

More and Better Education

What Makes Effective Learning
in Schools, in Literacy and
Early Childhood Development
Programs?



"From darkness to light", Oil on canvas, Artwork from Georges Mbeureu, Gabon

**Proceedings
of the Biennale on Education in Africa
Libreville, Gabon, March 27-31, 2006**



Association for the Development of Education in Africa (ADEA)

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This document is an account of the proceedings of 2006 ADEA Biennale on Education in Africa. The Biennale was held in Libreville, Gabon, March 27-31, 2006. The views and opinions expressed in this report are those of the authors and should not be attributed to ADEA, to its members or affiliated organizations or to any individual acting on behalf of ADEA. The report was prepared by Anna Obura, education specialist and rapporteur for the Biennale.

Published by the Association for the Development of Education in Africa (ADEA). ISBN 10: 92-9178-075-8 ISBN 13: 978-92-9178-075-4.

A French edition of this book entitled *Eduquer plus et mieux. Ecoles et programs d'alphabétisation et de développement de la petite enfance : Comment assurer l'efficacité des apprentissages ? Compte rendu de la biennale de l'éducation en Afrique (Libreville, Gabon, 27-31 mars 2006)* is available: ISBN 10: 92-9178-076-6 ISBN 13: 978-92-9178-076-1.

Artwork on cover page: *From darkness to light*, oil on canvas, Georges M'bourou, Gabon.

Cover design and layout: Marie Moncet (05/04/07).

Financial support for this publication is provided from ADEA core funds to which the following organizations contributed at the time of the Biennale: African Development Bank (ADB); Canadian International Development Agency (CIDA); Carnegie Corporation of New York; European Commission; German Cooperation; International Institute for Educational Planning (IIEP); Japan International Cooperation Agency (JICA); Norwegian Agency for Development Cooperation (Norad); Rockefeller Foundation; Swedish International Development Cooperation Agency (Sida); United Nations Educational, Scientific and Cultural Organization (UNESCO); United Nations International Children's Fund (UNICEF); United States Agency for International Development (USAID); The World Bank; Department of Development Cooperation, Austria; Royal Danish Ministry of Foreign Affairs; Ministry for Foreign Affairs, Finland; Ministry of Foreign Affairs, Department of International Cooperation and Development, France; Department of Foreign Affairs, Ireland; Ministry of Foreign Affairs, Netherlands; Department for International Development (DFID), United

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LIST OF ABBREVIATIONS

ABE	Alternative Basic Education
ABET	Adult Basic Education and Training
ADB	African Development Bank
ADEA	Association for the Development of Education in Africa
AFIDES	International Francophone Association School Heads (<i>Association Francophone internationale des directeurs d'établissements scolaires</i>)
ARED	Associates in Research in Education for Development
ASHEWA	Association for Strengthening Higher Education for Women in Africa
AU	African Union
AVU	African Virtual University
AYE	Adult and Youth Education
BEUPA	Basic Education for Urban Poverty Areas
BREDA	UNESCO Regional Office for Education in Africa (<i>Bureau Régional de l'Education en Afrique, UNESCO</i>)
CAR	Central African Republic
CBO	Community-based Organization
CEPEC	International Center for Educational Research and Experimentation (<i>Centre d'études pédagogiques pour l'expérimentation et le conseil</i>)
CIDA	Canadian International Development Agency
CONFEMEN	Conference of French Speaking Ministers of Education (<i>Conférence des Ministres de l'Education des pays ayant le français en partage</i>)
CTP	The Little Children's Home (<i>Case des Tout-Petits</i>)
DANIDA	Danish International Development Agency
DRC	Democratic Republic of Congo
DSS	Direct Support to Schools
ECD	Early Childhood Development
ECERS	Early Childhood Environment Rating Scale
ECOWAS	Economic Community of West African States
EDI	Early Development Instrument
EFA	Education for All
EQUIP	Education Quality Improvement Program
ERNWACA	Education Research Network for West and Central Africa
EU	European Union
FAPE	African Federation of Parent/Teacher Associations
FAWE	Forum for African Women Educationalists

FLP	Family Literacy Project
FONAENF	National Fund for Literacy and Non-formal programs (<i>Fonds National pour l'Alphabétisation et l'Education Non Formelle</i>)
FTI	Fast Track Initiative
FRESH	Focusing Resources for Effective School Health
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GNP	Gross National Product
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
HSRC	Human Sciences Research Council
IBE	International Bureau of Education
ICT	Information and Communication Technology
IIEP	International Institute for Educational Planning
IMCH	International Maternal and Child Health
INADES	African Institute for Economic and Social Development
InWEnt	International Continued Education and Development (<i>Internationale Weiterbildung und Entwicklung</i>)
IATT	Inter-Agency Task Team
KENEPOTE	Kenya Network of HIV Positive Teachers
MDG	Millennium Development Goal
NEPAD	New Partnership for African Development
NER	Net Enrolment Ratio
NGO	Non-governmental Organization
NQF	National Qualification Framework
ODeL	Open and Distance e-Learning
OECD	Organization for Economic Cooperation and Development
PAFNA	Project to Support the Training of New Literates (<i>Projet d'appui à la formation des néo-alphabétisés</i>)
PASEC	CONFEMEN Program for the Analysis of Education Systems (<i>Program d'analyse des systèmes éducatifs de la CONFEMEN</i>)
PIEA	Integrated Adult Education Program (<i>Programme intégré d'éducation des adultes</i>)
PRSP	Poverty Reduction Strategy Program
PTA	Parent-Teacher Association
REFLECT	Regenerated Freirean Literacy through Empowering Community Techniques
RESAFAD	African Network on Distance Training (<i>Réseau Africain de Formation à Distance</i>)
RPL	Recognition of prior learning

SACMEQ	Southern and Eastern Africa Consortium for Monitoring Educational Quality
SANLI	South African National Literacy Initiative
SECAD	Secretariat of Continuing Education, Literacy and Diversity
SES	Socio-economic Status
SRAI	School Readiness Assessment Instrument
SSA	Sub-Saharan Africa
SIL	Summer Institute of Linguistics
SWAp	Sector-wide approach program
TSC	Teachers' Service Commission
UNAIDS	Joint United Nations Program on HIV/AIDS
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNISA	University of South Africa
UPE	Universal Primary Education
WCAR	West and Central Africa Region
WG	Working Group
WGCOMED	Communication for Education and Development
WGDEOL	Distance Education and Open Learning
WGECD	Early Childhood Development
WGESA	Education Sector Analysis
WGFE	Finance and Education
WGHE	Working Groups on: Higher Education

INTRODUCTION

The Association for the Development of Education in Africa (ADEA) held its 2006 Biennale on Education in Africa at the Conference Center in Libreville, Gabon, March 27-31, 2006. The meeting, organized in conjunction with Gabon's Ministry of National Education and Higher Education, was jointly opened by President of Gabon, Mr. El Hadj Omar Bongo Ondimba, and the President of Cape Verde, Mr. Pedro de Verona Rodrigues Pires.

Five hundred and thirty-six people from 38 countries in sub-Saharan Africa took part in the Biennale, including 41 ministers and deputy ministers and 108 officials. Also in attendance were representatives of bilateral and multilateral development agencies, foundations, non-governmental organizations and civil society organizations. Members of the ADEA working groups, researchers, academics and resource persons from countries in Africa and elsewhere also participated in the proceedings. The list of participants appears in Appendix I.

The Biennale, a major regional event and an exceptional meeting point for the main stakeholders in educational cooperation in Africa, is first and foremost a key moment in the policy dialogue on education. The aim of the meeting is to promote reflection based on the exchange of

knowledge and experience with regards to themes that are vital to the future of education in Africa. For ADEA, the meetings also represent a high point in the life of the Association and a unique opportunity to enhance and broaden its thinking and guide its future activities.

ADEA and its Work on Improving the Quality of Education

In 2006, the challenges facing Africa remain a cause of serious concern: civil conflict, increased impoverishment, the exponential spread of the HIV/AIDS pandemic, and the risk of countries not reaching the 2015 Education for All (EFA) goals. Despite this gloomy picture, there are grounds for optimism: the debt cancellation process initiated by the G8, the impetus given to poverty reduction programs, as well as the Millennium Development Goals, reflect strong commitment on the part of the international community and represent new opportunities for progress.

Education is Africa's most powerful tool in the struggle to meet the above-mentioned challenges and the continent's most valuable asset in grasping the opportunities available to it. As a vital factor in economic growth, equitable redistribution, protection of health,

and promotion of democratic citizenship, education is both a necessary condition for sustainable development and a powerful driving force. The central importance of education, which is increasingly recognized around the world, is precisely what explains the collective commitments and mobilization to achieve the EFA goals, the pillars of which are primary education, youth and adult literacy, and early childhood development (ECD).

Recent reviews in Africa show substantial progress in broadening access to education. Nine African children out of 10 now enter school. The efficiency of school systems is particularly low however, as only 60% of the children who enter school complete primary education, and of these, about 50% have not mastered the basics. The lackluster performance of African schools offers no hope that they will have a major impact in the near future on the goal of eradicating illiteracy in Africa; and yet, literacy for all is a necessary condition and crucial factor for sustainable development in any country.

In this context, ADEA chose to pay particular attention to improving the quality of education. In 2002, exploration of this topic led to the establishment of an ad hoc working group on educational quality. This ad hoc group was responsible for conducting a large-scale study on how to improve educational quality; in addition, it coordinated the scientific work that underpinned two ADEA Biennales: the first (Grand Baie, Mauritius, 2003) highlighted effective policies and practices for improving the quality of education, while the second (Libreville, Gabon, 2006) focused on the factors and conditions of effective learning in schools and on literacy and early childhood development programs.

Issues, Themes and Objectives of the 2006 Biennale

The international mobilization for the EFA goals has focused on two of the six Dakar goals: universal primary education and gender parity. These are also the only two EFA goals included in the Millennium Development Goals. Other EFA goals concerning early childhood development, literacy, the learning needs of young people and adults, and, to a certain extent, the quality of education have not received enough attention and effort; because of this, the ADEA Steering Committee decided that the 2006 Biennale would pursue in greater depth the Association's work on improving the quality of education, which was the theme of the 2003 Biennale. This concern for continuity is reflected in the choice of the theme for 2006, namely the effectiveness of basic education, addressed through its three components: formal elementary schools; literacy and education of young people and adults; and early childhood development.

The first measure of the effectiveness of learning is provided by rates of survival and completion in the educational level considered. In Africa, grade repetition and dropout rates are particularly high in basic education, which means that efficiency is low, with an average rate of about 60%. Moreover, various evaluations show that, of the pupils who complete basic education, nearly half have not acquired the basic skills. It is these learning outcomes that are most important, since there is a considerable risk that the young people in question will become illiterate.

Despite all this, however, many African countries boast success stories in the sub-sectors of basic education.

How can these be explained? Which schools and which literacy and ECD programs perform to high standards? Do these schools and programs share any characteristics specific to Africa? If so, how can these characteristics be recognized, defined and conceptualized with a view to capitalization and reproducibility? What lessons can be drawn for policies and strategies to enhance effectiveness?

Investigation of these issues guided the preparatory work for the 2006 Biennale, which focused on learning outcomes and on the importance of factors such as location and environment in achieving these outcomes. Other questions asked included the following: what can be done to significantly reduce the rates of grade repetition, dropout and failure in African schools? How can an ineffective school be made effective? In African contexts of scarce resources, which ECD strategies and experiences have proved effective? How can we promote literacy programs that ensure – if not for all, at least for the greatest number – the success of the learning process? Additionally, how can we enable learners to develop self-sufficiency, help themselves, and participate in collective development?

Finally, the Biennale took into account the need for synergy among the components of basic education, with an eye to broadening access and improving quality. The linkages between school-based education, literacy and early childhood development are now clearly established. First, the activities conducted in these three components are convergent, as they all seek to increase the level and the breadth of education in a country's total population and to achieve the EFA goals. Second,

the relationships among them are interactive. Primary schooling attacks the roots of illiteracy, while literate parents develop a more positive attitude toward their children's preschool and school education; moreover, literate parents can provide more effective support for learning. Many research studies have shown that ECD programs bring a noteworthy improvement in academic performance, and even in a person's social and working life. Lastly, in general, pooling the resources of the school system, literacy programs and preschool education through an integrated strategy can certainly create new synergies, unify efforts, and tap latent or under-used resources in the system, all with an aim to achieving the EFA goals. This last point raises another aspect of efficiency relating to resource utilization: the efficient transformation of resources into learning outcomes.

Organization of the Biennale

The proceedings of the Biennale were divided into several parts, combining plenary and parallel sessions and round-tables.

The official opening session allowed participants to hear the addresses of the Presidents of Cape Verde and Gabon, as well as speeches by the ADEA Chair, the Chair of the ADEA Bureau of Ministers, the President of the Forum for African Women Educationalists (FAWE), the Vice-President of the African Development Bank (ADB) and the Commissioner for Human Resources of the African Union (AU).



The deliberations began with four introductory plenary sessions:

- a general introduction, including presentation of the EFA monitoring report on literacy in Africa and the peer review exercise underway in Gabon;
- three plenary sessions introducing the three main themes of the Biennale.

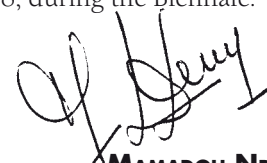
After the opening and introductory sessions, and for the first time at an ADEA Biennale, three series of parallel sessions were held simultaneously to examine in depth the three main themes: effective literacy programs, effective schools and improvement of quality, and ECD programs that can be scaled up in Africa. The parallel sessions took place over two days, with a pause for a plenary session on the challenges and opportunities involved in achieving quality education for all in Africa.

The Biennale ended with two plenary sessions: one to report on the small group sessions on literacy programs, effective schools and ECD programs, and one which served as a general wrap-up session, reviewing the lessons learned during the meeting. The last session also provided participants with the opportunity to hear the report of the meeting of the Caucus of Ministers, which was held just prior to the opening of the Biennale.

Side Meetings and Events at the Biennale

Several meetings and events took place on the sidelines of the Biennale:

- The Caucus of Ministers of Education of the countries of sub-Saharan Africa met on March 27, just before the Biennale opened.
- The ADEA Working Groups on: Higher Education (WGHE), Distance Education and Open Learning (WGDEOL), Communication for Education and Development (WGCOMED), Education Sector Analysis (WGESA), Finance and Education (WGFE) and Early Childhood Development (WGECD) held meetings of their steering committees or technical meetings.
- The ADEA took advantage of the Biennale to launch its latest publication, "The Challenge of Learning: Improving the Quality of Basic Education in Sub-Saharan Africa."
- The United Nations Decade of Education for Sustainable Development for the Africa region was launched on March 28, during the Biennale.



