of successful alternative approaches (AA) to education citing nine case studies from sub-Saharan Africa covering what has in the past been called “nonformal” education programs (NFE) for out-of-school children in Kenya, Uganda and Zambia; literacy/adult education pro-

grams in Sierra Leone, Burkina Faso, Mali and Senegal; and a case of reform of the formal system in Zimbabwe bringing school closer to the community. Marginalization of NFE/AA has been due to a number of factors: a poor structural framework including lack of national policy guidelines in many cases, and lack of an enabling environment; operational problems derived from weak organizational structures of the providers; low level of resources; a poorly trained or untrained teaching force; low level of provision of learning materials and supplies to learners; poor quality of the physical environment in the schools. The negative image of NFE/AA programs was increased by the low socioeconomic status of the learners, from urban slums and remote rural areas. This produced, cumulatively, a negative image of AA/NFE programs. Justification for de-marginalizing NFE/AA included ethical, legal, economic, structural, pedagogical reasons and issues related to education management. Mechanisms to promote mainstreaming of NFE/AA require: an enabling environment; focus on AA by central government; central (and other) provision of funds for alternative approaches; quality teachers training; inclusion of NFE/AA programs in national statistics, as has been done in at least one country, through developing a national database on NFE/AA; and a well designed communication strategy for mainstreaming AA.

An example of one alternative mainstreamed program in Ethiopia

Mr. Emebet Mulugeta, Coordinator of the Center for

Research Training and Information on Women in Development, at Addis Ababa University, stated that the formal system in Ethiopia, enrolling 51% of primary age children, was not coping with the increasing demand for education. The 1994 Education and Training Policy planned for NFE provision at *wereda* (subdistrict) level, supported policy development, planning and monitoring at zonal, regional and central levels. However, in practice NFE is far from being considered as an integral part of the education system. The speaker noted that the enrolment of 1.5 million students in 12,063 Basic Education Centers (BECs) was insufficient coverage to meet the needs of the 6.2 million primary age children estimated to be out of school and the illiterates which represent 74% of the population. Areas with the highest rates of illiteracy had no NFE programs during that year. Facilitators are mainly men (75% in BECs) as are trainees in Community Skills Centers (67%). Decentralization has led to welcome engagement in education at regional and lower levels and the use of local languages in education. However, the current focus on formal education and the multiplicity of the challenges to the total sector has tended to sideline NFE.

Discussion

Various practical issues were highlighted from the floor. Ms. Kate Dyer, Executive Director of Maarifa ni Ufunguo, said that there are four million children in school in Tanzania and three million out of school. Her NGO had opted to support the provision of more formal schooling in an attempt to extend education opportunities to children remaining outside the system. However, even after debt

relief, more is spent on debt servicing than on basic education, which is a dramatic example of dilemmas facing nations such as Tanzania. Mr. Manzoor Ahmed, Special Advisor to UNICEF Bangladesh, questioned whether mainstreaming was the answer to the problem. He said mainstreaming efforts had not been successful while non-government efforts had been positive in some countries in Asia. It might be more useful in terms of achieving EFA to aim at transforming formal systems so that they incorporate the best aspects of NGO nonformal systems. Mrs. Françoise Caillods, Deputy Director of IIEP, agreed and proposed that it was up to the state to work at bringing NFE and formal systems closer rather leave this to communities. Another participant decried the problematic mythical division of NFE/formal education. He said that NFE units in ministries were not effective. In Africa, NFE graduates had difficulties entering formal schools in mid-cycle. He wondered whether Latin America had solved this issue and whether the graduates were able to access lifelong learning as adults.

Mr. Cream Wright replied saying that ministry resources were limited but that the state should squarely face the equity issue in order to identify which social groups to support and through which mechanisms. In a holistic and diversified system of education no group of schools would be “different”, excluded from state funding, or labelled “non-anything”. He suggested that if mainstreaming required reformulating what is meant by a system in order to include all types of schools and learning opportunities, then mainstreaming would be the right way to go. This could include mainstreaming all schools into one whole system, allowing for alternative paths to providing education for all.



Ms. Rosa Maria Torres agreed with the notion of inclusivity and proposed that the emerging hybrid forms of schooling be formally recognized and accepted into national systems. Re-conceptualization of different forms of education provision was needed in order to discard negative labels and images which had haunted some programs. By analogy, the noble concept of *lifelong education* should be used more in Africa as it is in the industrialized world and the negative term *basic adult education* should be discarded. She showed a short video summarizing the view that education is one, that the state should support education for all, and that perceptions of schooling change over the years.

Ms. Torres added that is only now, at the start of the twenty-first century, that the benefits of traditional community/home education are being recognized for their relevance and for their sound pedagogical methodology. But the world has changed. Formal schooling is with us and will have to find a way of merging into a more holis-

tic vision of education. We must try to gather the best of education experiences, support them and weave them into a new, expanded system to suit the diversity of learners and needs in a nation. Nonformal education should be mainstreamed. A holistic system should be created.

The Chair reviewed the challenges that had been put to the meeting by various speakers:

- the need for diversity and flexibility while maintaining equity and quality
- state recognition and support is required for innovative programs and for provision of free education to the lowest income groups – the state should review its obligations in this domain
- NGOs, the community and other stakeholders continue to be needed as major players in alternative programs
- MOEs must find a way of coping with change and of welcoming diversity.

LAUNCHING OF THE AFRICA EDUCATION JOURNALISM AWARD

The Arusha meeting offered a unique opportunity to present a new initiative targeting the African press. Officially launched on October 9, 2001, in Arusha, the Africa Education Journalism Award was created to highlight the paramount importance of relevant and quality public information and communication for the development of education in Africa. The Award was created within the framework of the COMED program which supports African governments in implementing structures capable of developing and implementing information and communication strategies and programs on education (See Box on page 39).

The award recognizes the best articles on education written by African journalists and published in the African press. Selection of articles will be made once a year.

The specific objectives of this award are to:

- Encourage African journalists to write relevant and high quality articles on education in Africa;
- Encourage African newspapers to publish regular columns and supplements on education;
- Foster the development of a network of African journalists specialized in covering education topics;
- Strengthen ADEA's ties with the African media, a

major partner in the effort to promote and exchange information about education in Africa.

