



# Secondary Education: the Missing Link

Secondary education is the poor cousin of the African education system, receiving only 15% of total public spending on education. With a GER of 26.8%, compared to an average of 56.6% for developing countries as a whole, African secondary education also lags far behind. The aim here is not to challenge the priority given to universal primary education (UPE) in achieving the EFA goals; rather, this fully justified choice should be a wake up call to raise our heads and look at the probable future developments in African education. The fact is, as the studies cited in this issue clearly show, that if the expected progress toward UPE is achieved, and if efforts on the same scale are not invested in lower secondary education, primary-to-secondary transition rates in Africa will plummet. Among the many consequences, I find two that are particularly counter-productive for UPE.

The increased harshness of the selection-elimination process at the end of primary school will

throw millions of 11, 12 and 13 year-old children out of the system, with no real prospects for training or preparation to enter the workforce. Such an appalling situation may discourage both families and communities, and hence reduce their demand for education.

The second consequence, already observed in some countries, is the congestion at the end of the primary level, where repetition rates are three times those observed in the early years. This reduces the already low internal efficiency of primary education and wastes enormous amounts of resources.

In short, progress toward UPE would seem to depend on removing the barriers to entering secondary education or on broadening access to the lower secondary level. There is strong pressure to take such action, originating in increased demand for secondary education by families and national governments. These actors are increasingly concerned that UPE will not suffice to drive economic growth and fight poverty, since the sustainability of growth and poverty reduction will depend on successful integration of graduates into a globalized economy through knowledge and the information society.

But at this point we run into problems of feasibility: how can African countries cope with the challenge of UPE and at the same time expand secondary education?

Domestic and external resources currently mobilized in Africa remain far below what is required to finance UPE by 2015. African unit costs for secondary education are 3 to 5 times higher on average than those for primary level [see article on page 14, and Keith Lewin, page 8]. Furthermore, it is estimated that the number of primary school completers will triple by 2015. Most African countries will not even be able to maintain, let alone increase, their current primary-to-secondary transition rates—unless drastic reform can achieve substantial reductions in unit expenditure by cutting the costs of school construction, equipment, textbooks, learning materials and staff. It will also be necessary to increase efficiency through substantial reduction in repetitions (15% on average) and in all other sources of waste and inefficiency, as well as to raise



Photo: UNESCO, Roger Dominique

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fresh budgetary and extra-budgetary resources. When contemplating these apparently insurmountable obstacles, which are nonetheless essential to the achievement of UPE in many African countries, one is tempted to wonder whether those who are not capable of the lesser task will be capable of the greater one.

Expanding secondary education raises tremendous problems of financial viability [see article on page 14] that can be resolved only by bold innovations capable of mobilizing the latent resources of the education system and society and transforming them efficiently into results: decentralization and participation, public-private partnerships, outsourcing, diversification and integration of educational streams, use of ICTs, reliance on distance education and open learning, more efficient use of staff and system inputs, external support as a catalyst for reform and an anchor in the face of deficits that domestic efforts cannot meet. Those innovative approaches must promote secondary education that is adapted to local resources and the needs of African countries, in the light of challenges faced. Thus, bringing outdated goals, targets and curriculum content up to date is an important task [see Pai Obanya, page 7, and Jacob Bregman, page 5]. It will also be necessary, however, to broaden views of secondary education so that it is no longer regarded simply as a transitional level that prepares students for higher education. The types of instruction offered by the secondary education system must also satisfy the demand of communities and families, formal- and informal-sector businesses, the state and society. It must prepare young people to face the challenges of their time and place, by developing their ability for critical thinking, scientific and technological knowledge, lifelong learning and adaptability, sense of democratic citizenship, and life skills they need concerning health (AIDS), nutrition, hygiene, environment, and population.

Efforts to reform the curricula thus face a number of tensions—international standards vs. local/national needs and situations, basic skills vs. vocational skills, core curriculum vs. diversification of streams, scientific and technical education vs. the humanities, development of cognitive structures vs. knowledge

accumulation—in which the policy mixes adopted and the types of balances sought will depend on individual contexts.

In defining curriculum content and meaningful goals, these innovative approaches to secondary education will need to address two issues:

- Giving informed consideration to governments' formulation of the goals and programs of secondary education, to skills, and generally to the quality and quantity of human resources needed for faster development, in relation to each country's specific potential and growth sectors;
- Promoting educational processes and procedures that give meaning to school-based learning by establishing an interactive link to actual social practice, so as to shed light on how school subjects should be understood, their utility and their use.

The challenges involved in the development—as opposed to the mere expansion—of secondary education will not stop there. The diversity of situations, and hence of educational demand, calls for similar diversification of methods of delivery: formal or non-formal, in school or in a business setting, face-to-face or distance. Research will have to accompany and at times precede the changes introduced. The great variety of situations found in African countries necessitates context-specific analyses, but effective secondary education policies and practices are not yet documented. Thus far, research on the respective costs and benefits of secondary education and its impact on countries' economic and social development has yet to settle the debate.

These questions have led ADEA's Steering Committee to establish an *ad hoc* group on post-primary education, not merely as a secondary stage in education but also as a stage for developing vocational skills. The group's task: to inform policy dialogue through exploratory analysis of issues that are critical to decision-making. And why not also, to draw up guidelines for the development of post-primary education in Africa, similar to the framework established for UPE? ▼

**Mamadou Ndoye**  
Executive Secretary, ADEA

# An Award for Education Journalism

by Thanh-Hoa Desruelles, Publications and Communication Officer, ADEA

This is the third consecutive year that ADEA has awarded prizes for the best articles on education written by African journalists and published in the African press. The 2004 winner of the English language Africa Education Journalism Award is Nkgakga Monare of South Africa (see page 4).

ADEA promotes educational development in Africa, a field that faces enormous challenges, including the need to broaden access to education and make improvements in equity, quality and management of education. These challenges are such that governments cannot tackle them alone, but need to rally all the forces existing in their countries, appealing to many other stakeholders and partners: parents, teachers, local communities, the private sector—and the press.

Journalists play a vital role in informing and educating the public, and bear great responsibility for the information they provide, the opinions they help to form and the values they disseminate.

Informing the public about educational issues and challenges, taking a critical view of how education is organized, comparing the choices made in one country with practice in others, questioning the relevance of the education provided in relation to the choices

made by society and the job market, asking how effective education really is in terms of learning outcomes—there is no end to the list of topics that the press could address and the public debates it could foster.

ADEA's conviction that the press can play a central role in favor of education in Africa led it to establish the Akintola Fatoyinbo Africa Education Journalism Award. The Award is granted for the best articles on education published each year in the African press, with the aim of encouraging the development of quality journalism on educational matters.

The overarching objectives of the Award are the same as those of the ADEA Working Group on Communication for Education and Development (WGCOMED), i.e. promote communication in support of education development. The Award's specific objectives are to induce the press to take greater interest in education, to help develop and train a network of African journalists specializing in educational issues and to encourage newspapers to create sections and supplements devoted specifically to education.

To this end, every year, and for each language category (English, French and, beginning in 2005, Portuguese), a 2,000 euros award is granted to first-prize winners and 1,000 euros to second-prize winners. But the Award involves much more than that. Prize-winning journalists are offered a study trip that includes training on current topics related to education. They also visit major media organizations that have news desks specializing in educational coverage. In 2004, the study trip went to Paris and London. The journalists were given the opportunity to meet education specialists from ADEA, the International Institute for Educational Planning (IIEP) and UNESCO. They were able to compare their experience with that of their Northern colleagues at *Libération* and RFI in Paris,

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## The blackboard sanctuary

Faced with a growing number of Aids orphans, a Pretoria school has come up with a model support scheme, writes Muzikwa Mkhosi



Winning article by Nkgakga Monare in the *Sunday Times* (South Africa), 24 aug. 2004

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## Akintola Fatoyinbo Africa Education Journalism Award 1<sup>st</sup> Prize - 2004 Edition - Articles in English

### The blackboard sanctuary

By Nkgakga Monare, Sunday Times, August 24, 2003

*Faced with a growing number of AIDS orphans, a Pretoria school has come up with a model support scheme, writes MOSHOESHOE MONARE*

KHANYI Mothutsi is a bubbly, talkative and smart 15 year-old pupil at Bokgoni Technical High in Atteridgeville, outside Pretoria.

"Hi, I understand you are looking for me," she says, with a twang in her voice that is mocked by her peers as a product of her schooling at a former white suburban school.

But behind her lively, broad smile lies a traumatic loss. Her nine-month-old brother, father and mother died last year of a "mysterious illness". And her name is not Khanyi Mothutsi, but that is what we are calling her to protect her.

The girl's life-orientation teacher, Sithokoziso Blom, says Mothutsi is putting on a brave face, but inside she is emotionally hurt.

"She seems okay on the surface but deep down she is deeply traumatised by what has happened in her family," Blom says. "She needs emotional support."

Mothutsi says she is well looked after by a relative, but adds: "I miss my mom. I wish I could talk to someone."

Her teachers say her performance at school, once above average, has deteriorated since the deaths.

Blom says a number of pupils at Bokgoni are experiencing emotional breakdowns due to the loss of their parents.

"They are often teased by other heartless children, especially on Mother's Day about who are they going to give gifts to," Blom says.

Mothutsi is one of the 32 orphans at Bokgoni High; 17 parents have died since January due to what the school community euphemistically terms "mysterious illness".

And the number is rising. This week alone, two deaths were reported.

George Sono, a teacher, says the pattern of deaths and the nature of ailments suggest the true reality of Aids. "It's difficult for children to open up, but we talk to them and we get a sense of what's happening in their homes," he says.

Deputy principal Vivian Bopape says: "We just announce at the assembly that they [the parents] have died due to illness. As long as children don't disclose [the cause] we don't inquire, because there is a stigma attached to Aids."

The situation has turned teachers into social workers and the school into a charity organization.

The government's nutritional scheme has not yet reached secondary schools, but Bokgoni did not

wait for a government intervention programme. Instead, the school started a tuck shop, making and selling *sephatlo*, Pretoria's street sandwich (loosely translated as 'half').

This is a quarter of a loaf of bread filled with chips, cheese, polony and mango atjar, explains teacher Violet Raphiri.

"We give [sephatlo] to the orphans free of charge. We noticed they were hungry most of the time and couldn't afford to buy something to eat. This affects their attention span and performance in class," says Raphiri.

Orphans such as Kedib one Rakgotso (not her real name), 16, who lost her parents this year, benefit from the school's feeding scheme. She and her brother live with an aunt who earns R320 a month. And while there is enough money for food for about two weeks, she has come to rely on the school's *sephatlo*.

"Our aunt just buys us cake flour and we are able to bake dumplings. But if the flour is finished, there's no money to buy bread," says Rakgotso.

But some pupils tease her. "Some orphans end up not going to get their free lunch, but we often intervene and talk to them," sighs Blom. "Some of these children can be cruel, you know."

Ignatius Jacobs, Gauteng Education MEC, says his department, along with the social welfare department, are investigating the extent of the problem and the number of orphans in the province.

"We are going to introduce a smart card that will give orphans free access to basics such as food and clothes," Jacobs says.

Elsewhere in South Africa, similar situations exist. There are 25 000 orphans in schools in Limpopo Province and Mandla Msibi, spokesman for KwaZulu-Natal's Education Department, says a major challenge is to train teachers to deal with orphans.

Mpumalanga also has what education spokesman Thomas Msiza calls a "serious problem" with Aids orphans. "We don't have programmes for material support as yet," he says.

Apart from food, many of Bokgoni's pupils have other needs that need to be met. Bopape says the school's alumni donate uniforms. "We also ask our teachers to donate their clothes, which we give to some of the pupils for the matric dance. They don't feel out of place and lonely that way."