MAMADOU NDOYE
ADEA EXECUTIVE SECRETARY

OPENING SESSION

Speech by the ADEA Chair Mr. Ahlin Byll-Cataria

Mr. Byll-Cataria first thanked the President of Gabon, His Excellency El Hadj Omar Bongo Ondimba, for hosting the ADEA 2006 Biennale, then noted the importance conferred to education by Gabon, and the country's generous support in organizing the Biennale. He also acknowledged the presence of His Excellency the President of Cape Verde - where education has made significant progress over recent years, particularly in the area of harmonizing formal and non-formal systems - as well as the Prime Minister of Namibia, the presence of the African Union, the African Development Bank and the President of FAWE at the opening ceremony. He expressed gratitude and appreciation for the tireless work of the ADEA Secretariat and in particular of the Executive Secretary of ADEA, Mr. Mamadou Ndoeye. He reminded participants that the Biennale always focused on concrete issues and experiences in order to clearly draw the lessons learned from African experience and, most importantly, to redirect and improve on policy and action in the region. The ADEA Biennales are action-oriented and they have the distinction of working on evidence-based information.

The theme of effectiveness in education has been chosen as a way of following up on the 2000 Dakar Forum.

Increased enrolments across Africa mean that emphasis on quality and on results is now an urgent matter, not only to keep children in school and to ensure that they complete the primary cycle, but to guarantee effective learning outcomes. The content, the relevance and the delivery of our education systems, the very core of our educational endeavor, is now our focus; and education programs must respond to the needs of all our marginalized and minority groups.

ADEA does not work on its own. On the contrary, in collaboration with sister institutions and programs such as the new African Union Decade for Education, UNESCO, the United Nations Decade for Sustainable Development, NEPAD, the International Organization of Francophone States, etc., ADEA sees its role as a player within the overall political and developmental context of Africa. ADEA not only gathers and disseminates research information, but commissions original research on a variety of innovative areas to support capacity-building relating to policy development in education across the continent. Since the last Biennale, ADEA had established inter-country collaborative points, to encourage subregional interaction. The ADEA Chair appealed to external partners to support successful programs in Africa on a more sustainable basis as well as initiating new programs. In conclusion, Mr. Byll-Cataria appealed to all the actors and partners

of ADEA to work together to provide more education, better education.

Speech by His Excellency El Hadj Omar Bongo Ondimba, President of the Republic of Gabon

Collectively we can surmount the obstacles to development if we place education at the core of our efforts.

President El Hadj Omar Bongo Ondimba, of the Republic of Gabon

His Excellency, the President of Gabon, extended a warm and brotherly welcome to the participants of the Sixth Biennale of the Association for the Development of Education in Africa on behalf of the people of Gabon, noting that the country's seven-year plan had placed youth

and women at its core. The known challenges in the continent, such as poverty, famine, disease, economic decline and conflict, could be effectively and collectively addressed by education which was indeed the key to the future of the African peoples. Schooling should respond to the changing and diverse needs of society. To achieve this, the President stated that, first and foremost, teachers should be supported and strengthened, while the availability, quality, and inadequacies of schools should be noted.

The President appealed to the Biennale to make an objective and in-depth analysis of issues confronting education, to ensure that discussions on the three themes of the Biennale should address HIV/AIDS in the context of education, and that the recommendations emanating from the meeting would be relevant to education today.

Speech by His Excellency Pedro Pires, President of the Republic of Cape Verde

His Excellency, the President of Cape Verde, expressed his heartfelt gratitude at the invitation to the Biennale and congratulated His Excellency, the President of Gabon, for the ongoing efforts

being made to facilitate dialogue between conflicting parties in the region and to build peace in Africa. He emphasized the current consensus on education as the foundation for development and noted the diverse paths that nations had chosen to reach their educational goals. He saluted the achievement of ADEA in organizing Biennales which constituted a vital stimulus for debate and exchange on education in Africa, and played a catalytic role in capacity development at national level, for review of national priorities and for mobilizing increased external resources. The President considered that achieving effectiveness in education was a task for all the many actors concerned in education. He was gratified that the experience of adult literacy programs in Cape Verde was to be presented at the Biennale and emphasized the importance of these programs and of early childhood education. Sustained political commitment to education was a key factor in reducing illiteracy from 80% in 1975 to 23% in 2004 in Cape Verde, and this was achieved even with few resources. The very lack of natural resources in Cape Verde has made education even more critical for national survival. He reminded participants that only nine years remained before the

The millennium goals for 2015 are within our grasp. But it will take sustained political will.

President Pedro Pires, of the Republic of Cape Verde

MDG deadline arrived, and remained convinced of their attainability.

Speech by Hon. Rosalie Kama-Niamayoua, Chair, ADEA Caucus of African Ministers

The Hon. Kama-Niamayoua also expressed her appreciation to the President of Gabon for having agreed to host the Sixth Biennale of ADEA. For the first time, to the great joy of many, the Biennale was being held in the subregion of Central Africa. She noted that the theme of the previous Biennale on quality was to be examined in more depth during the current meeting, by looking at the attributes, context and essential factors for achieving effective education systems. She explained that the Biennale would look at affordable solutions for increasing not only access but completion rates. It would also examine best practices in adult literacy programs, in particular with a view to increasing the proportion of literate women, one of the keys to overall development. It would also be vital to identify low-cost solutions for extending quality early childhood education programs, for ensuring policy development in all countries and effective implementation and investment of realistic programs. The Minister spoke of the vital role played by teachers and of the need for teacher support, and relevant capacity-building.

Teachers are key in the quest for effectiveness in education. We must strengthen pre- and inservice teacher development programs they need, and support them in the future.

*Hon. Rosalie Kama-Niamayoua,
Chair, ADEA Caucus of African Ministers*

The Minister noted the synergy between the themes of the Biennale, the MDGs and EFA goals, and expounded on the role of ADEA: encouraging policy dialogue and exchange of information and experiences on education between ministers of education, between donors, and between ministers and donors. She explained that the aim of the Biennale was to reach shared understandings on effective strategies to confront those challenges.

Collaboration between NEPAD and ADEA would go a long way to achieving the objectives of the Decade of Education in Africa 2006-2015. The Minister ended by reminding delegates that each year, the month of March is dedicated to the critical role of women in society. This year, the focus was on women in decision-making, which the Minister linked to women's educational needs.

INTRODUCTORY PLENARY SESSIONS
ON THE TREE BIENNALE THEMES:
LITERACY, SCHOOLS, AND EFFECTIVE ECD PROGRAMS

PLENARY SESSION 1.

GENERAL INTRODUCTION

Plenary Session 1 opened the discussions of the Biennale. After the introductory speeches, two reports were presented and discussed: an assessment of EFA in Africa by the Global EFA Monitoring Report; and a presentation of the ongoing peer exercise in Gabon.

Speeches by Keynote Speakers

Chair:

Hon. Rosalie Kama-Niamayoua, Chair, ADEA Caucus of African Ministers

Keynote Speakers:

Hon. Nahas Angula, the Prime Minister of Namibia; Birger Fredriksen, Education Expert and Former Senior Advisor at the World Bank

Challenges posed by EFA Goals and MDGs

The Chair introduced the Prime Minister of Namibia as having been Minister of Education for many years and a committed member of the ADEA Steering Committee, a politician with a thorough knowledge of the education sector, with a special interest in skills development for school dropouts.

Having thanked the President and the people of Gabon for their warm welcome to the Association for the Development of Education in Africa meeting, Hon. Nahas Angula described the theme of the 2006 ADEA Biennale as a watershed in the development of education in Africa. The meeting was to address the timely issue of effective learning, in the ongoing quest for quality and high standards for education provision on the continent. Alongside other nations, African countries made a commitment in April 2000 in Dakar, Senegal, at the World Education Forum on Education for All, to providing education for every citizen and for every country. The needs of vulnerable and disadvantaged children, ethnic minorities, women and girls, were recognized as a priority.

Hon. Angula reminded the Biennale that governments were in New York in September 2000 to pledge their commitment to the MDGs: to eradicate extreme poverty and hunger; achieve universal primary education; promote gender equality and empower women; reduce child mortality; improve maternal health; combat HIV/AIDS, malaria and other diseases, and ensure environ-

Questions for Each Country

Where does my country stand with respect to EFA commitments?

How is my country addressing progress towards the MDGs?

Hon. Nahas Angula, Prime Minister, Namibia

mental sustainability. The Prime Minister recommended that the Dakar and MDG pledges be the overarching concern of the 2006 Biennale, and that participants discuss where their country stands with respect to the Dakar commitments, and how their country is addressing its commitment to the MDGs?

When Namibia achieved independence in 1990, it committed to specific educational objectives in the education and training sector which reflected the national constitution. Enrolment rose from 70% to 95% in 2004. Fifteen years later, the government was spending 25% of the annual budget – or 10% of the gross domestic product (GDP) – on education and training. However, the government became concerned about the sustainability and the specific social returns of this investment in view of youth unemployment, poverty, stagnant economic growth and the HIV/AIDS pandemic. In 2005, a comprehensive review of the education sector was carried out with technical support from the World Bank. As a result of this report Namibia has drawn up a comprehensive, systemic sectoral renewal program which will increase system capacity for the delivery of education, including strengthened programming for early childhood education and the creation of an enabling environment for lifelong learning. The education improvement program is Namibia's response to the EFA goals and MDGs, and the country hopes to achieve those goals through better distribution of educational opportunities, with the additional aim of attaining equitable social development. The total program is beyond Namibia's financial means but the country is seeking additional resources from external partners along the

lines of the global partnership outlined in Dakar and New York in 2000.

ADEA Successes and Challenges for the Future

Birger Fredriksen, who has much experience in education in Africa and was formerly an active member of the ADEA Steering Committee, commented on how much the Biennale had developed since the first small meeting in Manchester, UK, in 1991, into 'the most important education event in Africa'. ADEA's tradition has been to identify positive developments and to build on these successes. Five positive trends can be discerned:

In the early 1990s in Africa, the challenge was to break the impasse of stagnating primary enrolments.

The current challenge is to sustain the impressive growth rate of the last five years and address quality improvement.

Birger Fredriksen, former Senior Education Advisor, World Bank

- The impressive upturn in primary enrolment across the continent since 2000;
- Growing political commitment for education beyond the challenge of achieving universal primary education (UPE), to quality and learning outcomes;
- Aid to education in Africa is increasing;
- Marked increase in inter-African exchange and assistance; and
- New attention to extending universal education to general and vocational post-primary education.

Mr. Fredriksen noted that, from a historical perspective, the 1980s had marked a challenge for Africa when the impressive progress in education in post-independent Africa began to stagnate. Twenty years later, in 2000, there was again a marked increase in primary school enrolment, from around 80% to 90%, which represents a growth rate of 25%. It is clear that the present emphasis on quality of education is the only way to achieve improved completion rates and effective learning outcomes.

External financing currently comprises about one third of the primary education budget in Africa and is projected to reach two thirds by 2015, if funding pledges are realized. The downside to increased aid is increased donor dependency; however, this could be decreased by making external financing more predictable (to minimize the negative effects of possible declines in aid) and by providing more aid for debt relief. This would allow countries to use their own resources to finance education budgets.

African countries are learning more and more from each other and assisting each other in reforming their education systems. ADEA has contributed in a powerful way to this trend by promoting dialogue among ministers of education, among donor agencies, and between ministers and agencies. Dialogue has been supported by evidence-based research and conducted in a context of frank and substantive discussion. ADEA has facilitated knowledge exchange across Africa on best practices in Africa, as well as global trends in education beyond Africa. The agency has also supported exchange among education practitioners and short-term technical

support across African countries to assist countries in developing their national capacity. In the future, ADEA will need to continue adapting its programs and find a niche in international consultative mechanisms for collaboration, such as NEPAD, FTI, SADC, ECOWAS and others; to act in cognizance of the fact that aid to education in Africa is increasing; and to insist that African countries have access to the best external technical expertise. Africa is now grappling with new challenges, such as the extension of universal primary education to lower secondary and vocational education, and the development of mechanisms for achieving this.

Mr. Fredriksen then turned to lessons learned, which have been well documented, and looked at their role in achieving future education goals. A first lesson learned is that a strong and sustained political commitment is needed for education progress. Second, quality improvements are important to ensure good completion rates and effective learning. Third, equity is an ongoing concern: one of the most useful mechanisms for including the poor, rural children and girls is the abolition of school fees. Fourth, efforts are needed to address the negative effects of conflict and of HIV/AIDS on the education sector. It is estimated that by 2010 one in ten children of primary age will be orphaned. Education is the best known vaccine against HIV/AIDS.

Our generation is the first since the beginning of human history that has it in its power to eradicate illiteracy. But this depends as much on national as on international commitment.

Birger Fredriksen, former Senior Education Advisor, World Bank



Literacy is at the core of EFA. There are now powerful social, economic and equity reasons for giving more attention to adult literacy in national EFA plans. Adult literacy is critical for national and personal development, particularly due to the emergence of knowledge societies. Experience shows that cost-effective literacy programs can be delivered.

ADEA is well placed to respond to the above challenges and to encourage countries to harness important synergies across the EFA and MDGs. The importance of ADEA's work will grow in the context of increasing globalization, and the ADEA must continue to develop its responsiveness according to the needs of African Ministers of Education.

PRESENTATIONS

EFA Monitoring Report on Literacy in Africa

Presenter:

Nicholas Burnett, Director of the EFA Monitoring Report, introduced by Peter Smith, Assistant Director General, UNESCO

Mr. Peter Smith stated that part of the mission of UNESCO is to collect the best information available and to make it available to the Ministers of Education in Africa and around the world. The Global Monitoring Report helps us all move forward. It presents data on a number of education indicators, provides useful

evidence for monitoring progress over time and across countries, and has become a significant instrument in the hands of governments and observers for evaluating education.

Mr. Nicholas Burnett explained that, as in previous years, the 2006 EFA Global Monitoring Report examines broad progress towards Education for All, paying particular attention to a specific theme which in 2006 was literacy. He emphasized that literacy drives all the EFA goals, yet 40% of Africa's adults are still illiterate, despite renewed efforts. Literacy or basic education is a human right, a foundation for critical further learning; it has profound benefits for individuals, for societies and economies; it is critical for reducing poverty but it has been relatively neglected. The Report highlights literacy as a development imperative. It draws attention to evolving methods for measuring literacy more accurately and analyzes how societies have achieved widespread literacy. It calls for a radical scaling up of youth and adult literacy programs and policies to promote enabling environments for literacy. It also reviews international commitments to finance EFA.