Four articles – two in French and two in English – will be selected each year. The selection will be operated by a jury composed of senior education and communication specialists. The following criteria will be taken into consideration in the selection process:

- Relevance of the topic;
- Objectivity, critical analysis, and rigor in addressing the topic;
- Quality of the writing;
- Creativity of the work.

For the first edition of the Award (2002), winners and their editors-in-chief will be invited to participate in a study tour that will include training modules on topical issues concerning education and visits to major media houses partnering the Award (The Times Education Supplement, and the BBC in London; Le Monde de l'éducation, Le Monde Interactif and Radio France Internationale (RFI) in Paris). Furthermore, a cash award of 2000 euros will be given to the first-place winners; second-place winners will be given a cash award of 1000 euros.



INTERVENTION FROM THE INTERNATIONAL CRIMINAL TRIBUNAL FOR RWANDA

The International Criminal Tribunal for Rwanda (ICTR) is housed in the same building that hosted the Biennale, in the Arusha International Conference Center. On the third day of the Biennial Meeting, **Mr. Kingsley Moghalu**, spokesman for the Tribunal and special advisor to the Registrar was invited to speak to the conference. He reminded the audience that in 1994 almost one million men, women and children were killed within 90 days in Rwanda. The participants listened attentively to the unexpected contribution which had not been planned in the agenda of the meeting. Mr. Moghalu underscored the momentous historical importance of the establishment of the ICTR in Africa and the significance of the Rwandan events for education in the future. High officials of government, priests of the church, musicians, people from all walks of life, high and low, were directly involved in leading the genocide and in the killings. As Mr. Moghalu was speaking, a former Minister of Education of Rwanda was on trial before the Tribunal for his role in the genocide.

The ICTR marked some firsts in the history of international jurisprudence:

- The first ever conviction for the crime of genocide was made.

- For the first time a head of state had been convicted in an international court.
- It was the first court to consider rape a crime against humanity.

Since the establishment of the International Criminal Tribunal for Rwanda, the International Court of Justice in the Hague has addressed a similar issue, namely, a trial of individuals accused of perpetrating crimes against humanity in the former Yugoslavia.

The speaker said that he had a brief but significant message that he wished participants to take back to their countries.

**The era of impunity in Africa is over
and has been replaced by a culture
of accountability**

No longer are criminals against humanity to be allowed to go free and unpunished across the continent. They are now accountable for their crimes. He appealed to participants to ensure that education advances the cause of social progress. Education must never again be used as a tool against humanity, as happened in the case of Rwanda

in 1994 through the use of IEC, that is, information, education in its broadest sense, and communication.

It was explained that the Tribunal does not have a police force to arrest perpetrators of genocide. It relies on African governments to arrest the criminals. As a mark of their support, the Governments of Mali, Benin and Swaziland have offered to allow those convicted by the Tribunal to serve their sentences in the prisons of those countries.

To conclude, the speaker emphasized that the work of the International Tribunal is out of the ordinary. Public education is needed so that the process and achievements of the Tribunal are made known, are better understood and supported. Global media focuses on countries beyond Africa and on issues important to the West. The

media in Africa has a responsibility to educate the African public on the work of the Tribunal. When we hear of the trial of a Pinochet or a Milosovic, we should be aware in Africa that the process of bringing the perpetrators of genocide to justice started right here in Arusha.

Education must pave the way for change in Africa. Genocide must never, ever, happen again.

The speaker concluded by stating that

**We, the International Criminal
Tribunal for Rwanda, rely on you to
educate the people of your countries.
Do not fail us.**

PART THREE: REPORT ON THE CAUCUS OF MINISTERS

Report from the Meeting of the Caucus of Ministers

The new ADEA alternate Chair, **Hon. Mr. Lehohla**, Minister of Education for Lesotho, reported on the 10th session of the caucus of the African Ministers, which was held on Wednesday 10 October 2001 in Arusha, at which 58 ministers and ministries were represented.

The Caucus then heard a report from Hon. Mr. Hamid, the Minister of Education for Chad, outgoing Chair of the Caucus. He reported that Mr. Sack, the outgoing Executive Secretary, presented the highlights of the evaluation of the working groups. The Working Group on Female Participation, while remaining an integral part of the ADEA family, was “graduated”, and the Working Group on Educational Research and Policy Analysis, which had been dormant, was terminated.

Mr. Ndoye, the incoming Executive Secretary, summarized the orientation paper on the vision of the association. The Steering Committee should focus more on substantive issues and emerging themes in the educational

field; the working groups need to be more attentive to demand; partnerships will be extended to embrace civil society; regional cooperation will be strengthened; and the ADEA will remain a network of exchanges and partnerships. In order to strengthen the Caucus’ efficacy and visibility, it was decided to conduct activities at the subregional level and to hold subregional forums, while taking into account the existence of the SADC, COMESA and other similar organizations in West Africa.

The new member countries on the ADEA Bureau of Ministers are: Djibouti, Gabon, Kenya, Nigeria, Sierra Leone and Zambia. They represent the following countries:

- Southern Africa: Lesotho and Zambia
- Central Africa: Burundi and Gabon
- Eastern Africa: Eritrea and Kenya
- Western Africa: Liberia, Nigeria and Sierra Leone
- Indian Ocean: Djibouti

The new Bureau of Ministers will be chaired by Hon. Mr. Lehohla from Lesotho, and the Vice-Chair will be Hon. Mr. Mba Obame from Gabon.

PART FOUR: REPORT ON SMALL GROUP DISCUSSIONS

GROUP 1 – Implications for going to scale

Difficulties have been encountered in taking successful innovations to scale. Innovations succeed because they benefit from (a) determined leadership, (b) strong local support, and (c) adequate, diverse funding. It will only be possible to make the transition to a larger scale and eventually generalize innovations if, first of all, *the conditions for success have been recreated in the new situation* before transposing the model itself. But every new situation will be different.