But the most daunting challenge to teachers is meeting the orphans' emotional needs. "We are faced with traumatised learners who need [psychological] counselling and understanding. These are realities in our communities. Aids is threatening our education system," Bopape says.

Blom is Bokgoni's only life-orientation and guidance teacher. Although she is not a qualified counsellor, she holds sessions with pupils. "If I sense some emotional breakdown and other problems, I refer them to the community social workers as we don't have educational psychologists around."

Blom admits that she cannot cope alone. "It is not easy to attend to the emotional needs of all of them as I also have to attend to 400 children in my classes, I have to mark their work and monthly tests."

Nevertheless, Bokgoni has grown into a beacon for 1307 pupils from Atteridgeville and surrounding informal settlements. Its tenacious optimism has seen pupils flocking to the school, previously spurned as a low-class handicraft college. (It now offers mathematics and science as compulsory subjects.) Pupil numbers grew from 130 in 1997 to more than 1 307 this year. As a result, teachers have been forced to use classrooms at two neighbouring schools.

Bokgoni's results have also improved dramatically. In 1994, the 18 matriculants who wrote the final exams all failed. Last year, 88% of the 34 matriculants passed.

However, like at any other South African school, keeping quality teachers is a huge problem. The school is feeling the effects of the Gauteng Department of Education's strategy of making most posts temporary. Out of Bokgoni's 40 teachers, only 17 are permanent. The rest are employed on a three-month contract basis.

Still, after realising the true impact of HIV/Aids on their school, pupils have decided to bond together and form a "front" to deal with preventive measures and educational campaigns.

"We have realised the only way to deal with these problems is to encourage learners to get involved," says Raphiri. The school has selected 18 pupils to form a "cabinet", with each learner allocated a "ministry" or portfolio. These include the ministries of environment, education, health, sports and welfare.

"As minister of health my responsibility is to come up with a plan that will help us to spread the Aids message to the school, youth and the community," says Kholofelo Mokwena, 16, a Grade 10 pupil.

"I would want my mother to talk more to me about Aids and sexuality, but she doesn't. Hence I am leading this campaign to get more Aids education and parental involvement," Mokwena says.

Chairman of the cabinet, Kgaothelo Ramohwebo, 16, says their biggest struggle is to raise money to fund programmes and help orphans.

"We came up with a plan to donate at least R1 a month, but it is difficult to get money from pupils because most of us are from poor families," he says.

The pupils have formed a Sepedi dancing group as part of their fundraising efforts. The group's colourful costumes and heartfelt performances stand for strength, hope and determination to overcome the social hardships facing their classmates and their school.

At Bokgoni, teachers and pupils have managed to turn a centre of learning into a compassionate home for pupils living with pain and emotional emptiness. ▼

Nkgakga MONARE

## The Time for Reform is Now

By Jacob Bregman, Lead Education Specialist, Africa Region, World Bank

**In most African countries, secondary education systems have remained virtually unchanged over the past 20 to 30 years. It is time to initiate sweeping reform, with a clear definition of competencies as the key to success.**

In 2002 the World Bank's Africa Human Development Department (AFTHD) began a regional study, Secondary Education in Africa (SEIA). This multi-year study (2002-2005) is being undertaken with sub-Saharan African countries and public and private African educators and stakeholders. SEIA study outcomes have been presented at regional conferences attended by some 40 African countries and representatives of NGOs, governments, civil society and development agencies. The first conference was organized by the AFTHD SEIA core team, ADEA, the World Bank Institute (WBIHD), and the Academy for Educational Development (AED). The second conference was held in Dakar, Senegal, in June 2004 and was organized by the AFTHD SEIA core team, ADEA and WBI. A final regional conference is planned for next year. It is intended to mobilize politicians and stakeholder organizations. SEIA activities are financed by the World Bank and by trust funds managed by the World Bank from Norway (Norwegian Education Trust Fund), Ireland (Irish Education Trust Fund), France and the Netherlands.

The messages from these events have been clear: Although primary Education for All (EFA) remains top priority, it is not enough to respond to the need for economic and social growth in Africa.

As most countries are struggling with serious shortages of qualified teachers, achieving the goals for primary EFA requires reinforcing secondary education as the last step before teacher training.

### **Reform is essential**

OECD countries are continuously reforming their education systems.

The pace of these reforms is rapid, since economic changes, increasing globalization of labor markets (which causes increasing competition for quality and efficiency in all aspects) and demands for a secondary education curriculum that relates to these changes force countries to face up to more flexibility and higher quality and relevance of outcomes.

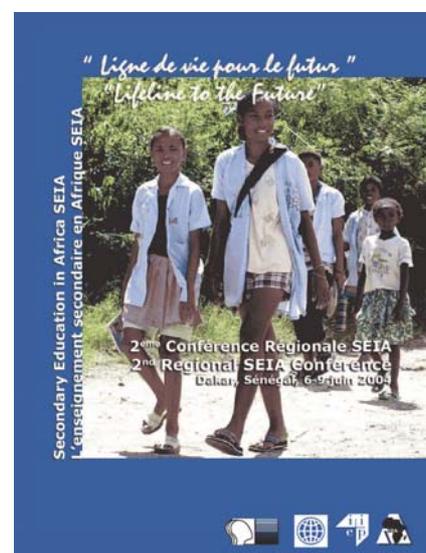
Africa cannot stay behind. Secondary education systems in Africa have remained virtually unchanged over the past 20 to 30 years, and secondary completion rates are low. Old syllabi are still in effect. National norms and standards, expressed through curriculum goals and targets, have not been developed. Both junior and senior secondary education programs are overloaded, because most changes have been simply to add more content. New subjects, including ICT and civic awareness, must be introduced. Education systems in countries successfully approaching EFA

**The time has come for sub-Saharan Africa to renew its secondary education programs and to create the critical mass of skilled workers and youth necessary for the continent's economic and social development. Education for All at the primary level should remain the priority, but it is not enough. Enlarging the focus to include secondary education will require national debates, intensified regional cooperation, and a fundamental restructuring of current systems.**

goals are unable to deal with the flood of primary graduates knocking at the doors. Regulating access into secondary school through a selection process at the end of primary is incompatible with the goal of having all children complete primary education. In some countries (South Africa, Uganda and Tanzania) there are "waking up" signs, but a crisis is brewing in most countries.

Donors are part of the problem. Many continue to hammer exclusively on primary-level EFA, without recognizing the need for access to secondary school. One might ask how donor agencies of countries where systems have nine to ten years of compulsory schooling are reluctant to fund a reasonable expansion of secondary education in Africa. In some cases donors even agree to fund higher education activities but not secondary.

Including junior secondary education in the definition of basic education is a logical step, but it may require restructuring the post-primary tiers of the education system and adding to the grade levels that aim to reach universal enrolment. Education systems cannot be expanded on their current inefficient basis. High repetition and drop out rates, inefficient use of the allocated school time rates, comparatively short time-on-task, convoluted syllabi and overloaded programs, ill-equipped teachers, and weak management capacity and communication all contribute to the weak and costly sector performance. Public financing is



2nd SEIA Regional Conference poster.

## Difficult choices

**Developing sustainable strategies for secondary education will require African countries to make some tough choices. These include:**

- **Deciding what coverage levels for junior, senior secondary cycles can be sustainably financed;**
- **Finding a balance between general, technical and vocational education;**
- **Developing plans for improving both curricular content and monitoring;**
- **Anticipating and developing the capacities needed while respecting the budgetary constraints; and**
- **Establishing effective partnerships – with the private sector in particular – so that needs can be adequately met.**

constrained and will remain so for many years to come.

Many countries have not yet abandoned the practice of selection in favor of certification. The move from selecting primary graduates based on norms rather than on competence has taken place in Asia and Latin America. Why should the majority of African youth fail their junior secondary school exams, while their counterparts in OECD countries succeed at the rate of over 60 to 70 %?

### **Review the programs, build a new model**

What are the goals of secondary education, and why is the public investing in it? Stakeholders include not only communities and parents, but also enterprises and industry. NGOs, churches and special interest groups representing non-religious cultural, ethnic and scientific interests also have a stake in secondary education.

Sub-Saharan Africa needs a model of sustainable primary and junior secondary education. A high-quality junior secondary education should include subjects in four areas of knowledge and skills: science and mathematics; social,

life, and “geo-world” skills; ICT and technology; and language and communication. At the senior secondary education level the picture becomes more complex, and a menu of demand-driven provisions needs to be established. Lessons from South Korea, Chile, Scotland, Denmark, and the Netherlands can be applied to the African context. In these countries vocational and technical education and training have merged into flexible pathways, where the student can choose an orientation based on emerging job or professional needs and interests. The concept of key skills or competencies is now generally accepted in OECD countries. These countries have also answered the question of “what degree of vocational orientation?” Junior secondary education should allow students to master general pre-vocational skills. Training for specific jobs should take place later and be directed by employers and enterprises. Senior secondary school should be close to the world of work and prepare youngsters for the transition. But this is not identical to “job-training.”

This debate has just started in Africa, and there is a need to adapt the OECD model of secondary education to the specific needs of the region. African secondary schools should begin by making more flexible the transitions between levels and by developing structured and relevant curricula. International trends indicate the need for vocational and technical options, using modern and cost-saving ICT technologies. These changes will have a significant impact on the market for textbooks and learning materials and equipment in Africa.

### **Promote national consultations and debate**

Instituting these reforms will require national debate and training and support for teachers, school managers and non-teaching staff. They will not succeed if teachers and parents have not bought into the change. Africans will need to rethink their approach to education and disconnect from traditional post-colonial systems. This is no easy task. For example, achieving scientific and technological literacy requires more than understanding concepts and processes of science and technology. Students need to gain an understanding of how science and technology shape their

environment and life. This means that these subjects should be learned in different ways. Simple memorization and factual learning do not lead to scientific and technological literacy. The most common approach in OECD countries is to focus on science- and technology-related social and economic problems, such as environmentally sustainable strategies, healthy lifestyles, HIV/AIDS and disease risks, public resource use, and population growth. This includes a general understanding of the nature and history of science and technology.

The physical school environment requires our specific attention as well. Most boarding facilities in Africa’s secondary schools are neglected. When adolescents live in undignified conditions, it is unlikely they will gain self-respect and respect for others, develop healthy life styles, and make a smooth transition to the world of work.

There is also a need to institute new teaching and learning mechanisms for the large proportion of sub-Saharan Africa’s out-of-school youth, who require alternative pathways to productive lives.

The time has come for sub-Saharan Africa to renew its secondary education programs and to create the critical mass of skilled workers and youth necessary for the continent’s economic and social development. Education for All at the primary level should remain the priority, but it is not enough. Enlarging the focus to include secondary education will require national debates, intensified regional cooperation, and a fundamental restructuring of current systems. It will also require all African countries to revisit their systems’ cost-efficiency, quality, and relevance of output. These reforms will take time, probably no less than eight to ten years. Therefore we must start now and not wait until the numbers of primary graduates swell even more.

The SEIA study aims to help this process and to stimulate the dialogue between African stakeholders and the donor community. ▼



**For more information on SEIA:  
[www.worldbank.org/afr/seia](http://www.worldbank.org/afr/seia)**

# New Goals, New Curricula

by Pai Obanya, Education Consultant

**What is secondary education's ultimate goal? To prepare students for life? For higher education? Contemporary reality clearly calls for a complete overhaul of both the objectives and the content.**

Until now the goal of secondary education has been simply preparation for tertiary education, which in the minds of most people means strictly a university education. Even though most of the post-independence reforms of education in Africa recognized the need to move away from the grammar school type of secondary education to something more comprehensive, caring for the diversified needs of more learners and supported by a differentiated curriculum, not much real change was effected.