The Report reviews the status of progress towards achieving EFA goals for the 29 countries in sub-Saharan Africa (SSA) for which data are available. There are insufficient data to gauge the status of the remaining 15 SSA countries. One African country has already achieved EFA goals, along with 43 others around the world, while nine SSA countries are in an intermediate position, and 18 countries (probably along with the 15 countries mentioned above) are far from meeting the goals. The provision of early childhood education is

EFA GOALS

- Expanding early childhood care and education
- Universal primary education by 2015
- Equitable access to learning and life skills programs for young people and adults
- 50% increase in adult literacy rates by 2015
- Gender parity by 2005 and gender equality by 2015
- Improving quality of education

MDGs

- Goal 2: Achieve universal primary education (Target 3: Completion of full primary schooling by all children by 2015)
- Goal 3. Promote gender equality and empower women (Target 4: Eliminate gender disparity preferably by 2005, no later than 2015)

still very low in Africa. Poor, rural and disadvantaged children – those most in need of ECD – are those most likely to remain excluded from ECD services.

While enrolment in primary school has significantly increased to 91%, a faster growth rate than any other region in the world over the last five years, the largest proportion of children still out of school are in Africa. Dropout rates remain a big problem, with 40% of the children failing to complete the full cycle. Gender gaps have narrowed most in countries with the largest gaps but Africa and the Indian subcontinent remain the regions of the world with the highest incidence of gender disparity in education; 26 of the 29 SSA countries with data did not meet the EFA gender parity goals for 2005; and 24 countries are not likely to reach the goal by 2015.

In eight of the 15 countries surveyed by the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ), more than half the children had no textbooks in 2000. Learning levels decreased in most countries, as measured across the

late 1990s. Many SSA countries, particularly in West Africa, and Ethiopia, will find it difficult to provide sufficient numbers of trained teachers by 2015 to cope with increasing enrolments; and the low proportion of female teachers in SSA and South Asia will continue to impede the entry and retention of girls in school which is a vital target of both the EFA and the MDGs. Surveys have pointed to the benefits of education in general and HIV/AIDS education in particular in lowering the spread of infection. While governments have generally increased spending on education, in 25 SSA countries out of 31 with data, this is below the recommended 6% of Gross National Product (GNP), and represents less than 3% in eight countries. The Fast Track Initiative (FTI) has not increased funding but has intensified harmonization. Bilateral aid to basic education has trebled in the last five years but remains below 2% of total aid globally, while multilateral aid to education is rising steadily. To meet EFA goals and the MDGs, the current 2.6% needs to rise to 5%. The Global Monitoring Report also calls for a doubling of aid to education.



Literacy matters

Literacy brings:

- Self-esteem and empowerment: widening choices, access to other rights
- Political benefits – increased civic participation in community activities, trade unions and local politics
- Cultural benefits – questioning attitudes and norms; improves ability to engage with one's culture
- Social benefits – better knowledge of healthcare, family planning and HIV/AIDS prevention; higher chance of parents educating children
- Economic benefits – Returns on investment in adult literacy programs are comparable to those in primary level education.

As regards literacy, global trends are promising, but slower than the leaps in literacy made in the 1970s. Growth rates are far below school enrolment rates: they have increased by about 10% over the last ten to 15 years in 20 of the 35 SSA countries with available data. However, in terms of absolute numbers, there are now more illiterate people than before in Africa. The gender aspect is critical: there are 76 literate women for every 100 literate men now, as compared with only 49 women in 1970. Methods of measuring literacy are improving, moving from conventional, mainly self-reporting methods, which erred on the side of overestimation, to direct testing that assesses actual proficiency levels in several domains.

A three-pronged approach is recommended for increasing literacy rates in the future: increased schooling,

expanded adult education programs and further development of literacy enabling environments. It is vital for adult programs to adapt to the educational aims, needs and availability of adult learners, and to address the current weaknesses in instructors' training and support, inadequate accreditation and low pay. New technologies have the potential to make a difference, particularly in the area of upgrading instructor skills. Language choice is a critical program choice, the first language being the most effective initial cognitive medium for learning, followed by transition to whatever language is in demand by the learners. However, motivation patterns among adult learners dictate the need for flexibility since some prefer to learn in a language more closely linked to their immediate commercial or economic interests. Lastly, creating an environment supportive of literacy depends on intersectoral synergy.

Investment in literacy is only slowly increasing. It remains at about 1% or less of the education budget in

GMR Priorities for Action

- Accelerate support to quality UPE - increase teacher supply, training and support; reduce school fees, introduce low cost school health and nutrition measures, address HIV/AIDS issues in education
- Implement measures to achieve gender parity and equality
- Increase investment in basic education
- Position literacy firmly within basic education programs
- Increase national and international investment in basic education and in literacy in particular.

most countries. The average cost of literacy programs is on a par with primary education in Africa, approximately USD 47 per learner. An estimated USD 3 million annually over the next 10 years is required to meet the EFA literacy challenge in Africa.

Gabon's Education Sector Peer Review Experience

Presenter:

Hon. Albert Ondo Ossa, Minister of National and Higher Education, Gabon

Hon. Ondo Ossa shared an overview of the education sector in Gabon and the sectoral reforms that have recently been proposed. In Gabon, education is viewed as the key for development and the aim has been to provide an education of quality for all. Primary education is free and compulsory in Gabon, and is available from the age of six to sixteen. There has been a rise in the provision of private schooling but the Ministry aims to reduce the costs of primary education to households; in 2005, free textbooks were distributed to all schools. In 2005 a new education law was passed with the aim of adapting education to the changing national and international environment. The tertiary system will be aligned more closely with other institutions in the subregion.

Gabon has encountered problems in the timely collection of education statistics. Data for 2002/3 indicate that there is gender parity at primary level but not at secondary or university level. GER at primary level has reached a level of 130%; and 81% in secondary, but a secondary NER of 53% in 2005. Rural/urban disparity

characterizes secondary participation. Libreville, where half of the country's population is located, has a 59% enrolment rate, but indicators point to less than half that rate (28%) in rural areas. Until recently, there was inequitable access to learning materials between urban and rural schools. In addition, learning outcomes are a continued cause of concern at secondary and tertiary levels alike: apparent improvement in recent secondary examinations results may have been due to changes in the administration of the examinations rather than to an inherent improvement in learning outcomes.

The following actions are being taken to improve the situation. Expanded early childhood education is planned, which currently provides mainly for urban children. The primary cycle is to be reduced from six to five years. Competency-based assessment will be introduced, as well as a revised curriculum, technical streams in secondary schools and new technical training opportunities outside schools for those who are ill-suited to the formal school system. Secondary education in Gabon is neither sufficient nor efficient, which in turn affects the quality of tertiary outcomes. By improving the quality of education, the intention is to reduce repetition rate across all levels of the sector.

Education is viewed by Gabon as a critical factor in the overall development of the country. The management quality - of the education system is considered vital for future progress in the sector and collaboration with external partners is also important. Already the previous two ministries of national education and of higher education have been merged into one sole ministry in the interests of improved system management. The



peer review undertaken under the auspices of the New Partnership for African Development (NEPAD) will constitute a most valuable instrument for reviewing system frameworks in the future.

DISCUSSION

With respect to aid for education, the Vice President of the African Development Bank noted that there are two issues to consider: the aspect of the level of funding and the quality of the assistance given, coupled with the outcomes. Given the competition for aid across countries and across sectors, it becomes important to demonstrate results. Aid effectiveness to the education sector needs review. One strategy for the future would be to use a multisectoral approach which would associate, for example, road building with a literacy program. Another possibility would be the examination of new technologies for developing literacy, not only as a mechanism for instructors' upgrading courses but within literacy programs themselves. Mr. Martin Itoua, President of the African Federation of Parents' Associations (FAPE), mentioned the importance of partnerships between the education sector, parents, teachers and the community. Hon. Georges Tendeng, Minister of Technical and Vocational Education of Senegal, welcomed the fact that ADEA was currently taking on board a broader range of educational issues including ECD and technical education, for example. It was his view that technical education was succeeding in areas where the formal system had failed, in reaching out to learners who had been excluded from general education programs. He stressed that technical programs should not be regarded as a dumping ground for rejects from

the general education system since entry to technical secondary schools is highly competitive, at least in Senegal, and it is also the critical sector for producing the leading technologists in every nation. While technical secondary students currently have no access to university in Senegal, the linkages between general and technical education that are under construction in Gabon mark an important step. He was glad to hear that technical education could be the next challenge to be addressed on the ADEA agenda.

Responding to the floor, Mr. Burnett agreed with view that new technologies could be harnessed to good effect in literacy programs and hoped that the parallel sessions would take up the issue. Hon. Ondo Ossa stated that Gabon would be focusing on parents' and community contributions to education in the next draft of the Peer Review Report. With regard to technical education, few students in Gabon were opting to take technical options at senior secondary level and the challenge remained to orient more students into these streams. A new ministry had recently been created in Gabon, the Ministry of Vocational Training, but it had, unfortunately, not been invited to the Biennale.

PLENARY SESSION 2. THE FOUNDATIONS AND EVOLUTION OF LITERACY IN AFRICA

Chair:

Fabienne Lagier, Swiss Agency for Cooperation and Development

Presenters:

Alice Hamer, Director, Social Development Department, African Development Bank; Adama Ouane, Director of the UNESCO Institute of Education, Hamburg

Ms. Lagier felt that the Biennale would provide an excellent opportunity for meeting challenges in the field of literacy in the coming years since ADEA brings together experienced educationists who are committed to achieving social justice and who have the power to achieve it. The question remains as to whether, in all justice, the millions of illiterate adolescents and adults should remain excluded from literacy, from this basic competency which leads to so many others, from information and from further training which requires literacy skills. Yet, less than 1% of education budgets are allocated to literacy programs. The issue of literacy is certainly complex and

Why are there millions of illiterate people in Africa?

As children, they were caught up in civil strife, or they happened to be a girl in a family where only boys went to school, or they were simply too poor to go to school.

Fabienne Lagier, Swiss Agency for Cooperation and Development

requires intersectoral attention. It is no magic bullet but it is an extraordinarily powerful instrument for personal and national development.

Why Invest in African Literacy Programs?

- *It remains difficult to measure and therefore to demonstrate the direct impact of literacy on development and economic production.*
- *To attract investment, literacy programs need to be mainstreamed in government planning documents.*

Ms. Alice Hamer addressed the economic benefits of investment in literacy. She noted that while financing has increased for literacy programs and literacy has increased, there is demand for research which would demonstrate investment returns, matching funding inputs with outputs, that is, with gains in literacy.

There is certainly a link between literacy and the development sectors of agriculture, health, etc., but insufficient hard evidence on the direct impact of literacy. It remains difficult to measure and therefore to demonstrate the direct impact of literacy on agricultural production, on health, on microcredit schemes, on



economic production and on democracy, and to control for multiple variables. It is not easy to measure the effect of literacy on a community which has no access to markets or where the economic environment may not be supportive of economic development. It is also not easy

to measure the impact of literacy on a community which has no access to medication. Mothers are the gatekeepers of the health of the family but the literate mother may not have medicine.

Alice Hamer, African Development Bank

Literacy programs funded by the Asian Development Bank (ADB) are often linked to agricultural or to microcredit programs.

Literacy programs have some attributes which make them attractive to investors, including the low cost and relatively fast production of outcomes. The unit cost is estimated to be USD 140 for adult literacy courses as compared with USD 300 for primary education, due to the comparatively lower cost of literacy learning materials, lower salaries for instructors, and the capacity of literacy programs to use existing and/or informal structures. The duration of the course is 12 to 15 months. Literacy contributes to private sector development and in turn attracts foreign direct investment. Ms. Hamer concluded that investment in literacy was needed in Africa, that urgent mechanisms should be found to increase funding, that governments should include literacy programs in Poverty Reduction Strategy Programs (PRSP), and that enabling environments for post-literacy and lifelong learning should be created.

Changes and Trends: New Representations of Literacy

- *Globalization trends are driving the literacy agenda in Africa: growing, felt need for conventional and new literacies even at village level*
- *Demand for literacy is nowadays more pro-active, arising from the people rather than imposed by central authorities*

Mr. Ouane presented the findings of research on successful models of literacy programs and the best way forward in terms of policy and program development for a continent which still faces very challenging tasks in eradicating illiteracy and where progress in literacy has been stagnating for some time. Eighteen of the 25 countries with illiteracy rates over 50% are in Africa while there is a wide range of illiteracy across Africa, from less than 30 to 90%, and with as few as 20% literate women in some cases. The dropout rate from literacy programs ranges from 15 to 80%, which indicates the poor quality of programs; completion and success rates vary between 10 and 75%; and it is estimated that 30 to 80% of learners relapse into illiteracy due to lack of need for literacy skills and of a supportive environment for neoliterates.

Urgent inputs into the quality of literacy programs are needed to reverse high rates of relapse into illiteracy, currently from 30 and 80 per cent.

Adama Ouane, UNESCO Institute for Education, Hamburg

However, as noted during the first plenary session, Africa is making some progress. Literacy rates have

doubled since 1970, women are more literate than in the past, African countries with the highest populations are becoming demonstrably more literate than before (Kenya, Uganda, DRC, Nigeria, Tanzania). Demand is growing not only for conventional literacy, due to a discernible increase in need for literacy skills at village level, but for a variety of literacies, as a result of globalization, democratization, decentralization and the spread of information technology; and demand is becoming more proactive, arising from the people rather than imposed by central authorities. New actors are emerging and new partnerships are being forged for literacy.

Innovative approaches from the field include: Regenerated Freirean Literacy through Empowering Community Techniques (REFLECT) in many countries, which builds on and develops the Freirean approach of empowerment within literacy programs, Pedagogy of the Text, similar to REFLECT; Adult Basic Education and Training (ABET) which combines civic with literacy education; 'faire-faire' or the outsourcing approach from Senegal now spread to other countries in West Africa; Associates for Research, Education and Development (ARED) among the Pular of Senegal which emphasizes sociocultural identity; the Adult Basic Education Program/Adult Continuing Education for Development (ABEP/ACED) in Botswana and Namibia have brought together formal, non-formal and vocational education actors; the National Qualification Framework (NQF) has been established to give recognition and accreditation to the acquisition of skills across different education

Research has documented the essential components of successful literacy programs in Africa.

*Adama Ouane, UNESCO.
Institute for Education, Hamburg*

and training programs, including literacy. New trends can be listed as diversification of demand, increased emphasis on women's needs, more youth participation, programs tailored to specific target groups, participatory methods, outcome-based goals and modular curriculum, links with various sectors of development. These days, literacy programs are more responsive to the locality, they have more potential for scaling up, and new partnerships are being forged to promote literacy.

The way forward is to support the growing commitment to literacy at community level; to encourage closer links between literacy programs and formal education institutions; to improve the monitoring and evaluation program components; to establish skills accreditation boards; and to learn from best practices around Africa. Literacy programs must be firmly enshrined in policy and planning documents at national and international levels, within NEPAD, the FTI and national MDG and EFA plans. Advocacy to governments and external partners must be renewed and literacy must be repackaged to attract the attention and support of sponsors and learners.