The discussion gave rise to three points:

- ownership
- consensus
- capacities

at the level of the district, the region and, in the case of full-scale generalization, at the central level. The Ministry must become involved and provide support; partners must be consulted, informed and involved; any necessary modifications need to be integrated into the project; capacities and resources need to be analyzed before launching the process of going to a larger scale; the different mechanisms for growth—expansion, explosion and association—can sometimes be combined. Finally, the role

of the State will be decisive. Its intervention must be real, but not heavy-handed.

GROUP 2 – Focus on nonformal education

Why is nonformal education still marginalized?

1. First, there is a problem of *terminology*. These alternative forms need to be redefined so as to eliminate the negative associations of “non”.
2. It is also necessary to consider notions of (a) *equity*, (b) *access* and (c) *quality* in these alternative forms of education, while avoiding the underhanded means of exclusion that consists of sending poor students to low-quality schools. Finally, choice must be guaranteed. If there is no alternative, there is no choice.
3. Then there is the problem of *funding*. The policy of funding nonformal education must not be viewed differently from any other form of policy. Aid agencies, communities, parents and the ministry must see to it that alternative solutions are not excluded from the budget. School statistics should provide data on the number of children and youth covered by the schools, and also indicate the distribution and destination of financial and other resources.



4. Finally, progress needs to be made in *integrating nonformal education*. To this end, it is advisable to reform the entire school system and give it a more holistic form, one that gives a role to the various forms of education in such a way that they influence each other so that all benefit. This is the only way to achieve Education for All.

The State also needs to stop ignoring the various alternative forms of education and training. It may well prove to be the case that political will is ultimately more important than funding.

The Group proposed that ADEA *change the name of its Working Group on Nonformal Education*. The suggestion is that it could be called the “WG on diversity and mainstreaming”.

GROUP 3 – Focus on HIV/AIDS

The pandemic is affecting supply and demand for education, as well as the very survival of the system as a whole. It is thus necessary to protect the system so that it can continue to provide quality education to as many children as possible and meet the needs of those who benefit from the system.

We know that several approaches have a positive impact:

1. *Speaking out*: strong policy management; speaking out about the epidemic as much as possible; social and community mobilization; utilizing legal resources in order to make possible and support posi-

tive behavioral changes to deal with the disease, so as to help protect girls and women, the leading victims of the virus.

2. *Prevention*: informing and raising awareness about HIV/AIDS dynamics by integrating this component into AIDS-related programs and by involving the youth, including young people already affected by the virus, parents, and spiritual and religious leaders; the use of peer education, which has proved to be a very effective source of information and prevention; introduction of HIV/AIDS education into programs of higher education and pre-service and in-service teacher training; and use of all forms of media to reach the maximum number of people.
3. *Training teachers* so that they become sources of information about AIDS; encouraging teachers to be tested and become counselors about AIDS.
4. *Conducting studies* on the impact of the pandemic on the educational system so as to identify and anticipate real needs for teachers (planning); working with other ministerial departments, in particular health.
5. *Adopting multi-sector and national action plans*, in which *all partners are* consulted, informed and *involved* in order to fight the spread of the pandemic.

ADEA should set up a mechanism to “monitor” the development of the disease in Africa and its impact on educational systems. The creation of a specific WG could be considered and/or the assignment of an AIDS officer to the executive secretariat, in partnership with the IIEP.

GROUP 4 – Communication for education and development

The Group believes that:

1. Communication needs to play a major role in supporting and promoting educational policy in Africa.
2. Communication strategies need to have a solid foundation if they are to be effective.
3. African ministers need to be sure that they have the organization, personnel and resources needed to ensure communication services play their full role.
4. Suitable training needs to be given to communication officers in the education ministries as well as journalists who specialize in educational questions, once their respective roles and tasks have been decided.
5. A communication policy that does a good job serving the development of education will have a positive impact on overall development.

The Group would like for the ADEA to set up a study on the impact and interaction of media activities on education. It also hopes that the ministers do not forget the vast, promising sector of so-called nonformal education in their communication policies.

GROUP 5 – Networks and partnerships

The Group believes that:

1. There are a great variety of networks.
2. The function of a network lies in the field of the

exchange, sharing and dissemination of information amongst its members.

3. A properly functioning and useful network must have a clearly defined purpose and approach, as well as human and investment resources. Network members must both contribute to and benefit from the network. Its activities must take place according to a defined schedule and within given deadlines. The network's organizational structures, operational rules and communication strategies must be familiar to all its members.

To improve the functioning of the networks, the ADEA must be opened to all networks that work on behalf of the development of African education in order to further enhance its impact. It needs to improve the exchange of information about the activities of the working groups it coordinates, both between the different groups as well as at the country level. It needs to ensure that in general the association's activities have a concrete impact in the various countries, and it needs to go beyond the "conceptual" phase to undertake concrete activity.

Discussion

The participants mainly commented on and gave support to the various proposals arising out of the work of the small groups.

Theme 1 – Going to scale: Hon. Mrs. Somé Dombwa of Burkina Faso, emphasized that it is necessary to take into account and not underestimate the resistance to change. Many people, in particular teachers, fear change and hold



back innovations. She added that many teachers also reject the involvement of community members in school management. The trades unions need to make an effort to raise awareness among teachers concerning the advantages of reasonable change. Mrs. Volan believed that the greater involvement of NGOs and recognition of what many of them are doing to promote education, in particular in disadvantaged regions, could be a positive factor in promoting acceptance of innovation.

Theme 2 – Nonformal education: The problem of terminology led to an interesting discussion, which did not really come to any conclusions. On the other hand, all the participants agreed that the education ministries cannot be effective if these alternative forms of education and training do not exist. Mr. Ahmed suggested studying the factors that resist change and adopting a more comprehensive approach to educational problems, along with mutual recognition between formal and nonformal education. He added that a change in terminology would not have much effect.