Contemporary realities, including the on-going focus on primary education (in the context of EFA), the need to provide secondary education for a greater number of adolescents, the changing profile of the African adolescent population, the dynamic nature of the world of work, new demands on higher education, and the exigencies of globalization call for a radical redirection of secondary education in Africa, both in its goals and in the learning opportunities that it offers to Africa's youth.

Within the overall context of "life-long and life-wide education," secondary education in Africa will continue to prepare adolescents for further education. The only difference is that "further" education will no longer be limited to formal university education. Secondary education should address the three "P's" identified at the first conference on secondary education in Africa (SEIA), held in Kampala in June 2003.

The three Ps are:

- ▶ Personality development;
- ▶ Preparation for life;
- ▶ Preparation for formal tertiary education.

These goals are not mutually exclusive. Taken together they ensure that adolescents who have benefited from secondary education can continue the process of self-development and self-directed learning. They can also be better prepared to adapt to life's challenges. If they do continue on, they should become prepared for the intellectual and other demands of higher education.

## **A new curriculum**

In the coming years, with most African countries adopting a nine-year basic education cycle, there will be the need to devote the lower secondary years to consolidating the basic life skills so dear to the Jomtien and Dakar EFA declarations. This would require a broad-based curriculum, with due emphasis on life-related skills and basic competences, in the following distinct but closely interwoven areas:

- ▶ Intra-personal skills: Self-knowledge, self-awareness, assertiveness and confidence-building;
- ▶ Inter-personal skills: Team spirit, developed through group activities as a method of teaching and learning, not a distinct subject area;
- ▶ Language and communication: Stressing the communication dimensions of existing language programs;
- ▶ Quantitative reasoning: Emphasis on the reasoning aspects of existing mathematics programs, with teaching and learning closer to life situations;
- ▶ Technical aptitude development: An awareness-raising program, not a technical specialization program;

- ▶ IT-fluency: Familiarity with and interest in the workings of IT;
- ▶ Social sense: Learning to survive in the social milieu;
- ▶ Scientific literacy: emphasis on the ways and methods of scientific enquiry, closely related to life situations;
- ▶ Physical development and personal health.

**The major challenge for the immediate future is how best to effect a shift in attitudes — how to ensure that stakeholders realize the need for new curricular goals that respect today's realities and prepare adolescents for contemporary and future challenges and opportunities.**

Upper secondary school should continue to reinforce these skills at the same time as it lays the foundations for "academic" studies. World Bank-sponsored studies in Nigeria have drawn attention to the need for non-academic alternative curricula to cater to the needs of students who may not be academically inclined. This does not

necessarily mean a vocationally-oriented curriculum for "those who cannot." It simply means a judicious combination of the following:

- ▶ A less overloaded curriculum, in terms of the sheer number of subjects and topics to be studied;
- ▶ A more integrated and broadly based curriculum organization;
- ▶ A more active curriculum, in terms of the range of activities;
- ▶ An assessment method that emphasizes what is most needed today: creativity, adaptability, team spirit, analytical skill, open-mindedness, and communicative competence;
- ▶ A stronger emphasis on developing the person, through improved personal counseling;
- ▶ Doing away with specialization at the secondary level.

## **Challenges ahead**

The major curriculum challenge for the immediate future is how best to effect a shift in attitudes—how to ensure that stakeholders realize the need for new curricular goals that respect today's realities and prepare adolescents for contemporary and future challenges and opportunities. Then all stakeholders should join forces in translating the new goals of secondary education into school, community, and classroom "do-ables," a hard but ultimately a rewarding task.▼

## Anticipation and Planning<sup>1</sup>

By Keith M. Lewin

**The challenges are daunting. What are the options available to African countries faced with budgetary constraints?**

Secondary education in sub-Saharan Africa faces several challenges. First, as primary schooling is universalized, the demand for access increases dramatically. Secondly, achievement of the Dakar and Millennium Development Goals depends in part on the ability to expand secondary systems. And finally, because economic growth is widely believed to be related to knowledge and skills above the levels provided by basic education alone, greater attention must be paid to the content of secondary education.

Increased access and participation at the secondary level is unattainable with current cost structures (Lewin and Caillods, 2001). The basic arithmetic of the dilemma is simple. Typical national budgeting patterns in low enrolment countries in sub-Saharan Africa allocate relatively small amounts of public expenditure to secondary education. Often this is less than 15% and sometimes less than 10%. By comparison 65% or more of the budget may be allocated to primary school. For secondary enrolment rates to rise, these small allocations will have to grow substantially. The numbers leaving primary school systems are set to double or more over the next five years. If they do, and if transition rates are not to fall, then budget shares will have to be realigned. Where there are EFA and Fast Track commitments to protect allocations to primary this will place pressure on tertiary budgets.

Public expenditure per pupil at secondary level across sub-Saharan African countries averages about five times that at primary and is as high as eight to ten times in some of the lowest enrolment cases. This fact alone means that substantial

increases in access will be difficult to finance in a sustainable way. Unit costs will have to fall if the development gains associated with expanded secondary are to be achieved.

There are several options. First, there is scope to increase the proportion of public expenditure allocated to secondary where this is exceptionally low. Where total allocations for secondary are less than those for the tertiary level (the case in several sub-Saharan African countries) investment patterns may appear unbalanced. Allocations of more than 60% to primary also raise questions about what is foregone.

Second, efficiency gains could contribute considerably to increased access. Pupil-teacher ratios can be below 15:1 in sub-Saharan Africa, and teacher workloads may be as little as 30% of timetable teaching time. Where class teacher ratios exceed 2:1, more could

be enrolled with more efficient working practices.

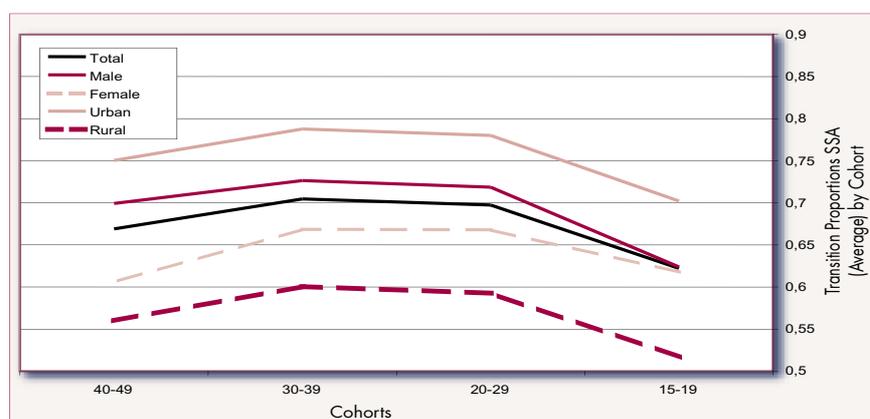
Third, selective cost recovery, with appropriate safeguards to protect the participation of the poor, can ease the financial burden of expansion.

Fourth, several low-enrolment countries have seen a rapid growth in non-state providers, though much of this growth has been concentrated in low-cost, low-quality schools (See Chimombo et al, 2003 in particular). The possibilities for the continued expansion of the non-state sector are uncertain and differ between countries. However, it is likely that the sector will grow to the point where demand softens for reasons of affordability.

In sum, secondary education is an area of policy neglect. Poverty Reduction Strategy Papers (PRSPs) are being developed for the poorest countries. An analysis of 28 PRSPs from SSA indicates that policy on secondary is often an afterthought and a residual consideration. More than half these PRSPs devote little or no attention to secondary-level issues and identify no targets for secondary. About 25% refer to needs to expand secondary and improve quality but do so without linking developments at the secondary level to the competing demands of other levels or their resource implications. The remainder includes some targets related to secondary, most often for increased

Continued on page 10

**Figure 1. Transition rates from primary to secondary in sub-Saharan Africa (total, male/female, and urban/rural) for four cohorts (15-19 year-olds, 20-29 year olds, 30-39 year olds, 40-49 year-olds)**



Source: *Mapping the Missing Link – An Overview of Key Issues for Secondary Education in Africa and Their Implications for Resource Allocation and Finance*, Keith Lewin, 2004.

# Six Reasons\* for Investing in Secondary Education

There are at least six reasons to revisit the issues that surround investment in secondary education in Africa.

## 1. Programs to universalize primary education have increased demand

Access to secondary school will become a major political and social preoccupation in those countries with low secondary enrolment rates and successful universal primary education (UPE) programs. Over the last decade secondary enrolment rates have not increased substantially in many of the poorest countries. Access remains highly unequally distributed geographically and in terms of the socio-economic backgrounds of those who participate. Transition rates from primary to secondary appear to have been falling in Sub-Saharan Africa.

## 2. Achieving the two most cited Millennium Development Goals (MDGs) can only happen if there is expanded post-primary enrolment

To attain the first goal of universalizing primary access and completion, countries must maintain or increase their transition rates to secondary: if they fall dramatically, retention in upper primary will decrease as it becomes clear that for many there will be no progression to higher education levels. Universalizing primary access and completion also depends on an adequate supply of qualified primary teachers. Quality, achievement and persistence at the primary level will suffer without adequate numbers of students successfully completing secondary schooling and electing to train as teachers, and pupil teacher ratios will remain stubbornly high.

To attain the second goal of gender equity at primary and secondary levels also requires greater enrolments at secondary level. Few countries in sub-Saharan Africa having gross enrolment rates at secondary (GER2) of less than 50% approach gender parity or have more girls than boys enrolled. On the other hand, most of those countries with GER2 greater than 50% have achieved parity or better.

## 3. Secondary education has a responsibility in the battle against HIV/AIDS

The consequences of HIV/AIDS permeate all aspects of educational development: increased morbidity and mortality among teachers, unprecedented numbers of orphans, and impact on the labor force.

Secondary schooling has special roles to play in influencing informed choice related to sexual behavior, increasing tolerance and support for those infected. A reduced risk of HIV/AIDS is associated with higher levels of education and children in school are less at risk than those out of school.

## 4. Poverty reduction has direct links with investment and participation at the secondary level

As primary schooling becomes universalized, participation at the secondary level will become a major determinant of life chances and a major source of subsequent inequity. Access to and success in secondary will continue to be highly correlated with subsequent employment and income distribution patterns. Many groups are marginalized from attending secondary school. This marginalization will be increased, not reduced, if competition for scarce places in secondary increases.

## 5. National competitiveness depends on the knowledge and skills of its citizens; in high value-added sectors these are acquired in secondary school.

There is much evidence to suggest that those with secondary schooling acquire useful skills and increase their chances of formal sector employment and informal sector livelihoods and that export-led growth is associated more with investment at the post-primary than at the primary level

## 6. Investment in secondary education is especially critical in post-conflict situations

Where a generation or more has missed out on secondary schooling, the labor force will be short on members with more than a basic education. Positions in government and productive enterprises, which require analytic skills, will be filled with those lacking formal education and training to an appropriate level. Demobilized militia left with unfulfilled promises of opportunities for employment and livelihoods may well feel excluded and betrayed, with adverse social consequences. ▼

**KEITH LEWIN**

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\* Text based on extracts from *Mapping the Missing Link – An overview of Key Issues for Secondary Education in Africa and Their Implications for Resource Allocation and Finance*, presented at the SEIA Conference in Dakar, June 6-9, 2004.

# Secondary Education

↳ Continued from page 8

primary/secondary transition rates and mostly without modeling of the impact of this on necessary budget shares for secondary and without evaluating the non-financial constraints on expansion.