DISCUSSION

Agneta Lind WGNFE, stated that the target group for literacy programs should be clearly stated, whether 100% or less, and justified. Literacy, the right to basic education, is a basic human right and a precondition for democratic development, not merely an instrument for economic development. Integrated development pro-



grams should take on board the need to create literacy supportive environments. In terms of a starting point for action, it is important to ensure that education planning documents incorporate adult literacy goals, as well as to create literate environments before improving and expanding literacy programs, introducing literacy programs into areas with a demand and need for literacy. The quality of schools will determine whether formal basic education produces proficient literates or a new generation of functionally illiterate adults. The aim of the literacy decade is to create literate environments and societies. This movement should be closely linked to development in general. It is clear that no one model exists for national literacy programs. Providers must be continually innovative and responsive to need – and this is emphasized in the research that went into the parallel sessions in this Biennale.

The three pillars of literacy presented by the Global Monitoring Report, UPE, adult education and the creation of literate environments, could be enriched by a fourth dimension: poverty reduction and development. If there is no development there is no need for literacy and this is the rationale for recommendations to incorporate literacy into PRSPs. EFA should mean education for all, for all ages, in a lifelong learning perspective.

A delegate from the Ministry of Education in Rwanda felt that planners should work simultaneously on ECD and adult education and involve entire communities, to maximize the outcomes of both sectors. In Rwanda, the army was involved as instructors in literacy campaigns

If there is no development there is no need for literacy. Development constitutes a precondition for effective literacy acquisition and use.

Agneta Lind, Swedish Cooperation, Mozambique

and this resulted in transforming the image of the army from a security force into a force for social development. Literacy is not only an education issue, but a social and

economic issue. An appeal was made for international conferences to consult countries before publishing data which did not match national data.

The Minister of Basic Education and Literacy for Niger, Hon. Hamani Harouna, stated that Niger was among the 18 countries mentioned

above that are far from meeting international education targets; Niger has a literacy rate of approximately 20%. Fifty percent of the country's children go to school. There are a multiplicity of terms regarding literacy which create confusion in Niger: literacy, adult education, and non-formal education. A second issue for Niger is post-literacy. The small 'village shops' that are set up under this program do not create sufficient earnings. A third concern remains the financing of literacy programs since neither the state nor donors have invested as much in adult literacy as in formal education programs. The Minister called for a new partnership between nations and donors to boost financing in the subsector, and informed the Biennale that Niger was developing a new national literacy policy.

Hon. Constance Simelane, Minister of Education from Swaziland, appealed for literacy programs to take into account the educational needs of people with disabilities and called on the general population to become literate in the languages of communication used by people with disabilities, such as sign language.

Ms. Ndong-Jatta, United Nations Educational, Scientific and Cultural Organization (UNESCO), pointed out the inconsistency between the universal recognition of the importance of literacy and low investment by donors and governments. She said that newly acquired literacy skills needed to be put to immediate use, and emphasized the need to urgently develop demand among the poor who still live in illiterate environments, and to work on the development of literate societies, so as not to further marginalize poor people.

Finally, Ms. Lind noted that while at the 2006 Biennale there seemed to be a new appreciation of the importance of adult literacy, this had not been the case in the past, as evidenced by the low investment of donors and governments in the sector. This meant that all could work together to prioritize adult literacy in the future.



PLENARY SESSION 3. CONDITIONS AND FACTORS OF EFFECTIVE SCHOOLS IN AFRICA

Plenary Session 3 addressed basic issues related to the effectiveness of African schools.

Chair:

Hon. Alpha Wurie, Minister of Education, Sierra Leone

Presenters:

Adriaan Verspoor, Education Expert and Coordinator of ADEA's Working Group on Quality; Hon. Becky R.K. Ndjoe-Ojo, Deputy Minister of Education, Namibia

Transforming Resources into Results at School Level

- *A first recent shift in perception regards learning outcomes as the ultimate useful measurement of effective education*
- *A second shift recognizes that, under the right conditions, with appropriate investments, all children can learn*

Mr. Verspoor reviewed the conclusions of the ADEA Biennale 2003 on the quality of education, recent findings of international research on effective schools, and the research to be presented at the 2006 Biennale. He noted that Africa now has sound instruments to measure education outcomes or learning, namely the Program

d'analyse des systèmes éducatifs de la CONFEMEN (PASEC) and SACMEQ. The ADEA 2003 Biennale conclusions on the quality of education included the following:

- Reform implementation is essential and requires high-level political leadership;
- Availability of resources does not necessarily translate into better learning;
- Quality improvement depends on teachers and what happens in the classroom;
- School heads are the key transformational agents for improving teaching; and
- Teacher support systems and community support are crucial for improvement.

Why has there been no fundamental change in teaching and learning processes, in curriculum and in gender responsiveness over the last two decades? What is the explanation for ineffective school reform? We may have a set of assumptions on curriculum reform that do not hold: that teachers are resistant to change, that ensuring new curriculum quality is sufficient in itself, that a good curriculum is teacher-proof, self-explanatory and self-implementing...

Adriaan Verspoor, ADEA Ad Hoc Working Group on Quality

He reported that the research presented at the 2006 Biennale elucidates the key factors for educational effectiveness by providing some consistent findings:



- Overall learning levels in primary school remain low;
- Improvement is possible, even with limited resources, in rural areas, and in difficult circumstances;
- Change is a local process, at classroom, school and community level, supported by systemic change; and
- Students with teachers who plan their teaching, implement these plans, and evaluate and remediate students regularly, tend to have better learning outcomes.

However, educational reform is a complex issue, a learning process for all and not a one-off event. While improvement is a local process, to be driven by capacity-building of and support to local actors, success is by no means automatic or simple. It is a challenge to change attitudes and practices in the classroom, in the school culture and in the community and to develop the transformational role of head teachers. Research on the quality of education has shifted back to the curriculum, which is viewed as critical, as are the learning priorities in each curriculum. According to ADEA findings, three areas require attention: the language of instruction, gender-sensitive pedagogy, and curriculum design. The importance of competency-based curriculum is gaining attention across Africa, yet curricular reform is hampered by inattention to the needs of the implementing teachers, to their motivation levels and their current capacities. The result is that reform is watered down and

ineffectively implemented and that head teachers do not get the capacity-building and support they need.

Contrary to strongly held beliefs by education planners and practitioners, scientific research presented at the 2006 ADEA Biennale indicates that:

- Contract teachers do not affect the quality of learning outcomes;
- Long preservice training and even inservice training do not guarantee the use of modern, active pedagogy;
- Repetition does not improve learning; and
 - Class size (up to a certain number) is less important than the quality of teaching.

There is more ready acceptance of the finding that incentive systems can improve the quality of teaching and that the inputs of teacher guides, textbooks and time allocated to teaching are critical to learning; and that new technologies can help with teacher development. A new area of interest is the interaction of civil society and parents with central planners in national policy development. Drawing the three themes of the conference together, Mr. Verspoor noted that research findings on the positive impact of ECD on school learning were robust and that literate parents actively support the schooling of their children.

Where head teachers are instructional leaders and transformational leaders, rather than mere administrators, there is effective change in schools. These outcomes depend on well designed head teacher selection procedures, training for head teachers and support.

Adriaan Verspoor, ADEA Ad Hoc Working Group on Quality

Bilingual Education, Active Pedagogies and Pertinent Curricula: Factors of Effective Learning

- *Multilingualism is the norm in Africa in terms of language use*
- *Languages familiar to the children should be used as the medium of instruction in schools throughout the primary cycle*

Hon. Ndjoze-Ojo summarized the results of studies on the language of instruction in African schools. The studies support the three elements in the title of her presentation – bilingualism, pedagogy, and curricula – as the framework for strengthening the role of the mother tongue in education. She also summarized the results of discussions at a conference last year among 60 experts and educators from 20 African countries. This group concluded that to introduce bilingual and multilingual education, countries need to prepare policies and learning environments that support mother-tongue learning in schools. Since education's main tool is language and because self-respect is reflected in one's use of the mother tongue, respect for and maintenance of learners' mother tongue in schools is important for cultural development. Therefore, models that include mother-tongue instruction throughout primary school are preferable to early exit models. Hon Ndjoze-Ojo recommended that unfamiliar languages of instruction should be replaced by languages familiar to the learners, that pedagogies should move from being passive to active, that instruction should change from teacher-cen-

tered to student-centered approaches, and that school processes should be more interactive.

DISCUSSION

Mr. Samuel Ngoua Ngou, of Education International, Africa Region, the international association of teachers' unions, asked if the characteristics of effective schools in Africa are or should be the same as in other parts of the world. He posited that Africans should take charge of their own vision of what constitutes effective education and that these concepts needed to be clarified. Ms. Margaret Griffin from the International Confederation of School Principals appreciated the importance given to the role of school heads in the presentations and noted the need for developing criteria for the selection of school heads. She noted that research had also reported on parents' demand for their children to learn international languages in schools. Mr. Moussa Ndao of the National Bureau of the Case des Tout-Petits in Senegal identified three paradigms of a good teacher, one based on teacher behavior, one based on student results, and one based on the atmosphere created in the classroom, but noted that the first paradigm has not shown much correlation with learning outcomes. He urged everyone to pay attention to the expectations and demand of parents and communities, as well as student needs, when defining the characteristics of a good teacher. Finally, Hon. Galema Guilavogui, Minister of Pre-University and Civic Education from Guinea, reiterated that in his country school heads are key to education effectiveness and that Guinea has been implementing bilingual policies and programs in their schools for some time. In pursu-



ing school improvement and use of the mother tongue he encouraged donor agencies to show more flexibility in how they support these processes, and he asked his colleagues to fight a tendency towards Africans feeling that using their mother tongues is a sign of inferiority in the larger world.

PLENARY SESSION 4. FACING THE CHALLENGE OF DEFINING ECD MODELS THAT CAN BE SCALED UP

Chair:

Ann-Thérèse Ndong-Jatta, Director, Division of Basic Education, UNESCO

Panelists:

Agnes Aidoo, UNICEF Consultant, and former UNICEF Representative; Alain Mingat, IREDU, Dijon and World Bank

Promoting a Supportive Policy Environment for ECD in Africa

- *The gap between ECD policy and implementation must be bridged in Africa*
- *The holistic approach to ECD should be reflected in coordinated, multisectoral programs for the young child*

Ms. Aidoo pointed out that the key commitments to protecting and nurturing young children which guide national governments are enshrined in the Convention on the Rights of the Child (CRC) adopted by all African governments, the African Charter on the Rights and Welfare of the Child (ACRWC), the Convention on the Elimination of All Forms Discrimination Against Women (CEDAW), the World Declaration on Education For All, the Millennium Development Goals, declara-

tions of the New Partnership for African Development, and in national constitutions and poverty reduction strategies. Together they form a conducive global and regional policy environment for focusing attention on the young child. Six countries in Africa have completed specific ECD policies and eight more are in the process of completing them. Ms. Aidoo stated that countries with 'existing robust social policies, well defined children's policies' and coordinated sectoral policies and strategies may not require a specific ECD policy.

Significant progress has been made by some countries in sectors affecting the well-being of young children, nutrition, water and sanitation, care, stimulation, learning, social protection, family and community empowerment, and progress in national and regional institution-building for the protection and well-being of young children. Two countries are now offering free birth registration. However, nine of the 14 countries where child mortality has increased are in Africa; and the number of malnourished children has grown. She concluded that neonatal, under-fives and maternal mortality rates remain unacceptably high on the continent. Seventeen percent of children die before the age of five. High demographic growth rates in Africa have a disproportionately nega-

Most children in sub-Saharan Africa have a difficult start in life... despite significant efforts to ensure children's rights.

Agnes Aidoo, UNICEF Consultant



tive impact on the youngest of the population, in the sense of the urgent need for social services to keep pace with growing demand. She attributed the difficulties in fulfilling child rights to survival and development in Africa to poverty, external debt, inadequate policy support and services, HIV/AIDS, conflict and, in some cases, to harmful cultural practices.

The HIV/AIDS pandemic undercuts family life and also impacts disproportionately on young children, producing a high rate of orphans, and a growing number of maternal orphans which signifies a new and particular danger for the survival of the young child. More than 95% of young children in Africa do not have access to care facilities, early stimulation programs or non-fee paying preschools. Even children under the age of eight are subjected to some of the worst forms of child labor and child trafficking in several countries of the region.

In terms of policy development, five of the eight MDGs address issues affecting the health, nutrition, education and well-being of young children. However, policy frameworks such as PRSPs, Sector-wide approach programs (SWAp) and NEPAD documents have little or no focus on the young child and they are too sector-oriented, which is inimical to the development of the integrated programs needed to promote the overall well-being of the child. The first generation of PRSPs omitted focus on the child of 0-3 years, lacked a life cycle approach (taking into account the child from 0-8 years) and yet the PRSPs 'have become the substitute national development plans for many countries'. The presenter stated that from the perspective of ECD, 'the PRSPs generally have no child focus, analysis of child

poverty and deprivation, or attention to families. Early childhood care and education are generally missing'. Ms. Aidoo went on to note that, with the exception of girls' education, a gender focus was absent from the PRSPs, even as regards women's role in agriculture.

Economists and the World Bank have recently started to pay attention to the consequences of neglecting the development of the young child. Ms. Aidoo challenged governments to demonstrate the will to develop national ECD policies and programs, for research institutions to further our understanding of young children's needs and sound community based ECD programs, for governments and partners to build and strengthen technical capacity for ECD policy and implementation, in order to encourage partnership, cross-sectoral linkages, and for investment in ECD.

Expanding and Improving ECD Services in Sub-Saharan Africa

- *A strategy which is not financially sustainable is no strategy – and a plan which remains without financial backing is no strategy.*
- *EFA goals clearly state the priority ECD group: vulnerable and disadvantaged children*

Mr. Mingat also took note of the MDG and EFA aims to target the most needy young children unreached so far, particularly rural children, and also noted clear common goals between MDGs and PRSPs addressing water, health, nutrition and the education of children. There is a wide range of coverage and quality in the provision in ECD services Sub-Saharan Africa. Currently Ghana has

an ECD GER of 45%, the Gambia has 18% and Burkina Faso 1%. Mr. Mingat stressed the demonstrable correlation between GNP per capita income, school survival and promotion rates, and ECD coverage; and between ECD coverage and nutrition status, morality rates and gender in education indicators by country. Given the low development of ECD services in the region, estimated at 9.9% overall in 2002, and the lack of significant improvement over the last decade, there is a need to produce a new, effective ECD strategy. It should address the totality of young children's needs through an integrated, multisectoral strategy and target an increasing proportion of children. The two age bands need appropriate outreach mechanisms, reaching the 0-3 year olds through support to the family, and the 4-5 years old children through the services of a structure outside the family. While programs for infants need to focus on health and growth, those designed for children of four to five years must incorporate socialization and cognitive stimulus.