Theme 3 – The problem of HIV/AIDS: This issue provoked numerous comments, reflecting its importance. Mr. Saint from the World Bank proposed that the ADEA make the problem of AIDS an important issue at its next biennial meeting. Some participants advocated creating a specific working group for HIV/AIDS. Mr. Sack clarified in this regards that it was up to the members of ADEA themselves to propose the creation of a working group, and that this was not a matter for the Steering Committee. On the other hand, the Steering Committee would decide whether to accept a proposal. Mr. Matlin, from the

DFID, argued that what counted was the way the education systems responded to the challenges the AIDS pandemic presented. The ADEA needed to find a way to monitor the disease, in cooperation with the IPE. Mrs. Bah Diallo emphasized the need to involve women in fighting the pandemic, together with UNAIDS, which still operates programs in the various countries and whose research and knowledge about the matter would be useful for the education ministries.

Theme 4 – Communication for education: All the participants agreed that the media have a crucial role to play in developing quality education for all and in promoting public recognition of positive innovations as well as in the fight against the AIDS pandemic. There was unanimous support for the ADEA's creation of the Africa Education journalism -Award.

Everyone also agreed that the era of the press attaché who was solely responsible for the minister's personal publicity (and helping the minister retain his or her post) is over. The Burkina Faso Minister emphasized the need to have a high quality internal communications service within the ministry for all its members and not only the top ranks. Why should the broad public be expected to accept reform proposals if within the ministry itself there is strong, sometimes particularly harmful opposition, often due to a lack of reliable information? She also emphasized that the media can send out messages that are sometimes contrary to what the education ministry actually wants to convey. In the case of AIDS, it is clear that the themes of restraint, caution, and respect for others (in particular young girls) are coming up against the pro-

motion of laxism, permissivity and occasionally even debauchery by certain ads, films and news articles, for example about “stars”.

With regard to the proposal to carry out a study on the impact of the media on education, Mrs. Sheila Bunwaree from CODESRIA believed that it was important not to be hasty, as we might lack the proper distance, as well as existing documents. Carrying out an inventory of what already exists should be sufficient, she felt.

Theme 5 – The networks: Solid support was given to the role of the ADEA as a network of networks. Its role as information center to gather and disseminate information about education in Africa was emphasized. Ms Katherine Touré from ROCARE stated that ADEA should concentrate its efforts on “what works in Africa”. The European Commission representative, Mr. Paniagua, posed the question of the funding of the WG that was

graduated, and whether there was a risk that this important network would be undermined or even disappear.

Mr. Sack concluded the discussion by clarifying that the document on the future of the ADEA should serve as an orientation for the next two years. He saluted the increasingly deep roots of the ADEA and the Working Groups in Africa. With regards to the WGs, he pointed out that they need to deal with the issues formulated by Africa and that their activity needs to correspond to the tasks set by the African ministries. With regards to the issue of HIV/AIDS and the proposal concerning its monitoring by the ADEA, he pointed out that if a “task force” were to be created, it would be necessary to take into account the need for more personnel at the Secretariat level. Nonetheless, this would entail less time than would be required by creating a WG.

PART FIVE: CLOSING SESSION

Mr. Ahlin Byll Cataria, Chair of the ADEA, chaired this last session. He asked the resource persons to take the floor for the last time:

Professor Samoff raised the following questions:

- what would happen now?
- what could be done to go further?
- how to reach everyone?

There have been many promising innovations here and there, and yet very few still existed. Many of them had disappeared. To understand why, three notions needed to be considered: ownership, process and approach.

Ownership: the community, the government, and aid organizations need to take responsibility for the reform or innovation. Education is an area of shared responsibility, where dialogue among all those involved is essential. This dialogue will create the space for innovation, and changes need to be negotiated, with the government acting as a *facilitator and guardian of equity*, among other things.

Process: the active participation of all those involved is needed to understand any reforms. The important question is not so much what to do as how to do it. At this stage, communications needs to play its full role. A failure in communications will sink even the best reform.

The networks have to be activated. A long-term framework is also necessary. The point is more sustainability rather than time per se, and the advantages and benefits the reform will bring need to be emphasized. The transition to a larger scale and/or the generalization of a pilot scheme is, above all, a process.

Approach: this can vary. Strong, lasting political determination is a crucial factor. An innovation is by its very nature a fragile thing that needs to be supported and promoted, first of all by the political authorities. Next, the innovation must show and prove its value. An assessment needs to be made before going any further. Based on this assessment, together with discussion with the partners, any modifications that may be necessary should be made to the pilot scheme. It may happen that extending or generalizing the pilot scheme would be a mistake or even lead to certain failure, because its value is based on its micro or timely characteristics. Finally, depending on the nature or scale of the change, the transition can be made to a larger scale based on a process of association, expansion or explosion, or even by adopting one after another of these approaches in turn. In any case, a prudent, modest approach heightens the chance of success.

The implications for the ADEA are as follows:

1. It should facilitate the dissemination of information

and the sharing of this information to inform the policy formulation.

2. It should create space for dialogue among all the involved parties, based on its specific character as a network of networks.
3. It should promote learning by doing and a lasting policy commitment.

Hon. Mr. Mungai, the Tanzanian Minister of Education and Culture, took the floor to say that his country was involved in the process of expanding successful experiences and innovations and that everything he had heard during the 5 days will provide his Ministry with food for thought. He also declared that he was very interested by the experience of countries outside the African continent that were represented during the 2001 Biennial Meeting, but wryly noted that the adoption by his Ministry of certain initiatives that worked very well in South Asia could cost him his post! The main lesson he drew from the discussion as a whole was the imperative of modesty and flexibility in everything one does. This was, moreover, a lesson that could be applied to other sectors as well as education.

Mr. Balmès, head of the education service at the French Development Agency, took the floor to set out the new missions of the FDA. These will be part of a systematic approach at the regional level, based on dialogue with the communities and government and partnership with the NGOs, and will serve as a “last resort”. Mr. Balmès felt that very local actions could have a positive impact on EFA, and that subsequently they could be broadened to a larger scale, based on the methods and processes that had been spelled out during the Biennial Meeting.

Mr. Byll Cataria then made the point that the ADEA must open up to NGOs.

Mr. Sayagar, representative of the NGO Aid in Action Niger and of the European Alliance of the Aid in Action NGOs, said that he was very interested in everything that had been said about partnerships, the participation of civil society, the need for exchanges and the integration of alternative approaches. He expressed the wish that the education ministries create a department of teaching reform and promote innovations and experiences. He hoped that ADEA would extend its partnerships with NGOs and would speak out about the analyses presented during the Biennial Meetings and the commitments made by the participants.