For all the reasons discussed policy on secondary expansion

**Many countries make a case for developing and improving the quality of secondary education, but usually without seeing it in relation to competing demands at other levels and financial considerations. Others set goals for secondary schooling, usually related to increasing the transition rate to post-primary, but again without any effort to model the impact, which will necessarily alter budgets and costs.**

needs revisiting. This should not detract from overriding importance of achieving universalized primary education and gender equity. Rather, policy on secondary expansion has to be seen as an integral part of strategies to reach these goals. Without

managed secondary expansion it is unlikely that high primary completion rates will be achieved or sustained. Nor will many other Millennium Development Goals.▼

1. Abridged from *Mapping the Missing Link – An Overview of Key Issues for Secondary Education in Africa and Their Implications for Resource Allocation and Finance*, Document presented at the 2nd Regional SEIA Conference, Dakar, Senegal, June 6-9, 2004.



**Mapping the Missing Link – An Overview of Key Issues for Secondary Education in Africa and Their Implications for Resource Allocation and Finance, full paper presented at the 2nd regional SEIA Conference may be viewed at: [http://www.worldbank.org/afr/seia/docs\\_conf\\_0604.htm](http://www.worldbank.org/afr/seia/docs_conf_0604.htm)**

↳ Continued from page 3

and at the *Times Education Supplement* and the BBC in London.

The ramifications of the Award go far beyond the basic competition: the study visit allows ADEA to establish special ties with the African press and to reinforce these relations through training seminars organized by WGCAMED, to which the winning journalists are invited. WGCAMED also gives priority to prize-winners in selecting which journalists it will invite to cover the most important conferences on education held in Africa. The Award is allowing ADEA to gradually develop a network of talented African journalists.

In 2005, the prize will be managed by WGCAMED so as to create greater synergy between the Award's activities and those of the working group.

## **Outcomes of the first three competitions**

The winners of the 2002, 2003 and 2004 competitions were nationals, respectively, of Benin, Nigeria, Rwanda and Uganda (2002); South Africa, Mauritius, Malawi and Senegal (2003); South Africa, Côte d'Ivoire, Mali and Namibia (2004).

Women have distinguished themselves in this competition, winning seven

of the thirteen awards granted in the first three years.

Several of our prize-winners have been promoted within their news departments, some to the position of editor-in-chief of their newspapers. Other positive outcomes: the Dakar daily newspaper *Le Soleil*, which published an award-winning article in 2003, has established an education desk and offers two pages on education every day; Mali, after learning of the success of one of its journalists [Fousséni Traoré, whose winning article appears in the French edition of this Newsletter], announced that it would launch a Malian education journalism award; Angola announced that it, too, will institute a national education journalism prize in 2005, as a result of the launch of the first Portuguese-language Africa Education Journalism Award in early December 2004. These developments indicate that, although established only recently, the Africa Education Journalism Award is already beginning to have an impact on the press and on educational journalism in Africa.

This year, 212 journalists from 30 countries took part in the competition, submitting a total of 372 articles. For the 2004 competition, the prizewinners are

nationals of South Africa and Namibia (respectively 1st and 2nd prize for articles in English), and of Mali and Côte d'Ivoire (respectively 1st and 2nd prize for articles in French). The winning articles focused on the following subjects: an innovative experience in Mali in which children became involved in school management; the dysfunctions of public higher education in Côte d'Ivoire; AIDS orphans and the mechanisms set up to support them in a school in Pretoria; and mobile schools in Namibia that are adapted to the lifestyle of nomads.

In this issue of the *ADEA Newsletter* we have the pleasure of featuring in its entirety the article by Nkgakga Monare (South Africa), "The Blackboard Sanctuary", winner of the first prize for articles in English in 2004. Monare gives a glimpse of what is happening in some schools in Africa in areas plagued with HIV/AIDS. His rich and lively style captures life within the Bokgoni school outside Pretoria, where teachers and pupils are coping with the pandemic and turning their school into a compassionate home for youngsters who have lost their families.▼

**All prize-winning articles of the 2004 Africa Education Journalism Award can be downloaded from the web site of the Africa Education Journalism Award:**  
[http://www.adeanet.org/award\\_prix/index.html](http://www.adeanet.org/award_prix/index.html)

## **Africa Education Journalism Award, 2005 Edition Now Open**

Journalists are invited to send their articles to the ADEA Secretariat before April 1, 2005. For more information on competition rules, please consult the website: [http://www.adeanet.org/award\\_prix/index.html](http://www.adeanet.org/award_prix/index.html)



# Statistics for Secondary Education

by Khadim Sylla, Program Specialist, IIEP

**Accurate statistics are absolutely essential for proper management of education systems. What is the situation for secondary education in Africa?**

The question of how the various educational levels should best be linked is being asked with increased urgency today. Although the priority given to basic education is not being challenged, it is gradually being integrated into a more comprehensive view that focuses greater attention on the way that different educational levels complement each other. Those holding this viewpoint face a major obstacle, however: the inadequacy of available statistics on the secondary level.

## **Situations vary from country to country**

The term "secondary education" corresponds to different educational levels in different countries<sup>1</sup>. In some countries, it designates either the lower or the upper secondary level, while in others it encompasses all post-primary studies except for higher education.

In countries where the lower secondary level is included in basic or fundamental education, statistics are generally available for this level as long as the information system functions satisfactorily. In other cases, the scarcity of indicators is quite troubling.

## **A situation in strong contrast with that of basic education**

Owing to the mobilization of governments and the international community for the development of basic education, funding and other resources have been concentrated at this level. At the same time, statistical departments have been strengthened in order to build the

capacity to produce statistical information, with the particular aim of measuring progress in school enrollments and assessing the internal movements of the education system. Although some countries still experience difficulties in producing national statistics regularly and to deadline, in most cases the effort invested now provides a wide range of information about basic education.

Although substantial improvements are still required, the situation in basic education stands in strong contrast to that of secondary education, where virtually no statistics are available. Questions relating to access, particularly in rural areas, to teacher profiles (qualifications, experience, training, actual teaching load in hours), to the breakdown of instruction time by subject, to unit costs and to equipment, which is particularly important for technical and vocational schools, go largely unanswered.

## **A framework for information systems in secondary education**

Accumulated experience in setting up and using statistical information systems at the basic educational level and the need for a comprehensive view of the education system as a whole, incorporating the concerns of each level, lead us to propose a general framework for implementing statistical information systems at the secondary level. The guiding principles could be:

► To move toward gradual integration of the databases for the various types of secondary education (general, technical and vocational). This

approach, which is currently being tried out in Mali, offers particularly useful analytical prospects in terms of cross-checking information, optimization of resource allocation procedures and reduction of implementation costs.

► To give special attention to the information collection system, from the source (the school) to the administrative processing centers. The trend toward decentralization/devolution in educational administrations must be taken into account, particularly regarding the distribution of tasks and the linkages between entities.

► To give preference, to the extent possible, to the "pupil database" approach, in which information is based on the individual pupil, over the approach based on traditional questionnaires, in which the data undergo a first level of aggregation. IIEP's analysis of the secondary education information system in Mali showed that school principals had a clear preference for the former approach. The value of this approach lies in the wealth of information contained in the database: in addition to providing the same statistics as the questionnaires, it can be used for administrative management of schools (to process marks, absences, monitoring of individual pupils). This double utility is a vital factor in harmonizing exchanges of information between schools and administrative centers for information management (regional education authorities, planning departments): the former value it as a tool for internal management, while the latter can derive their broader statistics from the same tool.

In sum, if we are to succeed in overcoming the statistical lag concerning secondary education and avoiding the pitfalls already encountered at the basic education level, we will do so by organizing educational information systems on the basis of the relevance of the information to be collected, the process of information exchange (between schools and administrative oversight bodies) and the technical procedures for organizing and processing information.▼

1. The International Standard Classification of Education (ISCED) breaks down secondary education into two levels: lower secondary education, or ISCED 2, and upper secondary education, or ISCED 3.

## Overview of Participation in Secondary Education in Africa<sup>1</sup>

In a great many developing countries only a minority of children ever complete their secondary education. In Africa today, just one child in five completes junior secondary school. How does this compare with other parts of the world?

In 2001, gross enrollment rates (GERs) at the primary level were over 80% in most countries in the world, with the exception of sub-Saharan Africa, South and West Asia, and the Arab states.

At the secondary level, there is much more contrast in the global situation: the secondary GER for developing countries is only 57% (median value), or about half that for developed countries (106%). This is due to the fact that in most developing countries a high proportion of primary school completers do not continue their education beyond the primary level.

Regional trends at the secondary level follow those found at the primary level, but the differences are more strongly marked (see Table 1: Participation in secondary education – comparison by region). Universal secondary school enrollment has been achieved in nearly all the industrialized countries of Western Europe and North America, which have GERs exceeding 100% and net enrollment rates (NERs) greater than 90%. It is also close to being achieved in Eastern

The situation regarding secondary education in sub-Saharan Africa may be summed up as follows: the vast majority of young people in the region do not have access to secondary education.

and Central Europe, where national NERs range from 80% to 100%. Such levels have also been reached by some countries in East Asia and the Pacific, Latin America and the Caribbean, and the Arab countries, but these regions also include many countries whose NERs fluctuate around 60%.

The situation in sub-Saharan Africa varies widely from country to country, but a high proportion of countries have NERs below 40%. It should be noted, moreover, that apart from South

Africa, all the sub-Saharan African countries with high NERs are countries with small populations (e.g. the Seychelles). The situation regarding secondary education in sub-Saharan Africa may thus be summed up as follows: the vast majority of young people in the region do not have access to secondary education. The situation is similar in West and South Asia, where high-population countries such as Bangladesh, India and Pakistan have NERs ranging from 24% to 50%.

### A huge lag to be made up

Table 1 shows that Africa has a tremendous lag to make up. Of the 90 million children of secondary school age in Africa, only 23 million (less than one-third) are in school. The gross enrollment rate is the lowest of any region (25%), and far behind that of other developing regions (46% for South Asia, 59% for the Arab states, 66% for East Asia and the Pacific, 72% for Latin America and the Caribbean).

### Strong contrasts between countries in the region

In the 28 countries of sub-Saharan Africa for which the UNESCO Institute for Statistics can provide data for the 2000-2002 period, the secondary GER is estimated at 30.4% for junior secondary education and 13.5% for the senior

Table 1: Participation in secondary education – comparison by region

Region	School-age population*(000) (2001)	Secondary enrollment				Gross enrollment	
		1998		2001		1998	
		Total (000)	% F	Total (000)	% F	Total	(F)
World	752,008	424,925	46	477,586	47	60.2	0
Transition countries	34,524	...	...	31,272	49	...	...
Developed countries	84,628	87,210	49	85,816	49	103.5	1
Developing countries	632,856	311,079	45	358,392	46	52.5	0
Arab states	38,975	21,997	46	24,823	46	59.3	0
Central and Eastern Europe	43,829	37,881	49	38,288	48	...	...
Central Asia	11,946	5,754	49	10,406	49	85.5	0
East Asia and Pacific	217,947	137,952	...	149,732	47	66.5	...
Latin America and Caribbean	66,291	41,871	51	57,159	51	71.9	1
North America and Western Europe	61,486	63,630	49	63,508	50	105.4	1
South and West Asia	221,771	95,750	41	107,017	42	45.6	0
<b>Sub-Saharan Africa</b>	<b>89,764</b>	<b>20,358</b>	<b>44</b>	<b>24,073</b>	<b>44</b>	<b>24.6</b>	<b>0</b>

Source: Data extracted from Table 8: Participation in secondary and post-secondary (non-tertiary) education, UN  
 \* Secondary school age varies with the country, the youngest age group (all countries considered) being 11-year  
 \*\* Estimates from the UNESCO Institute of Statistics (UIS)  
 \*\*\* Weighted average

secondary level. The primary school completion rate is estimated at 48.3%, and the rate of transition from the last primary year to the first secondary year at 59.6%.