The relatively high cost of formal pre-primary education is not cost-efficient since it increases the chances of primary survival by a low margin - 1.2 years - but costs on average 40% more. Mr. Mingat concluded that the current formal pre-primary model is therefore not suited to the African context and called for a search for affordable, appropriate, cost-efficient models. He joined Ms. Aidoo in advocating for developing community-based ECD services, some of which have been shown to generate similar benefits for children at much lower public cost, at an affordable 6-8% of per capita GDP versus an unaffordable 17% for formal preschool; and

they have the particular advantage of functioning well in rural areas.

Services to be delivered through the family and those requiring the attendance of children in some common locality or area need to be differentiated, yet combined

into a viable total package. There is a second distinction to be made, between services targeting the whole community but which have a particular relevance for the survival and growth of the young child, namely the provision of clean water, sanitation, food security,

improved agriculture etc., and those which specifically target the young child, among them maternal and child health care. An ECD strategy has to ensure that the former are in place through coordinating and monitoring existing social service mechanisms. The latter will require specific financing and programming.

Three tasks are pertinent to the design and delivery of a new ECD strategy:

- identifying the institutional structures for attaining MDGs and EFA goals relevant to the young child;
- analyzing the cost of the program, listing the human and financial resources needed; and
- drawing up a financing plan.

A new ECD strategy must take cognizance of the financing options available:

- program coverage is determined by the availability of sustainable funding;
- trade-offs need then to be made between quantity and quality on the one hand and between specific



service features on the other; priorities need to be clear; and

- selectivity or target group identification is an essential component of a program sequenced over several decades; selection criteria therefore need to be identified together with phase targets.

It can be argued that, given the overall systemic benefits of ECD in terms of increased school performance, the benefits of ECD to primary schooling far outweigh the costs. However, research is still needed to identify the specific model of pre-primary education which is most efficient in terms of educational type, to add to the information now available on cost (the present study), financing (Nzomo, below) and ownership/ management (Ngaruiya, below).

Mr. Mingat proposed that one way of responding to the affirmative tone of EFA goals is to offer supplementary services to the most disadvantaged children (for example, special nutrition packages), or free or highly subsidized services. While it was proposed that approximately 5% of the education sector budget could in many countries be set aside for ECD – possibly managed by another line ministry, such as social services, or health – the totality of the ECD budget including sectoral contributions from health, education, social services, etc., would be manageable at a level of, for example, 0.1% of GNP by 2015. He stressed several times that selectivity would impose hard choices from the start but that if the goal of reaching the most vulnerable children first was kept in mind, it would serve the program well over the necessarily long period it would take to finally

reach universal coverage, well beyond the year 2015. The important factor would be to start immediately.

DISCUSSION

Hon. Joseph Danquah Adu, Deputy Minister of Women and Children's Affairs, Ghana, explained that ECD had been strategically placed under his Ministry rather than under the Ministry of Education in order to achieve a cross-sectoral and integrated approach to ECD programming. It makes no sense to talk about preschool if there is no water in the village, no nutrition program or health services, and he stressed the importance of birth registration. There is no country that has achieved any sustainable development without investing in its children, who are the roots of the tree of development.

Mr. Peter Hesse, Director of the German foundation Solidarity in Partnership for One World in Diversity, spoke of the foundation's work in Haiti and affirmed the critical role of 'starting early' and investing in education for the young child. Hon. Constance Simelane, Minister of Education, Swaziland, requested more information from Ms. Aidoo on zero grade models and on models of community-based early childhood education, particularly for children in child-headed households. A UNESCO delegate from Latin America noted that UNESCO had information on diverse formal and non-formal ECD models in Latin America, which could be disseminated more widely. He reiterated the need for providing differentiated program support for the 0-3 and 4-5 year-old children; and for emphasizing

ECD providers need to involve fathers more in ECD and parenting programs.
A. Aidoo, UNICEF Consultant

the different training programs for ECD teachers and primary teachers. In his view, ECD should be part of compulsory basic education.

Hon. Batilda Burian, Deputy Minister of Community Development, Children and Gender, Tanzania, said that her Ministry was mandated to coordinate programs targeting the young child, including ECD. Tanzania has translated the MDGs into a National Strategy for Growth and Poverty Reduction, known as the Mkukuta policy. However, she noted that the concept of free and compulsory early childhood education had not yet been incorporated into the second goal of the MDGs, that while immunization services were free in Tanzania, preschool education was fee-paying, and that the school feeding program did not extend to preschools. She felt that linking adult education programs to ECD would be an important strategy for the future, to encourage illiterate mothers to put their children into ECD programs.

Mr. Calixte Kayisire, an inspector of schools in Rwanda, requested clarification from Mr. Mingat on his statement: 'a strategy without costing is not a strategy'. He felt that many ultimately successful projects start from humble beginnings and only gradually achieve their final goal, a house for example, or a national education program, which might not be fully financed from the start.

Ms. Françoise Caillods, the Deputy Director of IIEP, asked Mr. Mingat if the studies he presented had looked at the child's socioeconomic status, that is, if the extra two years that ECD-leavers gained in primary school education held true for low-income children as well as higher-income children. She also requested infor-

mation on the characteristics of what so-called 'good' community schools.

Mr. Steven Obeegadoo, the former Chair of the Bureau and of the Caucus of Ministers of ADEA, felt that ECD had grown into a powerful concept as the building block of education. Mauritius had two programs to share with colleagues. First, the Bridging the Gap program which made the transition from preschool to primary easier, in which teachers from primary schools and preschools are brought together to share information, thus minimizing the psychological shock of entry to primary school. In a second new and experimental program, the environment of the primary school is tailored to suit the needs of the young child, with growing support from the parents.

In response to the floor, Ms. Aidoo said that while families provide the health and nutrition inputs for the 0-3 year-old children, they need support and mentoring to ensure that good practices are being maintained in the home. ECD programs often communicate to mothers only but this needs to be changed: fathers should be more involved. Providers should draw fathers into ECD parenting programs. With regard to community support, Ms. Aidoo referred not only to financial inputs but to the many other contributions that communities can make, for instance in providing child-friendly spaces or facilities for ECD programs. Churches have been particularly active in this. Turning to policy frameworks, she said that governments could be overwhelmed by the plethora of international frameworks and declarations such as SWApS, PRSPs and MDGs, and that it was important for each government to draw up its



own national ECD plan, which could then incorporate international inputs. Another lesson learned was the need for intersectoral coordination on ECD to include

The state has the obligation to ensure the rights of children to ECD.

Agnes Aidoo, UNICEF Consultant

multiple partners, despite the entrenched sectoral approach of governments. Finally, the provision of ECD support is the obligation not only of parents and communities, but also of governments.

Mr. Mingat emphasized that it would serve no purpose to declare ECD compulsory and free without a financing plan. He recommended setting affordable and achievable targets for ECD, followed by concerted action to reach those realistic goals. Planning would envisage phases of development, as the Inspector had suggested, and would detail phased financing guided by initial financial costing and planning to determine and source the required funding at each stage. He confirmed that the poor and disadvantaged ECD attenders did indeed remain in primary school on average two years longer than non-ECD attenders. As regards good practice in community based ECD programs, he noted some essential inputs: initial capacity-building for community founders and managers; a program of activities or curriculum to follow; close, regular professional support at a rate of about one coordinator per 30 community ECD managers/teachers; and a sound monitoring and evaluation component built into the program which would guide regular program revision. He highlighted the need for well planned and carefully implemented ECD programs.

The Chair concluded the session by appealing to delegates to think ‘outside the box’, beyond the school-based education systems inherited

from colonial times and back to precolonial times when learning predated the introduction of schools. Learning in Africa was never dependent on schools in the past. She urged new thinking, and the freedom to design affordable and innovative ECD models which would constitute

culturally appropriate and quality learning spaces for young children. She asked that decision-makers bestow on themselves the freedom and the courage to create viable early education models for Africa.

An ECD program can be phased and financing can also be phased. But it has to be costed and planned at the start if it is to constitute a strategy

A. Mingat, IREDU,

**A. IN-DEPTH PARALLEL SESSIONS
ON EFFECTIVE LITERACY PROGRAMS**

SESSION A 1. VISION, POLICY AND STRATEGY: ANALYSIS AND PROSPECTS FOR FUTURE DEVELOPMENT

The in-depth sessions provided both presentations and round table discussions; and were, in each case, followed by open discussion from the floor. In some sessions a film was shown to highlight a specific experience on the ground.

Chair:

Hon. Naledi Pandor, Minister of Education, South Africa

Panelists:

Tonic Maruatona, University of Botswana; Hon. Amadou Diemdioda Dicko, Minister of Education, Burkina Faso; Timothy Ireland, Director of Adult and Youth Education, Ministry of Education, Brazil.

Visions, Policies and Strategies for Increasing Literacy in Africa

- *Literacy goals and programs should be clearly articulated in national development and education plans: this is the first step in increasing literacy*
- *The second step is to mobilize funding*

International, regional and SSA national statements on visions for the future were compared with current policies, plans and implemented programs on literacy. The main concern of Tonic Maruatona was that visions

are not always translated into policies, plans and programs. Definitions of literacy were reviewed, mainly the functional or conventional approach associated with the notion of human capital (Kenya in the 1990s and most African countries), and the transformational approach, which aims to empower individuals and communities (Freirean and REFLECT approaches in several countries). Different concepts of literacy give rise to varying literacy program models, even within the same state, despite the official policy (if such a policy exists).

The speaker exposed a tension between the generally shared position which views literacy as a worthwhile investment and a second view – promoted primarily by the World Bank – which states that due to low returns on investment in literacy (claims as yet unproven, according to the Global Monitoring Report 2006) primary education should be privileged. The African Union and NEPAD declare that a dynamic approach to human development is needed and articulate a broad vision for eradicating illiteracy. However, NEPAD plans lack an explicit statement on the targets to be attained as regards education and literacy, and lack gender-sensitivity.

A decentralized approach to adult literacy strengthens local literacy providers, as exemplified by the South African of Adult Basic Education and Training program. Centralized curriculum does not serve the interests of African learners.

Tonic Maruatona, University of Botswana



At the national level, the presenter argued that social equity and the attainment of literacy should feature explicitly in documents stating the national vision. Wide national consultation to develop a national policy on literacy is likely to lead to a successful program, as in the case of Botswana. Some countries have a separate and discernible literacy policy in their national development plans, some subsume it under basic education (Botswana), others place it as a component of an adult education policy (South Africa) and others have no identifiable literacy policy yet they carry out literacy programs. Countries which have reached the stage of successful national program implementation, such as Rwanda, have established literacy support systems. In general, however, there is a wide gap between focus on schooling and focus on literacy, pointing to the urgency of placing literacy programs on an equal footing with formal education. It is recommended that literacy programs be incorporated into a conceptual framework of lifelong learning in education sector plans, but clearly identifiable, so as to attract more attention and targeted funding (Rwanda); they should be decentralized to respond better to local demand (South Africa) and dispel blockages caused by overcentralized programs; use mother tongue (Mali); consult widely when developing national policies and programs (Botswana); incorporate gender-sensitive approaches (Namibia); and develop sustained partnerships with non-governmental organization (NGO) providers (Senegal, Zambia) and the private sector (South Africa).

Integrating Literacy and Non-formal Education into Burkina Faso's Education Policy

- *Linkages between formal and non-formal systems are vital to the success of both*

Hon. Amadou Diemdioda Dicko recalled the literacy campaigns 'Alpha-Comando' and 'Bantaarè' in 1986 and 1991, and noted the creation of the Ministry of Education and Literacy in 1988. The establishment of permanent literacy centers in 1991 had marked the beginning of an accelerated literacy program. He explained that the government had taken on the challenge of fighting high adult illiteracy rates of 70% and increasing schooling for children, and a GER of 57% at primary level. A major goal is the integration of formal and non formal systems of education. Indeed, the non-formal sector is perceived to be able to fill the gaps that the formal system is unable to address.

However, he listed a number of serious problems bedeviling an otherwise successful program, including inadequate financing for literacy programs. French, the official language, is used in formal schools and official transactions in the country continue to be carried out in French. This creates a hostile environment for the newly literate who have followed mother tongue courses, a program option based on sound pedagogical advice. The solution, as enunciated in 2000, was a bilingual education., Thinking in languages other than one's own is a voiding of one's culture, and also impedes creativity. The Minister believes that literacy has the added benefit of anchoring and preserving indigenous

culture and knowledge. Noting that languages cross borders, he suggested that Burkina Faso village literacy centers could serve neighboring countries. The Deputy Minister also emphasized the immediate needs of the increasingly youthful population for learning a viable skill or trade and considered that literacy and technical/vocational education should be integrated. He described the current formal and non-formal education systems as integrated and interactive in Burkina Faso.

National Policy for Youth and Adult Education in Brazil

- *Since 2003, radical transformation of policy and practice has been achieved in Brazil, prioritizing literacy programs for youth and adults within a new lifelong learning framework*
- *Literacy agendas are seen as the foundation of social inclusion*

On behalf of the Vice Minister of Education of Brazil, Timothy Ireland stated that the Ministry was honoured to share their experience of re-invigorating their literacy program as an integral component of the national development policy. He presented the National Policy for Youth and Adult Education. Giving some background, he said that of the 35 million illiterate people in Latin America, 40% are Brazilian. In the past, Brazil had undertaken several literacy campaigns, but to little avail. The census in 2000 reported that 16.2 million of the nearly 120 million Brazilians were illiterate and more than half the population over 15 years old had not completed primary schooling. Furthermore, reading skills tested in primary and secondary school presented

evidence on the low educational performance or educational exclusion of a high proportion of children: almost 60% of fourth graders were not fluent readers, while 42% of junior secondary completers had reading difficulties. Analysis indicated that exclusion from education was correlated with other forms of social, economic and cultural exclusion in the society.

In 2003 the Lula Government drew up a new policy of educational inclusion to provide lifelong access to education for all Brazilians. The policy on adult and youth education (AYE) seeks to establish an independent identity for AYE responding to the diverse learning needs of adult and young working people, to the nuances of Brazilian ethnic, racial, gender, social, environmental and regional diversities, within the perspective of lifelong education for all.

The policy of 'responsible decentralization' promotes the principle of joint social responsibility for education, involving dialogue with civil society organizations, universities and with com-

munities, to establish priorities and strategies for non-formal education. The pro-poor component in the national education policy is premised on the fact that the poorest half of the population possesses 10% of the national income. To this end, the government has facilitated a dialogue between education programs and social inclusion programs, centered on the national Income Transfer Program (Bolsa Familia) and which focuses on the poorest of the poor.

Until 2003 the call for EFA had been interpreted as primary education for school age children.