The remainder of the session was devoted to the transition from the outgoing to the incoming Executive Secretary.

The outgoing Executive Secretary, **Mr. Sack**, then took the floor to say that the climate of trust that had characterized this Biennial Meeting augured well for the future. He declared that:

ADEA is the right experiment at the right time.

He explained that the purpose of the “ADEA experiment” is based on a determination to avoid stasis, to move forward and to test the waters of changing environments. ADEA focused continually on improving the responsiveness of institutional arrangements in the education sector both at country level and in the world of development cooperation. He stressed the significance of continual observation and the development of methodolo-



gies for identifying what works, how and why. The spirit of scientific experimentation was alive and well in programs such as the community schools, the ZimSci program, the *dina* schools of Madagascar, the Escuela Nueva, and BRAC and Soul City in South Africa, which have demonstrated their achievements and their ability to adapt and change. This spirit also calls upon us to admit failure and learn from it. ADEA is attentive to the signals from the environment, the recommendations made and the requests expressed. He concluded by saying that the ADEA is an emerging hybrid institutional form and an experiment in the progress, an experiment for working together, an experiment FOR FORGING AHEAD.

Naturally, the last word was had by the new ADEA Executive Secretary, **Mr. Ndoye**. He thanked Ms Volan, the former ADEA Chair, Mr. Hamid, the former Alternate chair, and Mr. Sack, the outgoing Executive Secretary, for their devotion to the cause of African education. He also acknowledged and thanked Mr. Fredricksen, the representative of the World Bank, for being faithful to the cause of educational development in Africa. He then set out the challenges that the ADEA must meet:

- maintaining what has been accomplished
- strengthening partnerships with ministries and agencies
- improving the school environment
- developing new understanding
- opening up to civil society and the private sector
- building new links
- REACHING ALL

The chair of the meeting and of ADEA, after having once again thanked the Tanzanian authorities for their warm welcome, wished farewell to all the participants at the 2001 Biennial Meeting in Arusha.

Minister Mungai replied:

SUKUMA !

that is, “thank you for having said thank you”
and

KARIBU NI TENA ! !

which means: “You are welcome to come again.”

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ANNEX 2: AGENDA OF THE MEETING

MONDAY MORNING, 8TH OCTOBER

Official opening ceremony*

Chair:

- Hon. Mr. Joseph MUNGAI, Minister of Education and Culture, Tanzania

Keynote speech

- His Excellency Ally Mohamed SHEIN, Vice President of the Republic of Tanzania

Welcome from the ADEA

- Mr. Ahlin BYLL-CATARIA, Chair of the ADEA and Education program officer, Swiss Agency for Development and Cooperation
- Hon. Mr. Bireme Abderahim HAMID, Alternate Chair of the ADEA and Minister of Education, Chad

Speeches

- Prof. P. MLAMA, President of FAWE
- Dr. Birger FREDRIKSEN, Senior Education Advisor, Africa Region, World Bank
- Dr. Peter ADAMS, Member of Parliament, Canada

Introductory session

Chair:

- Hon. Mr. Puis Y. NG'WANDU, Minister of Science, Technology and Higher Education, Tanzania

Education for All Challenges in Tanzania

- Hon. Mr. Joseph MUNGAI and Prof. Justinian GALABAWA, University of Dar-es-Salaam

◆ Developments and Issues Regarding Universal Primary Education (UPE) in Tanzania.

This paper traces the development of basic education through three phases: (i) that of Socialism and Self-Reliance

** To accomodate the schedule of the Vice-president of the United Republic of Tanzania, the official opening ceremony was deferred to Tuesday 9 October morning.*



with gross enrollment rates reaching close to 100% (1970's- early 1980's); (ii) a phase of market-oriented policies in the economy and schooling, during which the economy was not able to sustain expansion and enrollment rates declined (1980's-1995); and (iii) the third, and current, phase characterized by increasing participation, access and spending. The paper analyzes the factors associated with each phase and their implications for attaining the goals of UPE.

MONDAY AFTERNOON, 8TH OCTOBER

Session 1. From pilot to scale: issues and experience

14:30 - 16:00

This session focused on conceptual and operational understandings of the issues at hand when taking pilot experiences and innovations to scale. It explored the history of taking pilot initiatives and innovations to scale, giving special attention to the factors that contribute to the success and/or failure of “going to scale”. In addition to a conceptual background paper, the session took a close look at specific programs in two countries.

Chair:

- Hon. Mr. Lesao Archibald LEHOHLA, Minister of Education and Manpower Development, Lesotho

Presentations:

◆ **Scaling up by focusing down**

- Prof. Joel SAMOFF, Stanford University
- Prof. E. Molapi SEBATANE, National University of Lesotho
- Prof. Martial DEMBELE, Ecole nationale d'administration et de magistrature, Burkina Faso, and Université du Québec à Montréal

Start small but think big. That attractive approach to innovation and reform for education in Africa has proved difficult to achieve. Some initiatives may be viable precisely because they are small. Three themes frame an agenda for future action. The weakness of the knowledge base is problematic. Scaling up requires a holistic approach and vibrant social networks. Rather than replicating the specific elements of the reform, what must be scaled up are the conditions that permitted the initial reform to be successful and the local roots that can sustain it.

◆ **Mobilizing Guinean Educators Around a Primary School Quality Improvement Program**

- Mr. Alpha Mahmoudou DIALLO, Directeur national de l'enseignement élémentaire, ministère de l'Enseignement pré-universitaire et de l'Education civique, Guinea

Following broad dissatisfaction with top-down in-service teacher education, Guinea adopted a bottom-up approach

that puts teachers themselves in the center of efforts to improve quality in a sustainable manner. This approach was implemented through a small grants program designed to help small teams of teachers from the same or neighboring schools prepare their own professional development and school improvement projects and, if selected for funding, execute them. Almost all teachers and many from all parts of the country have participated in the design of at least one project submitted for funding. Also, many top administrators and mid-level ministry personnel have been mobilized on a regular basis as jury members, team facilitators, evaluators or resource persons to work with teachers on quality of education issues within the framework of this program.