These regional averages mask substantial variations at the country level: the completion rate ranges from 21% to 96% from one country to another, and the primary-secondary transition rate from 20% to 90%.

These variations (for both the completion rate and the transition rate) explain the highly contrasting situations of African countries at the secondary level (see *Graph 1. Gross secondary school enrollment rates, 1998 and 2001*).

The secondary school GER is below 20% in 15 countries and below 50% in 37 countries. The countries with the lowest GERs (6% to 15%) are Burkina Faso, Burundi, Madagascar, Mozambique, Niger, the Central African Republic, Tanzania, Chad and Rwanda. At the other end of the scale, those with the highest GERs (61% to 110%) are South Africa, Botswana, Cape Verde, Mauritius, Namibia and the Seychelles.

It is also interesting to note that most of the 63 million children excluded from

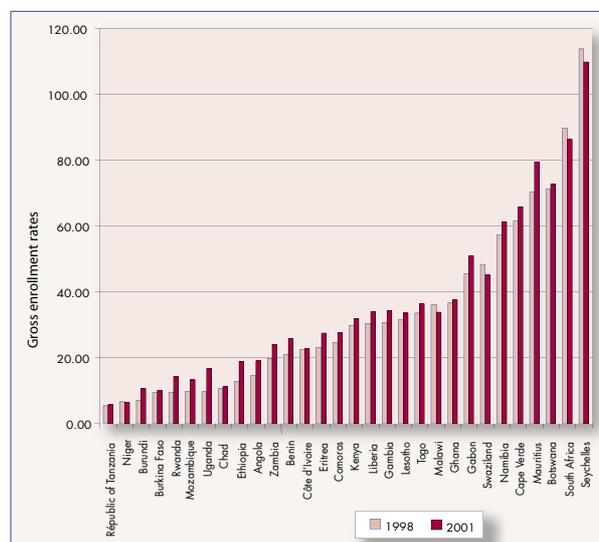
the education system are to be found in the poorest countries, which have very large populations. Just 19 countries, having an average per capita GDP below US \$400, account for 87% of this out-of-school population. Four countries – Nigeria, Ethiopia, Democratic Republic of Congo and Tanzania – accounted for 46% (nearly half) of all children actually attending secondary school.

**Most of the 63 million children excluded from the education system are to be found in the poorest countries, which have very large populations. Just 19 countries, having an average per capita GDP below US\$400, account for 87% of this out-of-school population.**

### Low transition rates

The average transition rate between primary and junior secondary education (63.9% in 2000) is substantially lower than in other regions of the world. Here also, however, there are noteworthy differences

**Graph 1. Gross secondary school enrollment rates, in selected sub-Saharan African countries, 1998 and 2001**



Source: UNESCO 2004. Figure 3.14, P. 103, Global EFA Monitoring Report 2005.

between countries. Some countries are below 33% (Burkina Faso, Burundi and Cameroon), while others record rates of over 80% (South Africa, Botswana, Congo, Eritrea, Ethiopia, Gambia, Ghana, Namibia, Seychelles).

### The problem of internal efficiency

For many countries, the data are not available. However, the regional average percentage of repeaters is, at 15.6% of pupils, much higher than in other regions, with detrimental effects on numbers of pupils and on the cost of secondary education.▼

Country	Gross enrollment rate (GER) (%)***		Net enrollment rate (NER) (%)***				Internal efficiency <sup>2</sup> (% of repeaters in general secondary education)		Primary-secondary transition rate <sup>3</sup> (%)	
	2001		1998		2001		2000	2001	1999	2000
	Total	(F/M)	Total	(F/M)	Total	(F/M)				
Algeria	91.0	0.91	51.3	...	54.9**	0.89	5.1	4.4	90.3	90.8
Algeria	90.6	0.99	...	...	85.0	1.00	1.1	0.3	97.5	98.0
Algeria	105.9	1.02	87.9	1.00	90.0	1.01	...	...	...	98.9
Algeria	56.6	0.89	...	...	48.5**	0.85	7.8	7.4	84.3	84.0
Algeria	63.7	0.90	50.8	0.90	55.3	0.92	8.5	8.3	87.7	88.3
Algeria	90.1	0.96	...	...	82.7	0.98	1.4	1.1	97.5	98.3
Algeria	87.1	0.98	81.6	0.98	83.6	0.97	0.3	0.3	97.5	98.0
Algeria	68.7	0.93	...	...	...	...	...	...	...	87.7
Algeria	86.2	1.07	52.9	1.09	63.8	1.06	4.7	4.2	81.5	90.8
Algeria	107.6	1.03	89.4	1.00	89.2	1.01	...	...	...	99.3
Algeria	48.3	0.79	...	...	...	...	7.8	...	...	84.1
<b>Algeria</b>	<b>26.8</b>	<b>0.79</b>	<b>18.0</b>	<b>0.83</b>	<b>21.3</b>	<b>0.84</b>	<b>15.6</b>	<b>...</b>	<b>60.4</b>	<b>63.9</b>

UNESCO, 2004, Global EFA Monitoring Report 2005.

Age groups and the oldest (all countries considered) being 19-year-olds.

1. Article based on excerpts from the Global EFA Monitoring Report 2005, UNESCO, 2004.
2. Internal efficiency: The internal efficiency of secondary education is not easy to evaluate. The fact that there are a number of different streams at this level makes it difficult to follow the movement of a cohort from one school year to the next. As a result, the only aspect of educational efficiency that can be analyzed, on the basis of data from the UNESCO Institute for Statistics (UIS), is the percentage of repeaters in general secondary education.
3. Rate of transition to secondary education: the number of pupils admitted to the first year of secondary education during a given school year, as a percentage of the number of pupils enrolled in the last year of primary education the previous year.

# Expanding Secondary Education: How Can It Be Financed?

Estimates say that by 2015 three times as many students will be knocking at the doors of secondary education as completed primary school in 2000. Countries must be prepared to meet this demand, which will have financial consequences and an impact on enrolment rates.

In order to assess the financial sustainability of different patterns of expansion for secondary education in sub-Saharan Africa, we need first to make two broad sets of assumptions. One concerns available financing, that is, the likely amount of national public resources that could be mobilized at a given time; and the other concerns total costs, which depend on the coverage of the system in this period and the level of public spending per student.

### Available resources

Given the low fiscal base (public revenues represent between 8 and 16% of GDP in most countries) and the keen competition from all sectors on public resources, it is unlikely that many countries will be able to mobilize more than 20% of their public domestic resources for education. Consequently, public funding for education will in most instances represent less than 4.0% of a country's GDP. Besides, the indicative framework suggests that half of it will be allocated to primary education. In 2001, general secondary education received on average about 0.83% of GDP while technical and higher education, along with preschool, received on average 0.94%. Since there will undoubtedly be continuing pressure from these sub-sectors to receive additional resources, it will be difficult to increase the amount of public spending

for general secondary education as a share of GDP.

### A range of expansion models

Expansion of secondary education may mean very different things in different countries. For example, the GER for lower secondary education for low-income African countries is on average 30.5% but it is below 15% in Niger, Burundi and Chad, around 30% in Benin, Côte d'Ivoire or Senegal, and above 60% in Ghana, Togo or Zimbabwe.

The different targets that countries may set for coverage of secondary education in 2015, for example, will have very different consequences according to choices made. Many policy options are possible, but we will limit ourselves to just three:

► **Scenario 1:** assumes that access to lower secondary becomes universal in 2015 and that the transition rate between the two cycles of secondary education remains at its 2001 level.

► **Scenario 2:** merely tries to maintain the transition rates – both between primary and secondary education

and between the two cycles of secondary education – at their 2001 level.

► **Scenario 3:** is based on the same enrolment pattern as scenario 2 but anticipates about a one-third reduction of unit costs for secondary education.

**Assuming that universal primary school completion is reached in 2015, for many countries even to maintain the present transition rates from primary to secondary is a considerable challenge.**

In weighing the consequences it is important also to consider the type of secondary education envisioned and its unit cost.

Secondary education costs about three times as much as primary education due to lower pupil teacher ratios and higher levels of teacher remuneration. The average unit costs are estimated at about 12 and 38% of the per capita GDP. Nevertheless, per student spending varies widely from country to country. For example, in lower secondary, unit costs vary from 13 to 64% of per capita GDP (from 1 to 5), while at upper secondary level it ranges from 22 to 157% of per capita GDP (this is from 1 to 7). It is therefore important to understand the reasons behind the variations in order to identify to what extent they correspond to variations in quality, in content, or in cost and efficiency.

### How sustainable are the different models?

In assessing the sustainability of the different models, the following assumptions were made:

► About public resources: the costings below provide an estimate of resources needed to reach EFA by 2015 and what is left after 50% is used for primary education. From the remaining 50% we have subtracted the same proportion of GDP going to preschool, vocational and higher education. We thus arrive at the amount of public resources that could reasonably be made available for general secondary education.

► About spending: we have estimated costs for scenarios 1 and 2 described above (see "A range of expansion models"). Both these models are based on the assumption that all countries are to achieve universal primary completion by 2015. As for unit costs, the first assumes per student spending (in per capita GDP terms) in both cycles of secondary will remain in each country as in 2001; the second factors in a unit cost reduction of about 30% if various inefficiencies were eliminated.

► We have in hand fairly up to date education finance simulation models for the whole sector for a sample of ten countries: Benin, Cameroon, Madagascar, Mali, Mauritania,

Mozambique, Niger, Rwanda, Senegal and Togo.

The results appear in the table below. The first two lines provide data on the cost and financing figures for primary education in the 10 countries, using the parameters of the Fast-Track Initiative. They offer some idea of the magnitude of the effort required to achieve the target assumed for the development of secondary education.

**Scenario 1**, the most ambitious, which foresees a 100% transition from primary to secondary, would require spending an estimated US \$ 3.0 billion in 2015, leaving a financing gap of US \$ 2.5 billion. This is about 4 times the amount of foreign aid required to help these countries achieve universal primary completion in 2015. Without external aid, these countries would have to use on average 44% of their public domestic resources to cover the costs.

**Scenario 2**, which is a little less ambitious because it assumes that transition rates from primary to secondary are maintained at 2001 levels, is much less costly. It would require US \$1,291 million in 2015, or about half that required in scenario 1. However, these costs are still about twice as high as the requirement of the Fast-Track external funding for primary education.

**Scenario 3**, is based on the same coverage assumptions as scenario 2 but

differs in the unit costs of secondary education, which are much lower. The impact of this reduction is significant because the financing gap for 2015 drops from US \$1.2 billion with scenario 2 to US \$750. Even so, the gap is still substantial since it exceeds the amount of external funding foreseen for financing primary education.

What can we conclude from this?