Timothy Ireland, Ministry of Education, Brazil



Based on data collected between 2003 and 2005 and an analysis of the evolving policy, the speaker enumerated factors which had contributed to the success of recent literacy initiatives in Brazil and pointed out areas which require further attention. A Secretariat of Continuing Education, Literacy and Diversity (SECAD) was established and, within it, a Department of Adult and Youth Education, to coordinate the different aspects of youth and adult education within the Ministry of Education. Literacy programs were designed for the long term, linking different program components, including training in the workplace. An investment of USD 570 million was made in literacy programs over three years and a sustainable fund has been created to finance AYE for the first time in Brazilian history.

It is now felt that an interministerial body is needed to assist in formulating government policy on AYE, to coordinate the wide range of governmental and nongovernmental actors, and to mobilize funds. One lesson learned is that effective, democratic literacy programs cannot be achieved by cheap ad hoc measures. The government should therefore identify additional sources of funding; and further invest in the training of teachers and reading materials. Finally, a national evaluation plan must be drawn up to evaluate the quality of the program, the coverage, the level of equity achieved, the range of diversity, and program sustainability.

The principle of methodological plurality is understood as a means of guaranteeing respect for the diversity of learning needs... in addition to cultural, territorial, racial-ethnic and other specificities.

Timothy Ireland, Ministry of Education, Brazil

DISCUSSION

After much discussion on the definitions of literacy and of non-formal education, and operational examples of both, participants concluded that although there was no consensus, diversity should be respected. Regarding the development of a vision for literacy and non-formal education in Africa, it is time for Africa to articulate its

social vision that incorporates literacy. This would result in a shift from the current paradigm of developing literacy programs at central level to designing programs based on the knowledge, needs and skills specific to learner communities.

Some participants noted the difficulty in determining points of entry to both formal and non-formal education systems, feeling that these systems served different purposes and should remain separate. The

majority view, however, was that articulation between formal and non-formal programs was essential and was demonstrably feasible, as in the case of Burkina Faso. The question of the effectiveness of literacy campaigns was also debated, triggered by the negative experience of Brazil. There were strong views on either side and the issue was not resolved.

The Burkina Faso case demonstrated effective linkages between formal and nonformal systems of education, to the benefit of both.

It was agreed that the state should play a strong role in the formulation of an innovative vision for literacy and in the mobilization of partners and funds. Further, participants emphasized the need for training literacy teachers and noted the contractual arrangements for employing the teachers in Brazil.

SESSION A 2.

EFFECTIVE AND PROMISING PROGRAMS

ROUND TABLE

Chair:

Vincent Snijders, First Secretary (Education), Netherlands Embassy, Lusaka

Panelists:

Kassa Diagne, Project Director, PAPA II (Senegal); and Papa Madéfall Gueye, Deputy Director, EENAS-SA (Senegal); Sonja Fagerberg-Diallo, Director, Associates in Research in Education for Development (ARED) (Senegal); Anne Rhuweza Katahoire, University of Makerere (Uganda).

Refocusing Education Provision: Towards Demand in Senegal

- *Non-formal literacy programs continue to suffer from lack of recognition in Senegal*
- *Outsourcing has improved on multiple aspects, in particular in diversifying literacy programs*

An overview of diversification in the provision of non-formal education provision was carried out in Senegal. Kassa Diagne and Papa Madéfall Gueye explained that the outsourcing approach used in Senegal works through partnerships and is characterized by a consultative approach and the sharing of roles and respon-

sibilities between the state, civil society and actors in non-formal education. Outsourcing has managed to:

- increase the diversity of programs offered in Senegal;
- augment adult education funding;
- improve on national capacity for offering adult education programs and on skills, including teaching skills, at all levels of the programs; and
- successfully mobilize actors both internal and external to support literacy programs.

The state funds and guides the process. The basic principles of the system include participation, partnership, contract employment, coordination, transparency and decentralization/devolution. This has enabled civil society organizations and other players such as craftsmen, Koranic schools, and others, in partnership with communities, to be engaged as non-formal education providers, for the purpose of promoting diversified education for target populations. Courses are based on learner/client needs and on a thorough analysis of target communities. The courses are generally innovative and of a higher quality than previous non-formal education programs. This has led to greater articulation between formal and non-formal education programs.



Three programs were examined in detail: the Integrated Adult Education Program (PIEA); the Vocational Project for Neoliterates (PAFNA) – an experimental vocational skills training program for neoliterate youth, which includes business management skills; and the new Qur’anic Schools Program. PAFNA functions through a contract drawn up between the artisan and the program, which lists a set of competencies to be acquired in 14 months. Mother tongue is used as the medium of instruction, so that learners fully understand the program they are embarked on and can evaluate their own progress, with the help of a supervisor. Using the ‘faire-faire’, outsourcing or getting-it-done approach, the project is run under the Integrated Adult Education Program which seeks to eradicate illiteracy and contribute to meeting EFA goals.

Challenges remain, however. First, the importance of the role of non-formal education in development has not been fully recognized. Second, the project is heavily dependent on external resources with little progress in the mobilization of local resources. The trainers are under-qualified and their knowledge of French is poor. Training should be available for vocational, non-formal educators. The study recommended that in order to sustain and improve on the successful aspects of the project, partnerships and decentralization must be intensified, strengthening the preparation phase between beneficiaries and communities. In short, programs require more diversification, and innovations should be sufficient to make the program a base for lifelong learning.

‘Neoliterates feel empowered and are glad at being able to manage daily challenges confidently in the community and in their personal lives.’

Reported in an ARED evaluation, Fagerberg-Diallo, ARED (2006)

Approaches and Processes Focused on Learners: The Link between Non-formal Education and the Creation of a Literate Environment

- *Literacy programs in Senegal benefit not only from the outsourcing, ‘faire-faire’ mechanism and the use of African languages, but from local adaptation of recent, empowering adult education approaches*
- *Non-formal education has its own unique and valuable contribution to make to the education sector and should be supported to continue evolving and innovating in its own inimitable way, within a holistic, national system of education, complementing formal education*

The target of eradicating literacy has been replaced with the more ambitious goals of creating a literate society based on the principle of lifelong education and the development of learning societies, and of linking the acquisition of literacy skills with personal and social transformation. Sonja Fagerberg-Diallo outlined work being done to develop non-formal education in Senegal and through Associates in Research in Education for Development (ARED) programs, whose areas of operation include teacher training and publishing, to upgrade the skills of underqualified teachers and to provide reading materials which are in acutely short supply. This is particularly true of those which are culturally attractive to readers. Programs have been designed to promote the use of indigenous languages as languages of in-

struction and to validate local knowledge and culture. Her experience had mainly concerned programs for Fulfulde/Pulaar speakers in Senegal. Bilingual programs (indigenous language/ French) had also been successfully implemented.

According to evaluations of these programs, the interventions have had positive effects in both anticipated and unanticipated areas such as the enhanced participation of new literates in community associations and social activism, and what the learners would call a positive impact on their lives in general. Due to the use of community participation methods such as REFLECT,

Increased financing is urgently needed for teacher training and for publishing in African languages

Sonja Fagerberg-Diallo, ARED, Senegal

books over the last five years. This has responded to unanticipated demand and created new demand for materials in the mother tongue.

The presenter concluded that the formal system exhibited a number of inefficiencies in terms of coverage and low learning levels attained, which could be remedied by the non-formal system. The advantages of non-formal systems included flexible schedules to meet the needs of working adults, community management of programs, and the use of local languages. She therefore argued against the dominant discourse aiming to dovetail non-formal education with formal education. She also made

while individuals deployed literacy for personal use, communities started to create a literate environment for their personal needs, and to carry out their daily tasks more efficiently. ARED has published and sold 70,000 indigenous language

the point that the study of African languages and the promotion of literacy in local languages was a powerful means of promoting culture. Increased investment in non-formal education is recommended, given the value-added contributed to overall education systems; the further development of African languages for use in this sector; and the use of indigenous culture and knowledge in all educational endeavors.

Examples of Beneficial Formal/Non-formal Connections in Africa

- *SSA benefits from increasing systemic, institutional and programmatic links between formal and non-formal education systems*

Anne Katahoire gave an overview of several promising interactions and bridging mechanisms between formal and nonformal education programs. Levels of illiteracy in Africa are high and will remain so despite the large variety of literacy programs in Africa, unless they become more efficient. Existing programs are characterized by inadequate language policies and lack of recognition of learners' prior knowledge. On the positive side, there is considerable innovation in strategies linking formal and non-formal systems of education through some systemic but several institutional and programmatic mechanisms.

Evaluation indicates improved learning outcomes and more efficient institutional management and provision where formal/nonformal links have been established.

*Anne Katahoire
Makerere University,*



First, structural linkages were identified where policy frameworks have been established to implement life-long learning, encompassing formal and non-formal education, and the National Qualifications Framework and accreditation initiatives (South Africa and Namibia). Another case that transcends the dichotomy between formal and non-formal education is community schooling, serving as an alternative system within formal education (Cape Verde). Second, institutional linkages spanned a variety of activities, such as open and distance learning for training teachers in both formal and non-formal systems (Botswana and Sudan); and the flexible and culturally sensitive curriculum which is used in both formal and non-formal systems (Mali, Burkina Faso and Niger). In Uganda, Kenya, Mali, Sudan and Botswana, management, control, ownership, provision and financing of community schools and learning centers demonstrate effective collaboration between government, international NGOs and communities. Third, programmatic linkages connect literacy with productive and developmental activities: in Basic Education for Urban Poverty Areas (BEUPA) in Uganda; activities of the African Institute for Economic and Social Development (INADES) in several countries; ECD and adult education linkages (South Africa and Uganda); and the University Village Association Rural Literacy Program's use of educational technologies in combination with face to face sessions (Nigeria).

In conclusion, the development of a more holistic concept of education is likely to improve the efficiency of educational delivery in sub-Saharan Africa, where

Educational systems cannot fulfil their aims if focus is given only to formal education.

*Anne Katahoire,
Makerere University,
Uganda*

the formal system functions alongside other systems. It will also enhance the probability of achieving EFA goals. Anne Katahoire advocated for more attention to non-formal education; the establishment of a supportive structure offering administrative and professional services to the entire sector; a funding framework that ensures equity in the distribution of state resources across the sector; and a quality assurance system capable of enforcing rigor in the system. While the presenter called at times for the 'integration' of formal and non-formal education systems, it was an appeal for encompassing them and other forms of education within one holistic concept of education and within one funded and managed system of diversified education, rather than a call for integration in the sense of merging the two or of obliterating their distinctive and positive features.

DISCUSSION

Koumba Boly Barry from the Swiss Agency for Cooperation and Development called for the recognition of diversity as the hallmark of a truly responsive and effective literacy program in Africa. She noted the many innovative policies and interventions that had been presented. In her opinion, Africa has taken off on literacy programs, and in the right direction, but these innovations require support.

Participants called for proof of the effectiveness of the success stories presented. Susan Opper of the World Bank asked if specific programs had been evaluated and if any tracer studies had been conducted; and Soumaila

Diakite of the Canadian Embassy in Mali and Pierre Balima of the Ministry of Education of Burkina Faso likewise called for tracer studies on the first graduates of the Senegalese programs. Panelists replied that the graduates were being monitored and that many of them had found employment. In response to doubts raised on the certification of nonformal courses, it was reported that the relevant Minister was currently signing certificates and that the system of certification was under review. Second, another major concern was scaling up. A Minister for Technical Education and Professional Training was pessimistic about current approaches and cited the Japanese experience where citizens either volunteered to participate in campaigns or had to forego part of their salary. He called for strategies to assist in mobilizing the citizens of Africa.

Third, several participants addressed the perceived tension between creating a supportive literate environment and the use of indigenous versus official European languages, noting that national business was still being carried out exclusively in official languages, and that only persons literate in those languages were appointed to senior positions, including political posts. This created a cleavage between the two worlds of literates. By way of a solution, it was suggested that the multiculturalism in Africa should be seen as a resource rather than an obstacle to development. Bilingual education was recommended. Nevertheless, it was felt that a complete revision of reading material available was essential for the creation of a literate environment, in order to support indigenous cultures and languages. The fact that new literates in Senegal were buying out

the 1,500 novels a year under the ARED program was cited as an example.

The Hon. Becky Ndjaze-Ojo of Namibia said that policy makers had little access to the type of discourse on literacy facilitated by the Biennale. She felt that there was little understanding on issues such as the definition of literacy, the value of using mother tongue in education generally and the synergies between formal and nonformal education. She appealed to ADEA to put this information together to support ADEA members in policy making and strategy formulation.



SESSION A 3.

STIMULATING ENVIRONMENTS FOR ENGAGING IN LITERACY

Chair:

Professor Michael Omolewa, Nigerian Permanent Delegation to UNESCO

Panelists:

Peter Easton, Associate Professor, University of Florida (USA); John Aitchison, Head of the School of Adult and Continuing Education, University of Kwazulu Natal (South Africa); Amadou Wade Diagne, Director, Education and Training Support Bureau (CAPEF) (Senegal); Hassana Alidou, Associate Professor, Alliant International University, ISA (USA).

General Introduction on Creating a Literate Environment: Hidden Dimensions and Implications for Policy

- *Development driving forces, particularly decentralization, produce new demand and applications for literacy skills*
- *Literacy skills are most effectively acquired within income generating projects*

The wider development literature indicates that an appreciation of the actual and potential literate environ-

ment of the target learners and the institutional/organizational demand for literacy skills should precede the planning of any specific literacy program. Conventional programs have often planned post-literacy reading materials and provided continuing education programs, but little attention has been given to supporting the integration of neoliterates into existing organizations and institutions where they would assume new functions using new skills in literacy, or to linking them directly and immediately with business opportunities or microfinance which demand the use of literacy. Peter Easton noted that decentralization, local development and democratization have increased the demand for literacy since they require not only the capacity-building of local elites but also of a critical mass of local residents: of those who will lead, those who will replace the leaders in time, those who will monitor the current and future leaders, and implementers; and, ideally, the totality of the community. Literacy and numeracy skills are the foundation of the many evolving skills required for local development and for effective decentralization. First, new technical skills are learned, which often include an introduction to or the development of literacy skills. Second, broadening stakeholder control and organizational accountability becomes possible with the spread of literacy skills. Experience shows that the



most successful literacy programs manage to alternate business/technical skills learning, literacy and practice in both, as the most motivating and effective pattern. There has been more success in linking business learning/development to literacy programs than vice versa.

The phenomenon of multiple capitalization takes place in a growing literate environment: physical capitalization of the improving environment (both natural and constructed); financial capitalization as community resources grow; social and institutional capitalization across new networks and institutions created to support development; intellectual capitalization involving the accumulation of new knowledge and skills; and cultural capitalization, as new cultural meaning grows around new developmental activities. In conclusion, literacy skills are both a driving force for effective decentralization and are essential elements in the development of a functional and accountable decentralized social system.