◆ **The Primary Reading Program: The Zambian Experience of Going to Scale**

- Prof. Geoffrey TAMBULUKANI, University of Zambia

The Zambian Primary Reading Program aims at developing literacy skills among primary school children, first in the children's mother tongue, and then in English. The paper outlined the stages through which the program has developed, from inception to piloting and evaluation in selected languages and districts, and then going to scale in all the national languages and all the districts in the country. The success factors, the challenges and the problems encountered during the pilots, as well as during the process of going to scale contain lessons applicable to other countries as they take their educational program to scale.

MONDAY AFTERNOON, 8TH OCTOBER

Session 2. System-wide mobilization of latent resources

16:30 - 18:00

The main issue addressed by this session is that education systems may have resources that are underused. If fully mobilized, they could have significant, system-wide impact. Such latent resources could include teachers who are not teaching and/or poorly motivated, and buildings that are underused. This session focused on two country experiences that have demonstrated how large-scale, system-wide benefits for quality and access can be achieved at little-to-no additional direct cost.

Chair:

- Djibril DEBOUROU, Député à l'Assemblée Nationale du Bénin

Presentations:

◆ **Mobilization of Latent Teacher Resources**

- Hon. Mr. Mosibudi MANGENA, Deputy Minister, Departement of Education, South Africa a présenté le document de S.E. M. le Prof. K. ASMAL ministre de l'Education en Afrique du Sud

This paper focuses on mobilizing latent, under-utilized resources in education, particularly employed teachers. In addressing this subject the paper looks at the nature of the resource, what is latent, how we recognize it as latent and what strategies are used to mobilize these resources. Although the point of reference is the South African experience over the last 7 years, many of the problems and challenges faced in South Africa are replicated in countries in the rest of Africa. An important aspect in mobilizing resources is the need to build the professionalism of the teaching profession and to employ innovative approaches to motivate teachers.

◆ **Using Job Descriptions for Monitoring Primary Education in Senegal**

- Mr. Pape Momar SOW, Regional Director, Fondation Paul Gerin-Lajoie, Senegal

Seven principles guide this experience: partnership; participation; responsibility; transparent and efficient management; steady support (*animation*); training and upgrading; and action-research. Job descriptions that outline tasks and expectations for teachers, school directors and inspectors were drafted by all concerned parties, and are applied in an open and transparent manner. Since the introduction of this method, success rates in the primary school leaving examination have gone from 30% to 49%. In conclusion, we see how effective organizational methods can enable ordinary people to accomplish extraordinary tasks

TUESDAY MORNING, 9TH OCTOBER

**Session 3. HIV/AIDS—Taking stock of promising approaches in HIV/AIDS and education in sub-Saharan Africa: What works, why and how:
A synthesis of country case studies**

9:00 - 10:45

This session reported on the ADEA initiative *Identifying Effective Responses to HIV/AIDS*. At the Johannesburg Biennale, ADEA was challenged to apply the “praxis approach” to the problem posed to education systems by HIV/AIDS. As a result, case studies on promising approaches to tackling HIV/AIDS issues are underway in 14 countries. After a brief presentation that took stock of the studies completed and underway, a panel discussion explored approaches that show promise within the context of the education system.

Chair:

- Mrs. Françoise CAILLODS, Deputy Director, IIEP

Panelists:

From the ADEA Technical Team for the exercise and authors of the Report:

- Dr. Gabriel RUGALEMA, Senior Policy Advisor on HIV/AIDS and Development, UNDP, Pretoria

- Dr. Richard AKOULOUZE, Inspector General for Pedagogy, Ministry of Education, Cameroon

From participating country teams:

- Prof. Malick SEMBENE, Division Head, School Health and Nutrition, Ministry of Education, Senegal
- Dr. Becky NDJOZE-OJO, Chief Consultant on HIV/AIDS in Education, University of Namibia
- Mr. M. SAWAYA, Principal Education Officer, Ministry of Education and Culture, Tanzania
- Mr. Paul DOGOH-BIBI, ADEA Working Group on the Teaching Profession (Francophone section), and Inspector General, Ministry of Education, Côte d'Ivoire.

TUESDAY MORNING, 9TH OCTOBER

Session 4. Tackling HIV/AIDS: Mass-Media and International Conferences

11:15 - 13:00

Chair:

- Ms. Sissel VOLAN, Head of Unit for Education, Research, and Culture, NORAD, Norway

Presentations:

◆ HIV/AIDS Impact on Education in Africa: An Analysis of Conferences, Workshops, Seminars, Meetings and Summits Focusing on HIV/AIDS Impact on Education in Africa.

- Mr. Peter BADCOCK-WALTERS, University of Natal, South Africa

This paper provides a coherent and comprehensive picture of the outcomes of seventeen conferences on HIV/AIDS and education in Africa held over the period December 1999 to June 2001. It reviews these conferences, analyzes their effectiveness, notes that there appears to be minimal links between the learning experiences of each of them, and postulates a typology of conference effectiveness. The paper concludes that, while it is too early to claim a trend, conferences appear to be getting better at recognizing their inherent limitations and are setting their sights on longer-term, developmentally-sound action, with the incremental delivery of visible short-term results.

◆ Going to Scale Across Borders: “The Choose Life Project”

- Ms. Harriet PERLMAN, Regional Manager, Soul City: Institute for Health and Development Communication, South Africa

This paper looks at the process through which the “Choose Life” materials, developed by Soul City for 12-16 year olds in South Africa, have been adapted for use in Lesotho, Swaziland, Botswana and Namibia. It examines the process of going to scale when materials developed in one context are used in another. The different phases of the process and the strategies used (e.g., the formation of partnerships in the target country with NGOs, consultation with



Ministries of Health and Education, materials trialling, national radio promotional campaign, etc.) are described in order to highlight lessons learned. This experience draws attention to the importance of developing local ownership of the materials in the fight against HIV/AIDS.