- Assuming that universal primary school completion is reached in 2015, for many countries even to maintain the present transition rates from primary to secondary is a considerable challenge.
- Efficiency in service delivery is an important element to consider and a number of countries will have to find ways to contain unit costs without reducing the quality of service.
- The conditions vary substantially

## Aggressive financing measures

**In order to be able to finance the expansion of secondary education, countries must:**

- **Increase government resources**
- **Reduce units costs**
- **Modify the content and/or the form of secondary education: the lower secondary cycle could progressively be integrated into a basic education cycle covering 9 or 10 years of schooling.**
- **Change the financing structure for secondary education services; for the first cycle, the role of communities could be taken into account, while for the second the role of private education could be studied. At the upper secondary level, increased private financing could help regulate student flows to keep them in line with the demand for educated workers on the part of national economies.**

Based on Alain Mingat's paper (AFTHD, World Bank), "Issues of financial sustainability in the development of secondary education in Africa (SEIA)," presented at the SEIA donor conference at the Vrije Universiteit Amsterdam, Netherlands, in October 2004.

across countries. Therefore, it will be necessary to mobilize the relevant documentation for all of them, to increase awareness of the magnitude of the challenge ahead, and to enter a well documented policy dialogue. It is urgent that the development partners enter into a constructive policy dialogue with governments to help them address the many serious social, financial, economic and equity issues that demand pressures on secondary education are likely to create. ▼

### Estimates of Spending, Domestic Resources and Financing Gap in 2015 for Primary and Secondary Education according to Alternative Assumptions for the Development of Secondary Education (million US \$ of 2001 for the sample of 10 countries)

Level of Schooling and Scenario		Total Spending	Domestic Resources	Financing Gap		
Primary Education according to Fast-Track parameters	Recurrent (million US \$ of 2001)	1766	1049	636		
	Capital (million US \$ of 2001)	215	0	215		
General Secondary Education	1 Primary-Secondary Transition Rate = 100 % in 2015 Lower-Upper Secondary Transition Rate = 2001 Unit cost = 2001	Recurrent (million US \$ of 2001)	3039	498	2541	
		% of public resources for the sector necessary to close the recurrent gap with domestic resources	-	44%	0	
		Capital (million US \$ of 2001)	307	0	307	
	2 Primary-Secondary Transition Rate = 2001 Lower-Upper Secondary Transition Rate = 2001 Unit cost = 2001	Recurrent (million US \$ of 2001)	1789	498	1291	
		3 Primary-Secondary Transition Rate = 2001 Lower-Upper Secondary Transition Rate = 2001 Unit cost = lower third of the distribution of 2001	Recurrent (million US \$ of 2001)	1248	498	750

Source: Table from "Summary"

\* Benin, Cameroon, Madagascar, Mali, Mauritania, Mozambique, Niger, Rwanda, Senegal, Togo.

1. Article based on Alain Mingat's paper "Issues of financial sustainability in the development of secondary education in Africa (SEIA)," presented at the SEIA donor conference at the Vrije Universiteit Amsterdam, Netherlands, in October 2004. The full text is available at: [http://www.worldbank.org/afr/seia/donors\\_meet\\_10\\_04.htm](http://www.worldbank.org/afr/seia/donors_meet_10_04.htm)

## Lessons from Chile

Cristián Cox, Ministry of Education of Chile

**In 1970, Chile had enrollment coverage for secondary education that resembled that of many African countries today. Thirty years later it has doubled these figures and totally revamped its curriculum.**

Chile achieved universal coverage of primary education through the eighth grade in the early 1970s, and the expansion of enrollments in secondary education (years nine to twelve) has been a consistent trend throughout the 1980s and the 1990s.

As shown in *Table 1*, enrollment rates in secondary education increased 15 percentage points during the 1970-1982 period, 12 points in the next eight years, and 8 percentage points during the 1990s. These three decades saw Chilean education policies go from a socialist orientation (1970-73) through a mix of authoritarian and neo-liberal policies (1980s) to a new combination of state and market mechanisms in a democratic political context (1990s).

Secondary education expanded in the 1980s, when public expenditure in education dropped, and kept expanding during the 1990s, when expenditures in education tripled. In the restricted budget period, secondary education's expansion was not a priority for the government. How did it happen? Its expansion was driven by the demand of families and a scheme of public funding—a per capita subsidy—which made it possible for private providers to set up new schools financed by the newly enrolled students, each one using the public subsidy. During the 1990s, expenditure in education tripled, allowing both for expansion of enrollments and substantive improvements in teachers' salaries and conditions for learning, as school hours were extended and instructional inputs significantly upgraded.

The reform of the secondary education curriculum, which took place between 1998 and 2002, was an answer to two requirements that are typical of secondary education in developing contexts. One requirement was the need to respond to a differentiated student body,

which was a result of the sustained expansion of coverage. The other was the demand from higher education, families and labor markets to adopt different and higher standards, as required by the secular forces of globalization and knowledge-intensive societies. Defining a curricular structure that responded to these requirements was the critical challenge for the reformers.

When mass education arrived at the secondary level, Chile's reform faced a classic decision about curricular structures: when and how to establish the boundaries between general and vocational education. They chose to narrow the gap between these boundaries and to redefine the content of each mode of education.

The difference between the length of the two modes was reduced from four to two years. The grade level at which the curriculum became differentiated was postponed, from grade nine to grade eleven (from age 14 to 16). In the first two years of secondary school (grades nine and ten), the new structure has a common curriculum, regardless of whether a student attends an academic (general) or vocational education institution (in Chile labeled "technical-professional" education). During the final two years (grades 11 and 12) in both the academic and vocational modes the curricula combine general education

with specialized education. In the academic (or humanistic-scientific) mode approximately two-thirds of the time is spent on general education: language, math, history and social sciences, philosophy and psychology, science, technology, physical education, art and religion. Conversely, in the professional-technical mode about two-thirds of the time is devoted to specialized

Photo: UNESCO, Roger, Dominique



education, comprising 46 different specialties (reduced from more than the 400 specialties available prior to the reform) organized into 14 economic sectors or occupational groupings: administration and commerce, metalworking, electricity, chemicals, construction, logging, mining, graphics, food technician, garment industry, social projects, hotels and tourism, farming, fisheries.

### **The content and focus of subjects**

Within subjects, the reform changed orientation and content in accordance with three criteria: change from an emphasis on content to one on skills or competencies; updating and enrichment of subjects and higher standards of achievement; and relevance of the curriculum to students' lives. To meet the needs of an information and knowledge-intensive society, the skills emphasized in the new curriculum include abstraction, systemic thought, experimentation and learning to learn, communication and co-operative work, problem resolution, managing uncertainty and adapting to change. The new curriculum also promotes

**Table 1. Enrollments in secondary education in Chile, 1970-2002**

	Enrollments	Rate	Average years of schooling of age 15 + population
1970	306 064	49.7	4.3
1982	565 745	65.0	7.7
1990	719 819	77.0	8.6
2000	822 946	85.0	10.2
2002	896 470	87.0	—

Source: Ministerio de Educación, Compendio de Información Estadística, 1991, 2000, 2002.

the development of civic habits and attitudes that build on the values of democracy and human rights. It underlines the importance of the inherent tension between values that almost by definition pull in opposite directions: rights and obligations, solidarity and competition, loyalty and skepticism, order and criticism, openness to globalization and identity. An education that ignores or subordinates one of the values in each set would fail to develop students' moral sensibilities and understandings that should serve them once they leave the school grounds.

### **Consultation and participatory processes in curriculum elaboration**

Chile's curriculum reform process in secondary education was marked by a strong emphasis on consultation and participatory processes, which in an iterative way allowed many people to discuss, amend or redefine the Ministry of Education's proposals.

To determine what knowledge and what innovations were required in the curriculum, the ministry combined cutting-edge knowledge in the disciplines, teachers' views and definitions, and society's demands. Further, in technical-professional education it gave much weight to industries' views on competencies required.

The most important phase of the participatory process was a National Consultation held from May to August 1997, which included a solicitation of responses from the following:

- ▶ A national sample of teachers of each discipline (330 teachers)
- ▶ A survey of 189 institutions, of which 60 reported back to the ministry
- ▶ Every secondary school in the country, each of which was asked to have departments evaluate the relevant

proposed subject curriculum using a survey that included open-ended questions (31,614 teachers participated).

The improvements in the progression of versions of the curriculum were twofold: in substantive terms, the document became more relevant to students' lives and sharper in form; in political terms, it became more familiar to and accepted by widening circles of stake-holders and users.

Of all the changes implied by the new framework, only one had direct impact on teaching hours: the change in the balance between general and specialized curriculum, which affected teachers in the technical-professional mode. Indeed, the majority of these teachers rejected the proposed new structure. Their opposition to the allocation of only 41% of instructional time to technical-professional subjects was supported by the main business corporations running technical "liceos." The ministry responded by setting-up an ad-hoc commission and eventually took its recommendation to increase the time for technical-professional subjects from 41% to 62% of the last two years of secondary education.

Is there a lesson in Chile's experience with curriculum reform? We want to underline one that concerns the participatory strategy. The ministry's initial proposal was more radical in terms of innovation than the curriculum finally approved. Yet the loss in innovation was a gain in the framework's legitimacy and the feasibility of its implementation. In our view, the resolution of the trade-off between innovation and teachers' views is at the core of transforming a desired curriculum into one that is implemented.▼

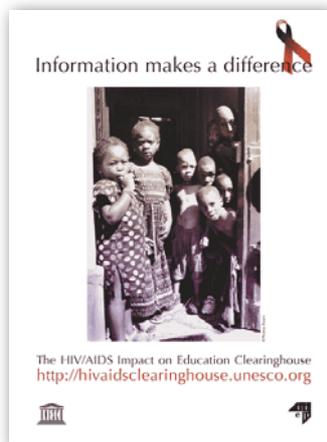
## **ADEA and Post-Primary Education**

In November 2004, the ADEA Steering Committee, meeting in Kigali, Rwanda, decided to create an ad hoc Working Group on Post-Primary Education. This working group will be concerned with secondary education and preparation for joining the workforce.

The decision to create a working group on post-primary education has been in the making for several years. ADEA was involved in two African conferences on secondary education organized by the World Bank, held in Uganda (2003) and Senegal (2004). The conclusions of these conferences laid strong emphasis on the link between progress toward EFA and the expansion of secondary education, on the need to design models of secondary education suited to the resources and requirements of African contexts, and on the need to pay attention to the relevance of what is taught, to diversification of the forms of secondary education and to cost policies that are compatible with plans for mass enrollment. The working group will examine these questions in greater depth in order to provide countries and their partners with the data and insights required by the decision-making process.

ADEA will also consider the issue of preparing young people for the school-to-work transition. This will be of paramount importance, as the transition rate between the primary and secondary levels will remain low in Africa in the short and medium terms, and most pupils will go no further than the primary level. Must primary schools take responsibility for developing vocational skills? Can they do so, given their mission, resources and capabilities? Should other models of post-primary education be conceived? The working group will also be tasked with investigating these questions.▼

# IIEP's Clearinghouse on HIV/AIDS



In June 2004 representatives from ADEA and the International Institute for Educational Planning (IIEP) participated in a three-day regional workshop in Bamako on Education Research Responses to HIV/AIDS in West and Central Africa organized by the Educational Research Network for West and Central Africa (ERNWACA) and IIEP. This workshop provided an opportunity for ERNWACA researchers to come together with ministerial officials, teacher union representatives, members of the Mobile Task Team on Education and HIV/AIDS (West) and the Southern African Development Community to identify knowledge gaps and research priorities for the region.

Working in thematic sub-groups participants identified four major areas where research is needed:

- ▶ The role of local partners in supporting responses to HIV/AIDS in schools;
- ▶ The situation of infected and affected children;
- ▶ The impact of HIV/AIDS on teachers and education support staff; and
- ▶ The impact of curriculum responses to HIV/AIDS on knowledge, attitudes and behavior.

In addition, the workshop highlighted the need for hard data and effective sharing of information as key factors necessary for understanding and

controlling the impact of the disease on the education sector.

Effective information sharing and dissemination is the key mission of the IIEP HIV/AIDS Impact on Education Clearinghouse, which strives to provide up-to-date and quality information to stakeholders. The Clearinghouse website provides access to some 600 downloadable documents organized into key thematic areas reflecting the main concerns of ministries, donors, researchers and local actors.