Decentralization, Diversity Management and Curricular Renewal: Literacy in Four Countries (South Africa, Botswana, Kenya and Uganda)

A study was carried out in two adjacent pairs of Anglophone countries in east and southern Africa,

to determine whether decentralization was serving the purpose of achieving EFA goals and MDGs. John Aitchison listed some positive assumptions about decentralization processes and outcomes and noted that targeting EFA meant a boost for decentralization measures since EFA goals would not be met unless

data sharing was implemented: effective decentralization requires transparent, accessible, understandable, client-orientated information. One of the major problems encountered in the region was a general lack of data and information.

Literacy rates are static in Uganda, despite the most effective decentralization process of the four countries, ongoing since 1992. The number of illiterate people will

increase by 2015, particularly in the post-conflict areas of the north. Literacy rates in Kenya are growing, but so are the absolute numbers of illiterate people, described as 'escalating', while decentralization processes exhibit a number of weaknesses, in the hands of uncoordinated NGOs and private organizations. Most policy documents note the importance of adult education, with the exception of the PRSP for 2001-3. Botswana rates are also static but with a risk of increasing male illiteracy. The system suffers from lack of effective decentralization and only the NGO sector addresses demand and curriculum development in minority languages. Of particular interest is the degree of decentralization appropriate for a nation with a small population, and the manner in which this would relate to literacy programs. South

Decentralisation of adult education was planned, but 'thwarted by [among other factors] weak, inefficient and under-resourced bureaucrats in the provinces'.

John Aitchison, University of Kwazulu Natal

Africa has drawn up a sound legal framework and policy guidelines for literacy programs and has established an impressive but relatively centralized system. However, due to problems inherent in the implementation of literacy programs, and decentralization in general, literacy rates are slow to rise and there is a risk of failing to reach EFA literacy goals by 2015. A review meeting in 2005 recognized that neither South Africa's formal ABET (Adult Basic Education and Training) system nor the more nonformal SANLI (South African National Literacy Initiative) had delivered in terms of results. The Minister of Education criticized the design and orientation of adult education as 'utilitarian and narrow', treating adult learners as if they were children: 'We are doing schooling!' It was reported that by 2006 the reconceptualization exercise instigated by the Minister would be underway.

In most countries, despite supportive constitutional statements on the right to literacy and basic education, literacy policies, plans and processes are marginal to mainstream educational development and often not adequately implemented, despite existing decentralization policies aimed in theory at the diversification of education provision. The study concluded that there is insufficient documentation on good practices in literacy programs with the exception of rare, small-scale examples in Uganda and Kenya; limited evidence of curriculum renovation; and little, ineffective or only very small-scale examples of linkages between literacy and livelihoods. In East Africa, the positioning of adult education and non-formal education in two separate

ministries leads to problems. There was little likelihood of EFA targets being met in any of the four countries.

Evaluating the 'Faire-faire' Strategy in Literacy and Non-formal Education Programs

- *The faire-faire strategy clarifies state and civil society obligations, roles, and tasks, emphasizes learner and local management, and accountability of programs, and has given new impetus and visibility to adult literacy*
- *Faire-faire is proving to be a sound model of decentralization within the education sector*

Amadou Wade Diagne described the 'faire-faire' or outsourcing strategy which was developed in Senegal in 1995 and in the Sahelian countries in recognition of the serious limitations of literacy and non-formal education programs up to the mid 1990s: persistent high levels of illiteracy and uneven growth, and uncoordinated, dispersed literacy programs, lack of regulatory frameworks. There were chronic and acute governmental resource constraints, and lack of monitoring and evaluation systems. Senegal and Burkina Faso were selected for the current study.

The concept of 'faire-faire' as regards literacy and non-formal education programs envisages decentralized programs managed by consensus. 'Faire-faire' does not call for the disengagement of the state but, on the contrary, seeks to attribute to the state the role it is most



effectively placed to play. The state is called upon to reorganize the sector, to set up an enabling framework which encourages partners and learners to participate more effectively in the program, and to mobilize resources. It is a system that involves close collaboration with civil society, NGOs and other agencies, in order to promote coordination and capitalize on the synergies between financial and human resources, and the grassroots experience available to NGOs. The main principles on which the strategy is based are: harmonization of interventions, decentralization, partnerships, participation, transparency and equity.

Assessing implementation, it was observed that machinery has been set up coordinating government and non-governmental networks, as well as consultative bodies. Shared non-formal education development planning systems have been established. This strategy has produced increased enrolments, of over one million learners in the countries under study. Demand-driven literacy programs have been devised in several countries taking account of the need for links between vocational education and literacy programs, flexible and seasonal schedules, and the right of learners to participate in program management and curriculum formulation. A National Fund for Literacy and Non-formal Programs (FONAENF) has been set up in Burkina Faso and has become a model of good practice for mobilizing for and distributing resources across the sector.

The study identified a number of weaknesses in the 'faire-faire' strategy. Among these is the high turnover of top political personnel leading to possible inconsistency in political support. The principles of decentralization

and participation have yet to sufficiently embrace the community and learners. This implies the persistence of a system directed and controlled by government and NGOs.

Using African Languages in Literacy Programs (Benin, Burkina Faso, Cameroon, Mali, Tanzania, Zambia)

- *Rare instances of coordinating adult literacy and non-formal education for adolescents indicate promising directions*
- *A multicultural and multilingual approach to language in education was recommended*

Hassana Alidou said that African countries had committed themselves to a number of protocols which clearly called for the promotion and use of African languages. The African Union and NEPAD underscore the importance of mass literacy for economic development, peace and democracy. However, there was an enormous gap between declared language in education policy and educational practices across the continent. Only Tanzania had successfully implemented such policies, using an African language (Kiswahili) as the language of instruction for children's and adults' literacy programs: the country had achieved a 70% literacy rate. She also noted experiments in bilingual education in Mali, where each village is to have a primary school and a learning center, and efforts in the area of publication in indigenous languages in Burkina Faso.

In Africa, indigenous languages are generally used for literacy programs and official (European) languages for

formal school programs' this explains low outcomes of formal education programs. Governments needed to recognize the importance of language and culture in the attainment of EFA goals and to commit to implementing relevant policies. In the presenter's view, there should be a paradigm shift marked by innovation: she advocated the creation of an appropriate post-literate environment through the promotion of indigenous language publishing; and for recognition of the gender implications of language policies, at the formulation and implementation stages of programming. She recommended that African expertise be used in the development of literacy policy and programs; and for a multilingual and multicultural approach to language policy development in Africa.

DISCUSSION

Ingrid Jung of InWEnt, Germany, noted that the literacy programs traditionally focused on supply rather than demand. In her opinion, it is only when literacy programs meet people's needs that they become relevant. National policy for the development of literate societies should be a component of the broader framework guiding the achievement of integrated and decentralized development. Countries also needed book policies and programs offering credit and support for book distribution. She advised that national publishers should not be excluded from the national textbook market. She also called for national institutions of educational research to be included in monitoring the effectiveness of literacy and book programs.

Participants then addressed three main issues: decentralized approaches to running literacy and non-formal programs, the nature of a literate society and the importance of recognizing a specifically African context of literacy. First, there was debate on the difference between decentralization, outsourcing and partnerships typical of the 'faire-faire' approach. Second, it was agreed that there was a need to define the literate environment more broadly, going beyond the acquisition and use of literacy skills, to include the utilization of radio, television and ICTs in programming. A literate environment is more than the sum total of people using literacy skills. Acquisition, development and use of literacy skills are equally important. Third, the deliberate creation of a literate environment today in Africa should legitimize and celebrate African competencies linked with literacy, such as the highly developed skill of oratory.

It would be useful to identify a hierarchy of literacy skills which could be of use to future literacy programming. It was agreed that the assumption that literacy programs are significantly cheaper than formal education should be abandoned as it is leading to underinvestment in literacy. These conceptual discussions led Hon. Pandor, Minister of Education for South Africa, to point out that there had been a surfeit of theoretical discourse and that Ministers were looking for good practice.



SESSION A 4. MOBILIZING RESOURCES AND CAPACITY BUILDING: IMPROVING PROGRAM COST-EFFICIENCY

ROUND TABLE

Chair:

Máire Matthews, Education Advisor, Irish Aid

Panelists:

Veronica McKay, Director, Institute for Adult Basic Education and Training, UNISA, South Africa; Alice Tiendrebeogo, Director, National Fund for Literacy and Non Formal Education (FONAENF), Burkina Faso; Binta Rassouloula Sall, Program Coordinator, CCS/EQPT/EUF, Senegal; David Archer, Head, International Education, ActionAid, UK

Capacity-Building of Adult Educators in South Africa, Botswana and Namibia

- *Investment in adult educator development is a neglected but vital component of adult education programming*

Veronica McKay examined the challenges of training a cadre of adult educators in the wake of changing needs of learners and described the different modalities currently available for building capacity. She referred to the heavy burden facing adult educators in the field. In

order to meet the knowledge needs of the poor, educators would have to play more complex roles which, in turn, requires further training and a stronger relationship with formal educators. At present, adult educators teach a wide variety of programs, including basic literacy and numeracy, yet in some countries, given the short two weeks induction they are given, they can be considered essentially as untrained teachers. High-quality training for adult educators is now required and is being provided at university level. There is, however, a need for mass training without compromising quality.

The presenter was of the conviction that other partners should and could be involved and that distance education should be explored to enhance training provision for adult educators. UNISA has trained over 50,000 adult educators and manages to conduct the one-year program for USD 100 per trainee. Both Namibia and Rwanda have also used the UNISA distance courses; Rwanda even translated the course into French. The presenter then discussed the effects of globalization and the need for education to be both lifelong and 'life wide' (the connectivity between the traditional fields of learning and the multisectoral nature of adult learning); also discussed was the need for closer linkages between

Gone are the days when we draw our educators from the street.

Veronica McKay, UNISA,
South Africa



traditional providers of education and providers of training. She advocated for the development of certification and qualifications frameworks to meet the challenges of people with low levels of education. Professionalizing the cadre of adult educators also entails investment in salaries, improving working conditions and the creation of an attractive career path.

Financing Literacy and Non-formal Education, Burkina Faso's FONAEF

- *The establishment of a national fund, such as FONAEF, goes a long way towards the expansion of adult education programs*

Promising literacy programs had been initiated in Burkina Faso, despite serious financial constraints. In 1999, a series of nationwide consultative meetings culminated in the adoption of a ten-year national education plan that gave priority to literacy and non-formal education, and established units in the Ministry of Education to cater specifically for these areas. Alice Tiendrebeogo described FONAEF as a financially autonomous body with the status of a public institution. It sources funds from both the public and private sectors and engages in non-profit activities. The aims of the fund are to raise, increase, diversify and manage contributions from the state, from individuals and partners in the private sector, to finance non-formal education, currently covering literacy programs in national languages and French, and skills training programs. FONAEF cannot at present fund programs for 9-14 year-old children; it subsidizes capacity-building in the field of non-formal education

and has adopted new modes of funding non-formal education targeting the poor, using the 'faire-faire' approach. The government has committed to increase its contribution from 1% to 7% by 2010.

Challenges faced by the fund include the low capacity of potential beneficiaries to access and utilize the funds, insufficient intersectoral coordination and an underdeveloped system of monitoring and evaluation. Achievements include the quadrupling of the initial funds raised, establishment of new partnerships, an increase in the breadth of the non-formal education system and rapid growth in enrolments. Echoing the previous speaker, the presenter said that quality capacity-building at every level of adult education system was recognized as essential.

Costs and Financing of Adult Literacy Programs in Senegal

- *Financing simulation models can assist in guiding policy decisions aiming at increased efficiency of adult literacy programs, thereby attracting increased and diverse sources of funding*

Binta Rassouloula Sall presented the rationale for the development of indicators to guide the financing of adult literacy programs, using the World Bank financing simulation model for education, while noting that literacy is at the same time a social enterprise whose profitability cannot be assessed solely in financial terms. There was high demand for non-formal education in Senegal education but scarce funds available. Although 40% of the national budget is allocated to the education sector since 2003, literacy receives only 0.77%, which

is generally allocated to the administration of the program. Local authorities, communities and the private sector are almost absent among funders. Sustainability is threatened by overdependence on bilateral and other external funding, which underwrites most of the direct learning costs, and high unit costs. In order to guarantee equal access to education in the country, and to non-formal education in particular, new sources of finance would be needed for providing basic education for the 3.6 million illiterate people. Program costs cover: educators, center equipment, office supplies, training materials, monitoring and evaluation, management and operations, institutional support for provider and community capacity-building.

The study found that, on the one hand, the key factors for the success of literacy programs did not necessarily involve financing. On the other hand, the current financial arrangements

Adult education was a sector that, in the beginning, subsisted on charity. In the fight against poverty... sustainable investment in literacy is essential.

*Binta Rassouloula Sall,
CCS/EQPT/EUF, Senegal*

were found to be unsustainable as withdrawal of donor funding would lead to the stoppage of the program. Recommendations included the need to reduce unit costs (which average 35,000 CFA), to improve the quality of adult education programs, to retain

the confidence of current donors, and to establish governmental institutions with the ability to efficiently manage the 'faire-faire' or delegating strategy through an executive agency and a national fund for literacy. It was further advised community capacity should be enhanced in programming, to engage them in the pro-

cess of creating and managing innovative non-formal education programs. Finally it was recommended that a system of evaluation be established.

Indicators and Financing for Literacy Programs

ActionAid and the Global Campaign for Education carried out a survey in 2005, which aimed at providing the type of empirical evidence in demand by policy makers and donors on the effectiveness and costs of literacy programs. David Archer stated that international donors have not taken literacy seriously. The Fast Track Initiative, for example, has no targets or benchmarks on literacy. The survey attempted to systematize information on successful literacy programs and to assess costs, dealing with a total of 67 successful programs in 35 countries. After wide consultation, twelve core 'benchmarks' - including principles and program mechanisms - were identified as components of successful programs.

The survey concluded that mechanisms for the design and delivery of effective adult literacy programs are known. Unit costs per learner in different contexts were calculated, as well as costs for achieving globally agreed goals - that is, successful learning outcomes - as defined in Dakar 2000. A high-quality literacy program that respects the above criteria is likely to cost between USD 50 and USD 100 per learner per year for at least three years. In Africa, indications are that the cost is USD 47 and 68, respectively, for enrolled and for successful learners, and in Asia it is USD 30 and 32. Specific types and examples of adult literacy programs are effective



and affordable. It was deduced that if at least 3% of the education sector budget is allocated to adult literacy programs as conceived in the benchmarks, providers who meet these criteria could be supported through mechanisms such as the inclusion of adult literacy in the Fast Track Initiative.