TUESDAY AFTERNOON, 9TH OCTOBER

Session 5. Communication: Strategies for promoting education

14:30 - 16:00

Effective communication strategies are needed in order to build partnerships and consensus for education reform policies and to facilitate the burgeoning of innovative and successful experiences. This implies public awareness built on an adequate flow of information and feedback between policy makers and stakeholders. This session explored concrete examples of the use of communication strategies to promote education.

Chair:

- Mrs. Aicha BAH-DIALLO, Deputy Assistant Director-General and Director of Basic Education, UNESCO

Presentation:

◆ Communication for Education and Development: Enhancing Stakeholder Participation and Commitment

- Prof. Alfred OPUBOR, Lead Consultant for the Communication for Education and Development (COMED) program

A communication strategy for education provides an important point of departure for the massive mobilization of resources and energies required for implementing Education For All and other crucial programs of educational reform. This background paper: (i) demonstrates that communication is an essential tool for education policy makers in their quest to go to scale; (ii) provides examples of how different forms of communication have been used successfully in enabling dialogue among stakeholders; and (iii) emphasizes the need for a policy and strategic approach to the use of communication in support of education in Africa.

Panelists:

- Prof. Djibril DEBOUROU, Member of Parliament, Benin
- Dr. Musa MODA, Director Social Mobilization, Universal Basic Education, Ministry of Education, Nigeria
- Dr. Djeneba GUINDO-TRAORE, Communication Officer, Ministry of Education, Mali and Lecturer at the University of Mali
- Mr. Asres KEBEDE, Former Director, Ethiopian Mass Media Agency, Ethiopia
- Mr. Akin FATOYINBO, Senior Communication Specialist, World Bank, and Manager, COMED Program

Session 6. Networks: a potent vehicle for going to scale

16:30 - 18:00

Increasingly, we think of networks as capable of generating energies that are greater than the sum of their constituent parts. There may be a number of contributing factors, such as: low transaction costs; distributed ownership (with no flag) and involvement; focus; flexible, informal structural arrangements; and ease of entry and exit. Such arrangements can mobilize a variety of resources in a cost-effective manner. For ADEA, critical analysis is also part of the equation. This session examined how the ADEA network, and others, provide resources to the processes of going to scale. There were two presentations during this session: (i) a critical look at education policy networks in general, and at the ADEA network in particular; and (ii) a prospective analysis of ADEA and its future.

Chair:

- Dr. Katherine NAMUDDU, Rockefeller Foundation

Presentation:

◆ **Networks: A Potent Vehicle for Going to Scale**

- Prof. Lily MAFELA, University of Botswana

◆ **From past to future: continuity and change in ADEA**

- Dr. Ingemar GUSTAFSSON, Swedish International Development Cooperation Authority (Sida)
- Mamadou NDOYE, ADEA incoming Executive Secretary

Panelists:

- Prof. Penina MLAMA, Executive Director, FAWE
- Dr. Ko-Chih TUNG, Statistics Working Group, and UNESCO
- Dr. Ingemar GUSTAFSSON, Swedish International Development Cooperation Authority (Sida)
- Mr. Alamah CONDE, Working Group on the Teaching Profession (francophone section), and Deputy Inspector General for Education, Guinea
- Ms. Eliesha LEMA, African Publishers' Network (APNET)



Launching of the Africa Education Journalism Award

18:00

The Africa Education Journalism Award was launched immediately after session 6. It will reward the best articles on education written by African journalists and published in African newspapers. The major objective of the award is to highlight the paramount importance of reliable and quality public communication for the development of education in Africa.

In the presence of:

- Richard Sack, Executive Secretary, ADEA
- Akin Fatoyinbo, Coordinator, COMED program
- Hon. Bireme Abderahim Hamid, Alternate Chair, ADEA
- Hon. Joseph Mungai, Minister of Education, Tanzania
- Ahlin Byll-Cataria, Chair, ADEA
- Thanh-Hoa Desruelles, Information and Communication Officer, ADEA

WEDNESDAY MORNING, 10TH OCTOBER

Session 7. From innovation to scale: lessons from elsewhere

9:00 - 10:45

African countries should learn from each other. Also, much can be learned from elsewhere in the world, especially from other developing countries. This session focused on experiences in Central America (“Escuela nueva” in El Salvador and Guatemala), Bangladesh (BRAC) and India (District Primary Education Program) that have successfully brought to scale innovations and reforms for basic education. They include: community participation; active, child-centered pedagogies; decentralization; large-scale NGO delivery of basic education; and local education planning. Two video documentaries were shown, describing study tours to these countries of senior officials from African countries (including ministers). The study tours were designed to provide participants with critical insights from these experiences. The study tours yielded productive reflections on alternatives strategies for providing cost-effective quality education for all, as well as the limits of central government action.

Chair:

- Mr. Mamadou NDOYE, ADEA

Presentations:

◆ Two video documentaries: Sharing and Learning: New Strategies for Education For All

- Katrina J. ECOLIVET

- Part I: Guatemala and El Salvador
- Part II: Bangladesh and India

Panelists:

- Hon. Mr. Joseph MUNGAI, Minister of Education and Culture, Tanzania
- Mr. Kassoum ISSA, Secretary General of the National Teachers Union of Niger
- Ms. Vicky COLBERT, Colombia
- Dr. Manzoor AHMED, Special Adviser to UNICEF, Bangladesh and Associate Faculty, Institute for International Education Studies, University of Pittsburgh

WEDNESDAY MORNING, 10TH OCTOBER

Session 8. Mainstreaming nonformal education: Moving from the margins and going to scale

11:15 - 13:00

The session explored the issue of moving NFE and alternative approaches to basic education from the margins and taking them to scale as credible means of delivering quality basic education. An introductory paper set out a framework for understanding how to use experiential knowledge of the type presented in the case studies and to develop a grounded theory that can guide policy makers, planners and practitioners who are keen to mainstream NFE and alternative approaches to basic education. Three other presentations highlighted examples of successful practices in Africa from other regions. The analysis presented was designed to develop mainstreaming tools based on experiential knowledge of successful practices.