Maintaining the effectiveness and uniqueness of the collection also relies on contributions of knowledge and experiences of these same key partners in the hope that by sharing research, experiences of what works and why, as well as what programs and projects have been implemented, where, by whom, with what successes and lessons learned, both human and financial resources may be streamlined and effective responses to management of the epidemic in education found.

In addition to the contribution of material from its community, the Clearinghouse is also collaborating with regional partners both to ensure more effective collection of quality information and more effective dissemination of this information. Clearinghouse partnerships and collaborations include:

- ▶ A document collection and capacity building project with ERNWACA which provided access to hard-to-find, unpublished literature from West and Central Africa and strengthened the ERNWACA capacity to undertake research on HIV/AIDS and education;
- ▶ Partnership with the Centre for the Study of AIDS at the University of Pretoria to ensure that quality information on HIV/AIDS and education from the Centre and its national and regional partners is made available to researchers and practitioners throughout the region;

- ▶ An online bibliography and CD-ROM on the impact of HIV/AIDS on higher education and the higher education response with the Association of African Universities and the South African Vice Chancellors' Association.

The Clearinghouse is more than a database of documents. Some 300 members have become part of this community enabling them to post their information directly onto the site, receive our monthly electronic newsletter and network with fellow members. In addition to the collection and dissemination of material the Clearinghouse can help respond to your information needs by offering literature searches and CD-ROMs for those with limited internet access.

## **Hundreds of on-line documents**

The Clearinghouse allows access to a wide range of materials:

- ▶ HIV/AIDS national and education sector policies and strategies;
- ▶ Country studies;
- ▶ Impact studies and effective responses; and
- ▶ Conference proceedings.

Everyone is invited to send in her studies on the impact of HIV/AIDS, her projection models, reports of country interventions, and information on forthcoming workshops and meetings.

## **Join our community**

You are also invited to:

- ▶ Receive the Clearinghouse monthly newsletter;
- ▶ Create your personal web pages and add your content to the site;
- ▶ Participate in online discussions; and
- ▶ Fill out an online business card and network with fellow members ▶



For more information visit the Clearinghouse at: <http://hivaidsclearinghouse.unesco.org>;  
or contact Lynne Sergeant or Lucy Teasdale at: [hiv-aids-clearinghouse@iiep.unesco.org](mailto:hiv-aids-clearinghouse@iiep.unesco.org)

## Ad hoc WG on HIV/AIDS

ADEA organized a workshop in Libreville, June 2-4, 2004, to help Gabon's Ministry of Education finalize its education sector strategy and an HIV/AIDS action plan. The workshop received technical assistance from the UNDP project on HIV/AIDS and regional development (South Africa). It was attended by some 25 people: officials from education and health ministries (national anti-AIDS programs) and representatives of teachers' unions, not-for-profit associations of people living with HIV/AIDS, NGOs and news media organizations.

## WG on Early Childhood Development

The first meeting of the Steering Committee of the ADEA WG on Early Childhood Development (WGECD) was held from June 14-16, 2004 in Accra (Ghana). It was attended by ministers or ministers' delegates from Ghana, Malawi and Senegal and by representatives of the World Bank, the Early Childhood Development Virtual University (ECDVU), the South African NGO Early Learning Resource Unit (ELRU), UNESCO and UNICEF.

The discussions focused on three broad topics: political leaders' commitment to ECD; partnerships for ECD (at the international, national and local levels); and the resources allocated to ECD. Two specific actions were also discussed: preparation for the third international African conference on ECD, to be held in Accra from 31 May to 2 June 2005, and the process of drawing up a policy paper for NEPAD.

## WG on the Teaching Profession

The Steering Committee of the Working Group on the Teaching Profession (WGTP) met in London May 6-7 2004. The merger between the anglophone and francophone sections of the WG has been completed and the meeting provided the opportunity to bring together all the regional coordinators for the first time. Five new WGTP regional coordinators have been appointed: Mrs. Margaret Nsereko (Uganda), for East Africa; Mr. Youssouf Adam (Central African Republic), for Central Africa; Mr. Jean-Bah Adotevi (Togo), for West Africa; Mr. Geoffrey Tambulukani (Zambia), for Southern Africa; Mrs. Jean Simeon (Seychelles), for the Indian Ocean. In addition, the Commonwealth Secretariat appointed the new WGTP coordinator, Mr. Virgilio Zacarias Juvane (Mozambique).

The meeting dealt with some key issues for the WG: priorities

for 2004 and 2005, cooperation with the initiative in support of linkages among teachers' colleges in West Africa, and follow-up activities to the consultative meeting on education in Angola and their implications for the WGTP.

## Africa Education Journalism Award

As part of their prize for winning the Akintola Fatoyinbo Africa Education Journalism Award, the prize winners for 2004 and their editors-in-chief took part in a study trip and training seminar in Paris and London.

During their European stay, the journalists took training modules on education and visited major news media organizations (*Libération* and RFI in Paris, the *Times Education Supplement* and the BBC in London). The trip concluded with an award ceremony at UNESCO headquarters in Paris. The 2004 winners for the French-language press were from Mali and Côte d'Ivoire, and those for the English-language press from South Africa and Namibia.

## WG on Communication for Education and Development

The Working Group on Communication for Education and Development (WGCOMED) met for four days in Norway in late September. On September 26-27, the Steering Committee reviewed the activities of the past year and discussed future activities, particularly those aimed at stimulating the development of education ministries' internal and external communication strategies.

On September 28, a COMED delegation paid a visit to the Norwegian Ministry of Education for a meeting with colleagues in the communication department.

On September 29, the working group traveled to Bergen to participate in and organize media coverage of a workshop on educational quality organized by the World Bank and the Norwegian Education Trust Fund.

## WG on Higher Education

The ADEA Working Group on Higher Education (WGHE) organized a forum on private higher education in Africa. The meeting was held November 3-4, 2004, in Accra (Ghana). The rapid rise of private higher education and the proliferation of private providers have aroused considerable interest among

the parties concerned. The main purpose of the forum was to offer those involved—public and private educational institutions, policy-makers, higher education specialists and countries—the opportunity to share their experiences and to discuss a variety of issues: the problems raised by the sudden expansion of private higher education, relations between the public and private sectors and between profit-seeking institutions and other providers, problems relating to standards and program accreditation, research (or lack thereof), the effectiveness of regulatory bodies in the countries concerned, cross-border provision. Some 50 delegates took part in the forum, including participants from Benin, Ghana, Kenya, Mali, Nigeria, Senegal, South Africa, Tanzania, Uganda and Zimbabwe.

## WG on Non-Formal Education

The Working Group on Non-Formal Education (WGNFE) has established an electronic discussion group on the challenges facing non-formal education in Africa. The forum started on October 20, 2004, and will continue through early 2005. Its main purpose is to examine policies and practice concerning non-formal education in the light of developments in the education sector and socio-economic change. WGNFE hopes that the forum will give it a better understanding of the challenges facing non-formal education in the context of Education for All (EFA) and thus help it contribute to the renewal of basic education so as to respond more effectively to the interests and needs of learners and their communities. WGNFE also expects that the priorities for its work program will emerge from the discussions on the forum.

## Conference on secondary education

The Second Regional Conference on Secondary Education in Africa was held in Dakar on June 6-9, 2004. The aim of the conference, organized by the SEIA team of the World Bank's Africa region and the World Bank Institute, in collaboration with ADEA, was to promote the exchange of information on secondary education, particularly as regards education policy, and to strengthen the linkages between decision-makers and

development partners in this field. Eighteen countries of sub-Saharan Africa took part in the conference. The meeting addressed two paramount issues: on the one hand, costs and financial viability; and on the other, the quality and relevance of educational provision at the secondary level.

## Events within the ADEA network

Mr. Virgilio Juvane was appointed coordinator of the ADEA Working Group on the Teaching Profession (WGTP). He succeeds Mr. Henry Kaluba, who has joined the Commonwealth Secretariat as deputy director and head of the education department. Mr. Juvane, a Mozambique national, worked for the Ministry of Education of Mozambique for 25 years, holding the posts of head of the planning department and subsequently national planning director for all education sub-sectors. As director of planning, Mr. Juvane was also responsible for relations with international cooperation bodies. We wish Mr. Kaluba and Mr. Juvane all possible success in their new posts.

In August 2004, Sabine Ayeh joined the ADEA Secretariat as budget, administration and finance officer. Prior to joining ADEA, Mrs. Ayeh was administrative officer at UNESCO's International Center for Technical and Vocational Education and Training (UNEVOC), based in Bonn, Germany. ▼



### A DEA's monthly news bulletin

ADEA distributes a monthly news bulletin. Anyone interested is invited to consult the news "Briefs" on the website at: [www.adeanet.org](http://www.adeanet.org)

## Ministerial conference on education in countries in crisis or post-conflict situations Mombasa, Kenya, June 2-4, 2004

**A**DEA, in collaboration with the Commonwealth Secretariat organized a conference on 'Education in Countries in Crisis or Post-Conflict' June 2-4, 2004 in Mombasa, Kenya. The conference brought together Ministers of Education and Training from conflict-torn countries to explore the challenges of delivering education in conflict and crisis circumstances in Africa. In addition to the 21 representatives from ministries, representatives of development partners such as the World Bank, UNICEF, UNESCO, INEE (Inter-Agency Network for Education in Emergencies) as well as FAWE and the ADEA Working Groups on Higher Education and Communication for Education and Development attended the conference.

Objectives of the conference were to:

- ✔ Foster awareness and commitment on the part of key actors with respect to the educational challenges arising from conflicts in Africa;
- ✔ Share what has been learned from the education strategies, programs and projects developed in conflict situations, from the standpoint of both national policy and external aid; and
- ✔ Promote partnerships in analytical work, capacity building, financing and project development in favor of education in situations of crisis and conflict.

Three major issues were discussed during the conference, namely conflict prevention, education in emergencies and rebuilding education systems after conflict.

### **Before: conflict prevention**

Prevention concerns education policies at a fundamental level: that of their meaning and their purpose. Above and beyond the cognitive concerns, education policies and models should promote appropriate values, attitudes and behavior in the social and affective domain. In other words, as was discussed during the presentations and discussions, the challenge

is to transform school management, the teaching/learning process and the curriculum and to set up skills-oriented peace programs. In South Africa for example, a so-called 'Values, Democracy and Education Initiative' has been set in motion, which can be seen as a reminder of the kinds of values to which one aspires and which would influence the attitude and skills of the learners.

### **During: emergencies education**

When a country is torn by conflict, with the disastrous consequences described above, delivery of educational services becomes a difficult task owing to the lack of security for both property and people, displaced populations and refugees. This does not, however, justify the suspension of the right to education, because the need for education is more urgent than ever for children and young adults facing grave psychological and social problems, serious risks to their health and the vicious circle of hatred, vengeance and wanton acts of destruction. In this regard the Inter-Agency Network for Education in Emergencies has created a Working Group on Minimum Standards for Education in Emergencies that is facilitating the participation of a broad base of stakeholders to develop standards that articulate the minimum level of educational service to be attained in emergencies, chronic crises and early reconstruction.

### **After: education reconstruction**

This brings us to the challenge of rebuilding education systems in post-conflict situations, something that came out of a round table during the conference, and the importance of formulation and planning of education policies through a national dialogue and with a view to sustainable development. The problem is not simply the shortage of financial and material resources, but also that of technical and institutional capacity.

Reconstruction of the education system requires a reform process affecting both the structure, operation and management of the system and the processes related to the attitudes and behavior of stakeholders, as well as to their relations with one another.

At the end of the conference, the Ministers of Education signed the Declaration of Mombasa, in which they assert their strong will to use educational systems as institutions and forces that should strive for a world of peace, conflict prevention and resolution and constructive nation-building.