Chair:

- Dr. Wim HOPPERS, Education Specialist, Netherlands

Presentations:

- ◆ **Learning How to Mainstream: Experiential Knowledge and Grounded Theory**
 - Dr. Cream WRIGHT, Head of Education Department, Commonwealth Secretariat, London
- ◆ **Successful Experiences from Asia, Latin America and the Caribbean on Alternative Approaches to Formal Education that Contribute to Improving the Quality of Education**
 - Ms. Rosa-Maria TORRES, Argentina
- ◆ **Successful Experiences in NFE and Alternative Approaches to Basic Education in Africa**



- Mr. Ekundayo J. D. THOMPSON, Kenya
- ◆ **Mainstreaming and Marginalization of NFE in Ethiopia**
- Dr. Emebet MULUGETA, Coordinator, Center for Research Training & Information on Women in Development, Addis Ababa University

WEDNESDAY AFTERNOON, 10TH OCTOBER

Breakaway, small group sessions

14:30 - 18:00

There were five groups. Each one was tasked to draw conclusions and recommendations on how lessons learned during the Biennial meeting could be applied to education policy formulation and used to inform improved partnerships between agencies and ministries and between ministries and other actors in the education sector. Groups were provided with an “agenda” of points to be discussed.

A Chair, resource persons and a rapporteur were assigned to each group. The rapporteur provided a synthesis of the group’s discussions to the plenary. To ensure balance, participants were assigned to the discussion groups.

Groups	Topic
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1	Implications for going to scale
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2	Focus on nonformal education
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3	Focus on HIV/AIDS
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4	Focus on communication for education and development
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5	Focus on networking as a resource for mobilizing knowledge and partnerships
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Meeting of the Caucus of Ministers

16:30-18:00

THURSDAY MORNING, 11TH OCTOBER

Session 9. Reports from the Caucus of Ministers and breakaway groups

9:00 - 10:45

Chair:

- Hon. Mr. Bireme Abderahim HAMID, Chair of the Bureau of Ministers, and Alternate Chair, ADEA
- Report from the Caucus of Ministers
- Panel with rapporteurs from the breakaway group discussions

Session 10. Wrap-up session and closing

11:15 - 12:30

Chair:

- Mr. Ahlin BYLL-CATARIA, Chair, ADEA
- Panel on lessons and conclusions
- ADEA: transitions and directions
- Closing of the meeting

ANNEX 3: LIST OF PAPERS PRESENTED

◆ Developments and Issues Regarding Universal Primary Education (UPE) in Tanzania

- Prof. Justinian GALABAWA, University of Dar-es-Salaam

◆ Scaling up by focusing down: Creating space to expand education reform

- Prof. Joel SAMOFF, Stanford University
- Prof. E. Molapi SEBATANE, National University of Lesotho
- Prof. Martial DEMBELE, Ecole nationale d'administration et de magistrature, Burkina Faso, and Université du Québec, Montréal

◆ Mobilizing Guinean Educators Around a Primary School Quality Improvement Program

- Mr. Alpha Mahmoudou DIALLO, Directeur national de l'enseignement élémentaire, ministère de l'Enseignement pré-universitaire et de l'Education civique, Guinée
- Karamoko CAMARA, Coordinateur National, Programme de Petites Subventions d'Ecole en Guinée
- John SCHWILLE, Michigan State University
- Martial DEMBÉLÉ, Université du Québec à Montréal
- Thierno Hamidou BAH, Université du Québec à Montréal

◆ The Primary Reading Program: The Zambian Experience of Going to Scale

- Prof. Geoffrey TAMBULUKANI, University of Zambia

◆ Learning How to Mainstream: Experiential Knowledge and Grounded Theory

- Dr. Cream WRIGHT, Head of Education Department, Commonwealth Secretariat, London

◆ Mobilization of Latent Teacher Resources

- Hon. Mr. Mosibudi MANGENA, Deputy Minister, Departement of Education, South Africa a présenté le document de S.E. M. le Prof. K. ASMAL ministre de l'Education en Afrique du Sud

◆ Using Job Descriptions for Monitoring Primary Education in Senegal

- Mr. Pape Momar SOW, Regional Director, Fondation Paul Gerin-Lajoie, Senegal

◆ Taking stock of promising approaches in HIV/AIDS and Education in Sub-Saharan Africa: What works, why and how. A synthesis of country case studies

- Dr Richard AKOULOUZE, inspecteur général pour la pédagogie, ministère de l'Education, Cameroun
- Dr Gabriel RUGALEMA, conseiller principal, VIH/SIDA et développement PNUD, Pretoria

- Vivian KHANYE, regional project on HIV/AIDS and development in sub-Saharan Africa, UNDP, South Africa
- ◆ **HIV/AIDS Impact on Education in Africa: An Analysis of Conferences, Workshops, Seminars, Meetings and Summits Focusing on HIV/AIDS Impact on Education in Africa.**
 - Mr. Peter BADCOCK-WALTERS, University of Natal, South Africa
 - Marelize GÖRGENS, Research Associate, Heard
- ◆ **Going to Scale Across Borders: “The Choose Life Project”**
 - Ms. Harriet PERLMAN, Regional Manager, Soul City: Institute for Health and Development Communication, South Africa
- ◆ **Communication for Education and Development: Enhancing Stakeholder Participation and Commitment**
 - Prof. Alfred OPUBOR, Lead Consultant for the Communication for Education and Development (COMED) program
- ◆ **Networks: A Potent Vehicle for Going to Scale**
 - Prof. Lily MAFELA, University of Botswana
- ◆ **From Past to Future: Continuity and Change in ADEA**
 - Dr. Ingemar GUSTAFSSON, Swedish International Development Cooperation Agency (Sida)
 - Mamadou N'DOYE, ADEA incoming Executive Secretary
- ◆ **Sharing and Learning: New Strategies for Education For All (Two video documentaries)**
Experiences from Guatemala and El Salvador. Bangladesh and India
 - Produced by Ms. Katrina J. ECOLIVET
- ◆ **Successful Experiences from Asia, Latin America and the Caribbean on Alternative Approaches to Formal Education that Contribute to Improving the Quality of Education**
 - Ms. Rosa-Maria TORRES, Argentina
- ◆ **Successful Experiences in NFE and Alternative Approaches to Basic Education in Africa**
 - Mr. Ekundayo J. D. THOMPSON, Kenya
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