### **Recommendations**

Participants recommended that:

- ✔ Activities among all stakeholders, including civil society and donor agencies, should be coordinated better;
- ✔ There should be more opportunities like the Mombasa conference for exchanging experiences in the field.

The following suggestions were also made:

- ✔ Set up a team of specialists in education in emergencies and reconstruction. This should be a 'sounding board', constituting a forum for discussion and exchange;
- ✔ Promote access to available information via website as well as printed documents;
- ✔ Conduct studies to document experiences within education in emergencies and reconstruction; and
- ✔ Support an exchange program amongst African countries confronted with the same challenges. ▼

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**The Mombasa Declaration  
together with conference  
documents can be down-  
loaded from the ADEA website:  
www.adeanet.org**

## Ministerial conference on the integration of ICTs<sup>1</sup> in education in Western Africa Abuja, Nigeria, July 28-30, 2004

**A** Ministerial Conference on the Integration of Information and Communication Technologies (ICTs) in Education was held in Abuja, Nigeria from 28 to 30 July 2004. The ADEA-organized event was preceded by a technical workshop.

Ministers of Education from Western Fourteen Africa and other African countries met to discuss matters related to the use of ICTs in the education sector and particularly how to increase access to education and improve quality. Countries participating included: Angola, Benin, Burkina Faso, Congo Brazzaville, Côte d'Ivoire, Gabon, Gambia, Ghana, Guinea Bissau, Guinea, Kenya, Liberia, Mali, Mauritania, Mauritius, Niger, Nigeria, Senegal, South Africa and Togo. Also attending were private enterprises specializing in development and implementation of ICT solutions, that came to exhibit software tools and applications relevant to education.

Africa lags far behind other regions in the world in the area of New Information and Communication Technologies (NICTs). Only one African out of 160 has access to the Internet, compared to one out of two persons in the United States. Furthermore, NICTs are used mostly in the business and commerce sectors and only marginally within the education sector and in schools.

During the conference, the ministers assessed the ICT situation in Africa, particularly in Western Africa. They focused on such crucial issues as financial implications and strategies for cost sharing and recovery; issues of equity to ensure that ICTs are used to reduce discrimination and not to reinforce it; the need to constitute a sustainable technical and pedagogical expertise and include ICTs in teacher training programs; the need to formulate national and regional policies supporting the development of ICTs and that of Distance Education and Open Learning (DEOL). Also discussed were issues related to the use of ICTs

for the professional development of teachers and at the different levels of the education system, i.e. primary, secondary, higher, non-formal, technical and vocational education.

After three days of debates, the Ministers agreed that the use of ICTs should be promoted, but taking into account the limits of traditional types of education delivery to increase and provide an efficient and quality education. They also mentioned the need to have tools to help them elaborate adequate ICT and DEOL policies.

### **Communiqué of the Ministers of Education**

At the end of the conference, the Ministers presented a communiqué in which they reaffirmed their commitment to achieve the goal of Education for All in their countries in order to meet the learning needs of their people.

The Ministers provided an overview of what has been achieved in the education sector. They enumerated the challenges involved in developing ICTs and distance and open learning (DEOL) in Africa.

These include: the need for countries to define clear objectives that would justify the use of ICTs in the education system; to create institutions able to guide formulation of national and sub-regional policies that support educational development through ICTs; to train and retain experts in technical and educational applications of ICT; to establish partnerships that make cost-sharing easier among governments, international agencies, the private sector and civil society, the media and press networks, and that ensure all stakeholders participate in the policy dialogue.

The Ministers also drew up strategies for facing these various challenges so that the best use possible might be made of ICTs and DEOL in education.

### **Conference recommendations**

The recommendations touched on all domains linked to the use of ICTs in education: national policies; infrastructure; development of human resources; research and exchanges of experiences that might inform decision-making, guide implementation and assessment; and curriculum development that integrates ICTs into the school environment.

Of particular note is the conference recommendation that policies for integrating ICTs into the education system be instituted during the next five years so as to move towards the EFA goals set for 2015. Recommendations pertaining specifically to the primary, secondary non-formal, technical and vocational sub-sectors of educations were also issued.▼

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1. Information and communication technologies



**For further information or to download any of the documents from the conference, please consult the ADEA web site: [www.adeanet.org](http://www.adeanet.org)**

## Technological Infrastructure and Use of ICT in Education in Africa: An overview

The overview on existing technological infrastructure and use of ICT (Information and communication technologies) in education in sub-Saharan countries is intended to provide decision makers with useful insights into the major issues and challenges of introducing technology in education. This study, which is based on current literature, relies on research and analytical work that are relevant for informed decision-making in education.

The report underlines the importance of well-costed projects and the selection of pedagogically sound technologies in order to optimize teaching and learning. It examines the various reasons that motivate embarking on distance education provision. In addition to the need for clarity in the definition or conception of what is distance education, there is also a need to identify how ICT may be used to support education.

### Understanding and using new technologies

Although the choice of ICT should equally take into account the widely used "older" technologies such as print, radio and television, it is becoming more and more evident that "leapfrogging" technologies, wherever possible, remain the primary alternative for quicker response to the daunting challenge of access and equity.

In order to make advised choices about the educational use of technologies, it is therefore essential to develop an understanding of the modes of communication most appropriate to teaching and learning. This overview emphasizes the importance in being aware of the range of various educational technologies available and provides structured

comprehensive analyses of the various media, technologies and their educational applications as a basis for reviewing the context in which technology is used for educational purposes in Africa.

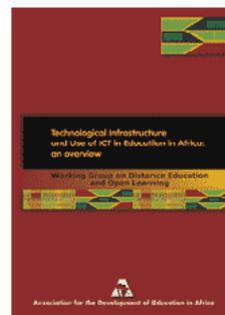
For both technological and pedagogical reasons, many African countries are ready to adopt state of the art technologies in order to leapfrog into the future. The former view that developing countries should follow every stage in the historical development of distance education—from correspondence courses to online learning—is no longer predominant. Complementary and convergent use of technologies for what each can do best should be advocated. However, the major constraint of most African countries is limited access to new technology due to high cost of establishing, using and maintaining the necessary infrastructure, lack of adequate local expertise and low computer literacy rate among user groups.

Issues of education and technology in sub-Saharan Africa are inextricably linked to the socio-economic context. General socio-economic indicators provided in this overview, as well as education indicators, highlight the diversity as well as the similarities between countries. It also sets the educational context of ICT in education and ICT in development in the African infrastructure. The rate of 26% of secondary enrolment and 3.9% of tertiary participation in Africa, for example, compares very unfavorably with that of most developing countries outside Africa where it has reached up to 51% and 10.9% respectively. One can only acknowledge that this disparity is set to widen if no just-in-time and adequate measures are taken.

Given these impeding factors, African initiatives to promote the use

of ICT in education will depend, in a large measure, on creative partnerships between public and private as well as local and regional organizations, in particular to lessen costs of operation. It is considered, for example, that Africa can meet the challenge of improving the quality of mathematics, science and technology education at secondary and tertiary levels, on the one hand, and increase access to primary teacher education by subsidizing costs of equipment and reducing communications tariffs for education institutions through such collaborative ventures. Success and sustainability of projects will, however, be subject to in-country policy development and institutions' legislative framework.

Finally, in addition to promoting the importance of ICT for education, this book examines the impact of ICT at various levels of the traditional educational package (primary, secondary, tertiary) but also looks at adult basic education and teacher training, each of which are punctuated with examples from country experiences. Financial and cost implications and policies for different types of ICTs are also taken into consideration.▼



*Technological Infrastructure and Use of ICT in Education in Africa: An Overview.* By Neil Butcher. Published by ADEA Working Group on Distance Education and Open Learning, June 2004. ISBN: 92-9178-043-X

## Financing Secondary Education in Developing Countries

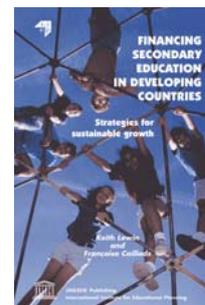
This book explores the problems and issues that surround the financing of secondary education. It outlines the rationale for expanding secondary education, explains why such investments are desirable and suggests different feasible and financially sustainable solutions. The analysis covers several countries and groups of countries

in Africa, Latin America and Asia. At the end of the book the authors present various political options that could improve access without affecting the quality of education at sustainable levels of costs.

Three chapters look at secondary school financing in Malawi, Zimbabwe and francophone countries of Africa.▼

*Financing Secondary Education in Developing Countries.*

By Keith Lewin and Françoise Caillods. IIEP, 2001. ISBN: 92-803-1199



## ADEA Activities

### Sept. 26-27, 2004

WGCOMED Steering Committee Meeting  
ADEA WG on Communication for Education and Development  
Oslo, Norway.

### Sept. 20 - Oct. 2, 2004

Study Tour for winners of the Africa Education Journalism Award  
ADEA secretariat/WGCOMED  
Paris and London

### Oct. - December 2004

On-line electronic discussion forum on challenges facing non-formal education in Africa  
ADEA WG on Non-formal Education (WGNFE)

### November 2-3, 2004

Policy forum on private higher education in Africa  
ADEA WG on Higher Education (WGHE) in collaboration with the International Institute for Educational Planning (IIEP) and the Association of African Universities (AAU) and the Ministry of Education Mali.  
Accra, Ghana

### Nov. 16-19, 2004

ADEA Steering Committee meeting  
Kigali, Rwanda

### November 21, 2004

Launching of the 2005 Edition of the Akintola Fatoyinbo Africa Education Journalism Award  
Bamako, Mali

### Nov. 21-23, 2004

Conference on contractual teachers in primary education  
ADEA, World Bank and Education International  
Bamako, Mali

### November 24, 2004

Meeting of the ADEA inter-country quality node on teacher development and pedagogical renewal  
Bamako, Mali

### November 25, 2004

Meeting of WGTP regional coordinators  
ADEA WG on the Teaching Profession  
Bamako, Mali

### November 25, 2004

Meeting of the ADEA inter-country quality node on bilingual education  
Dakar, Senegal

### Nov. 26-Dec. 1, 2004

Workshop on issues and challenges in the production and distribution of school textbooks and other reading materials in African languages  
ADEA, Inwent, IUE, APNET, AIF and ARED  
Dakar, Senegal

### Nov. 29 - Dec. 4, 2004

Seminar on policy dialogue in education for Portuguese and Spanish-speaking countries  
Ad Hoc WG on Policy Dialogue  
Luanda, Angola

### December 2, 2004

Launching of the Portuguese edition of the Africa Education Journalism Award  
Luanda, Angola

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

## Other Activities

### July 22-26, 2004

World Congress of Education International  
Education International (EI)  
Porto Alegre, Brazil

### August 31 - Sept. 1, 2004

Ministerial meeting to approve new Commonwealth teacher recruitment protocol  
Commonwealth Secretariat  
Lincolnshire, UK

### September 20-22, 2004

Round table on education  
Government of the DRC, Belgian Co-operation, and consultative committee of actors in education  
Kinshasa, Demo. Rep. of Congo

### September 29, 2004

Workshop on the quality in education  
Norwegian Education Trust Fund (NETF)  
Bergen, Norway

### October 15, 2004

Seminar on secondary education in Africa  
SEIA Initiative, World Bank, Free University of Amsterdam  
Amsterdam, Netherlands

### Dec. 10-11, 2004

Fifth annual review of the decennial program of education and training  
Ministry of Education of Senegal  
Dakar, Senegal

### January 27-28, 2005

Regional workshop on the synergy between researchers and decision makers in the world of education  
International Development Research Center (IDRC)  
Ouagadougou, Burkina Faso

### July 25, 2005

Regional workshop on secondary education in Africa  
UNESCO and the Regional Office for Education (BREDA)  
Location: to be determined



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