The study concluded that literacy was an indispensable element for making real progress in development, democracy and poverty eradication. The current marginalization of literacy programs on the development agenda was condemned as scandalous: it was recommended that the FTI should include education provision which goes beyond primary education. The data and conclusions of the survey can arm policy-makers with persuasive arguments to make a credible case to ministries, donors and other partners, for investing in literacy programs.

DISCUSSION

There was debate on funding sources for literacy programs, during which the notion that rural communities should be empowered to pay for literacy programs was strongly contested. It was recommended that non-formal education budgets should be mainstreamed into district budgets. Participants were informed that the government of Burkina Faso makes a contribution of 420 million CFA to the FONAENF out of its total budget of 4 billion CFA. Furthermore, under the 'faire-faire' strategy, some NGOs reportedly give free services while others still demand payment. The strengthening of partnerships with the private sector was recognized as important for the future. In some countries such as

Zimbabwe, factory workers were already benefitting from literacy programs in the workplace. It was concluded that literacy program development requires both vision and time to achieve full implementation: adult literacy programs should be seen as the invisible glue that binds together all the MDG endeavours.

Twelve Core Benchmarks or Mechanisms for Designing a Successful Adult Education Program

1. Building an expanded understanding of literacy
2. Breaking myths about magic lines / supporting sustained learning
3. Asserting government responsibility and decentralized partnerships
4. Supporting ongoing feedback and evaluation
5. Prioritizing payment / incentives for facilitators / teachers
6. Providing quality training and professional development
7. Ensuring flexible timetables and regular and sustained contact
8. Addressing needs in multilingual contexts
9. Promoting participatory methods at all levels
10. Linking work on the literate environment
11. Ensuring USD 50 to USD 100 per learner per year for three years
12. Making the case for literacy in government and donor budgets

ActonAid/Global Campaign for Education

SESSION A 5.

FROM LITERACY TO LIFELONG LEARNING

ROUND TABLE

Chair:

Hon. Lamine Traoré, Minister of Education, Mali

Panelists:

Rosa Maria Torres, Director, Froneis Institute, Ecuador;
Catherine Odora-Hoppers, Visiting Professor Stockholm University (Sweden); Carolyn Medel-Anonuevo, UNESCO Institute for Education, Hamburg (Germany); Anthony Okech, Makerere University, Uganda; Germaine Ouedrago, Association pour la Promotion de l'Education Non Formelle (APNEF), Burkina Faso; Veronica McKay, Director, Institute for Adult Basic Education and Training, UNISA (South Africa).

From Literacy to Lifelong Learning

Literacy is a prerequisite for the achievement of development and of the information society. Rosa Maria Torres pointed out that common misconceptions about literacy hinder the transition from literacy to lifelong learning. Consequently, literacy is generally marginalized in national education policies and funds allocation, particularly in the context of global economic frameworks determining aid flows to the south in which there is an emphasis on economic development and neglect of focus on the improvement in the quality of life.

There is a mistaken notion that literacy can be achieved through short-term ad hoc interventions and that children develop literacy only within school. But literacy learning occurs both inside and outside school. As envisioned by EFA, the duration of basic education was limited to four school years, and literacy does not feature at all in the MDGs. More recent studies have demonstrated that six or seven years of primary schooling are required in order for literacy to become inherent skills in children, and even longer schooling is necessary for mastering the complex literacy skills now required by modern life. In addition, assessment of school learning repeatedly indicates that poor-quality schools cannot guarantee the acquisition of literacy, which means that reforms targetting education quality are urgently needed. As others at the Biennale had recognized, it was not so much that children had 'learning problems' but that 'the main problem lies evidently on the teaching side and on the conventional school structure and culture', which needs reform.

Combatting the digital divide, by democratising the access to and use of computers and other modern information and communication technologies, implies thus a huge literacy effort worldwide.

*Rosa Maria Torres,
Froneis, Ecuador*

The following items are taken as true: literacy is a transgenerational issue. Children learn better in school



if their parents are literate. Child and adult literacy go together. The presenter called for a complete revision of the perception of literacy if lifelong education was to be envisaged. She affirmed that literacy is related to human dignity, self-esteem, liberty, identity, autonomy, critical thinking, knowledge, creativity, participation, empowerment, social awareness and social transformation and, according to recent research to mental and psychological health. These factors all impact on the quality of life, beyond the enjoyment of enhanced economic status. Literacy is a solid foundation for lifelong learning and for participating in the information society. There is renewed recognition that age is not a determining factor for effective learning and that the learning society needs to make available diversified systems, places, means and modalities of learning programs for adults and children, for the whole family and for the community.

Literacy and Globalization: Towards a Learning Society

Catherine Odora-Hoppers argued that, given the asymmetrical power relations embodied in the current configuration of the globalized world, Africa would have to affirm and reaffirm itself by counteracting fragmentation with complementarity, and by validating its heritage of indigenous knowledge. More publishing on African knowledge, experience and literature would enable people to read and learn about themselves. She recognized the impasse which adult education programs had reached in Africa, 'a historic moment of uncertainty', which signalled an opportune moment for relaunching

conceptualization and action on literacy. This was the moment to realign literacy with movements to support good governance, democracy, social justice and to combat anew human deprivation, marginalization and injustice; for literacy to become truly transformational. Attention to literacy and the reconstruction process of literacy programming in Africa would focus the spotlight once more on learning to be and learning to live together.

The presenter argued for a holistic approach to adult learning, as others in the Biennale had done, this time to avoid the fragmented activities that had often been the hallmark of adult literacy programs in the past. She noted the gathering momentum of collective action in civic society in Africa and the growing realization that the future would depend on recognizing, valuing and capitalizing on the human resources of the continent in order to promote meaningful development in the region. Small- or village-scale projects needed to feed into a national vision or experience which would then make a difference and could go to scale. The onus is on governments to validate small and big initiatives so as to draw the maximum benefit for society in general.

Putting Lifelong Learning into Effect: The Challenges for Africa

Carolyn Medel-Anonuevo highlighted the polarities and the fragmented nature of policy discourse on education which need to be addressed: EFA with minimum educational outcomes in the South; lifelong learning with maximal outcomes for the North; and the gap

between literacy and the lifelong learning. As regards lifelong learning, in 1973 the OECD defined the concept with particular emphasis on learning for work. The EFA agenda was made operational after 1990 with an emphasis on basic formal education and its connection to lifelong learning in the South was seen as tangential. Yet lifelong learning has universal applicability. It calls for a complete change in perspective in the way that educational policy is conceived and implemented. Lifelong learning encompasses both formal, non-formal and informal education, and recognizes the community as the educator of life skills from the earliest stages of life. The recognition of lifelong learning de-emphasizes the importance of formal institutions of learning as we know them and embraces a diversity of centers and contexts of learning. It is a framework in which education is democratized and wherein it aims to improve the quality of life. It should be viewed not only as a project which benefits individuals but as a societal project which enhances learning to live together.

Lifelong learning is written into the education policies of a few countries, such as Botswana and South Africa, but even in these countries, it is not fully articulated or operational. It is no coincidence that the poverty divide matches the literacy divide. It was recommended that a lifelong learning policy be articulated within frameworks such as PRSPs and NEPAD, that strategies for exploiting the concept of lifelong learning for the eradication of poverty be developed, that lifelong learning be firmly linked to literacy, and that concrete steps be taken.

Continuing and Expanding Literacy Programs: From Literacy in Basic Education for Adults Onwards in Uganda

Anthony Okech stated that literacy is the mastery and practice of secondary discourse involving writing, and is not to be confused with basic education. For Uganda, literacy is seen as one of the instruments for eradicating poverty and literacy policies are enshrined in all major government policy documents. Yet, in terms of coverage, progress was slow in the mid-1990s, reaching the last districts in 2002, in selected subcounties. Providers include government programs, international, national and local NGOs, and faith-based organizations, which provides diversity in supply but, due to poor coordination, lack of effective supervision, and minimal funding, suffers from dispersion and low quality. Seventy percent of the learners are people who have already had some formal education, some with upper primary education. Up to 80% of attenders are women, while the majority of the facilitators are men. Attendance and completion rates are high, at 80 and 70%, respectively. In Uganda, there is high demand for education beyond basic literacy, which calls out for a government response. In fact, such is the demand for adult education that many graduates continue to attend classes even after completing the course, 'although they kept repeating what they had already learned'.

One among the few programs that have targeted livelihood skills, with attention to literacy, is the BEUPA program, started in 1997, targeting youth and adults. A



preliminary evaluation noted its successes in collaborating with artisans from the community, the attempts to organize apprenticeships for learners seeking practical experience, and the general advantage of this type of program over conventional literacy classes. Yet, it has been argued that full impact on occupational trends cannot be attained without a more holistic approach in literacy education. In Uganda, individual empowerment is attained not through literacy or the livelihoods-oriented programs but only through empowerment focused programs focused on empowerment and which include literacy. In conclusion, most of Uganda's literacy programs have little connection with lifelong learning and, with the exception of one small pilot program, do not benefit from links with the formal education system. Nevertheless, learners have attained useful levels of literacy, higher than that acquired by children at grade four level.

Indicators of the Right to Education in Burkina Faso

The merit of the Burkina Faso development plan for education 2001-2010 is that it deals with education provision for children, adolescents and adults, without distinguishing between formal and non-formal education. For instance, teacher training colleges train teachers for both the formal and the non-formal sectors. A study carried out by a multidisciplinary group of researchers working with the University of Fribourg, Switzerland, was presented by Germaine Ouedraogo and aimed to identify the effectiveness of the basic education system, formal and non-formal, in Burkina Faso. Conventional

evaluation tools, such as those adopted in the country to evaluate their current ten-year basic education development plan, derive from the formal system and run the danger of judging the non-formal system through the perspective of formal education. These tools fail to make valid comparisons between the two systems, and consequently undermine and eventually dilute non-formal education. It is claimed, however, that the so-called 4As approach to evaluation (focusing on the acceptability, adaptability, availability and accessibility of a program) allows the same evaluation tools to be used without prejudice when assessing both formal and the non-formal provision of education.

The major challenge at present is the continuing need for more effective evaluation instruments across Africa which would permit more reliable assessment of the differing formal and non-formal sectors, differing in the sense that they are complementary, with their specific targets. It was recommended that relevant evaluation instruments be developed by the competent authorities and actors involved in non-formal education, and that the 4As approach could serve as a useful basis.

Educational Equivalence Systems in South Africa, Botswana, Kenya and Namibia

Small communities validate knowledge without certification. However, in the larger society, knowledge remains unauthenticated through these same informal mechanisms. A national qualifications framework (NQF) is needed to provide recognition for learning

beyond the local level, and for the purposes of portability, accessibility and transferability of credits, knowledge and abilities. Veronica McKay explained that the South Africa NQF is located within the perspective of lifelong learning which represents an organizing principle for non-formal learning. Lifelong learning and non-formal education converge at the point of validation. Experience in South Africa demonstrates that a NQF can be devised and implemented. The presenter also examined the NQF of Namibia and the emerging NQFs in Botswana and Kenya.

Recognition of prior learning (RPL) is a fundamental mechanism of lifelong learning. The aim is to validate the knowledge and skills of the learners, so that they can be assessed for entry to new formal or non-formal learning programs or for job placement. However, given the wide range of competencies, it has proved difficult to cover the range and the levels so far. Lessons learned in countries with fully developed NQFs include the following aspects:

- NQF-oriented courses find funding more easily than non-accredited non-formal programs but test-oriented study may increase stress and lower the attractiveness of the program for some learners;
- content of NQF-targeted programs may be too heavy for the average learner;
- third, adult educators find it difficult to devise their own curriculum and materials, and it is now recognized that they require predeveloped materials to teach NQF courses;
- professional assessors are needed to implement NQF assessment mechanisms; and,

- RPL remains difficult to apply across the board and is still being developed. Countries would do well to collaborate on this effort, pooling expertise.

In conclusion, experience with NQFs in Africa has illustrated the advantages and pitfalls to date, the latter including the risk of overstandardizing and restricting non-formal learning, and overformalizing the non-formal.

DISCUSSION

Joyce Kebathi, Director of the Department of Adult Education, Kenya, asserted that literacy should give dignity and self-esteem to African people. She and other speakers agreed that people need to continue their education and that this education should be validated. She wondered about the place of literacy in the policy of the African Union. Hon. Becky Ndjoze-Ojo, Deputy Minister of Education, Namibia, urged that policy makers should commit to innovative approaches. She reiterated that there should be a mutually reinforcing link between schooling and literacy and agreed with the assertion that Africans have existing knowledge which should be validated. She was of the view that the integration of Africa could be achieved through education. The Deputy Minister regretted the fact that the policy discourse divide, which is some 34 years old, is still plaguing real progress in literacy programs on the ground; literacy should be used to eliminate poverty, equipping people with skills. Clear objectives and targets with regards to specific target groups and their learning needs should guide the design of programs.



Participants then discussed the need to go beyond the restrictive vision of literacy and the tendency to equate illiteracy with the incapacity to share knowledge. The use of participatory methods such as REFLECT to involve HIV positive persons in acquiring life skills was cited as a positive example. A second debate revolved around the feasibility of NQFs. Problems recognized included the resistance of the formal system towards the certification of non-formal programs, which was demonstrated by the expressed reluctance of some Biennale participants who considered that non-formal programs lacked the required rigor. Others believed that certification would not be necessary: the Director of the Basic Education Bureau of UNESCO gave the example of the Literacy for Empowerment program in this regard.

Previously discussed issues were once again raised: the first was the question of the marginalization of literacy in educational policy and programming in developing countries. It was argued by some that international funding agencies exemplified by the World Bank were responsible for inducing the neglect of literacy by the Governments of developing countries. This was countered by an argument that it was time Africans took responsibility for their choices. A second refrain was the call for less theory and more practice and policy.

**B. IN-DEPTH PARALLEL SESSIONS
ON EFFECTIVE SCHOOLS AND QUALITY IMPROVEMENT**

SESSION B 1.

CHARACTERISTICS OF EFFECTIVE SCHOOLS

Chair:

Hon. Catherine Abena, Secretary of State for Secondary Education, Ministry of Secondary Education, Cameroon

Presenters:

Alice Nankya Ndidde, ADEA Consultant, Makerere University, Uganda; Katarina Michaelova, Researcher, Hamburg Institute of International Economics; Jean-Marc Bernard, Advisor, PASEC

Characteristics of Effective Schools in Africa: A Synthesis of Studies in Madagascar, Mozambique, Tanzania and Uganda

- *Lack of variation between the practices of trained and untrained teachers leads to questions about the effectiveness of teacher development programs*
- *Classroom improvement will depend on exploiting local experience and capacity to design and implement area-specific intervention*

Alice Ndidde's presentation emphasized the need for local research on the characteristics of effective schools and described the methodology that has been used to carry out such research in a region in each of four

countries (Madagascar, Mozambique, Tanzania, and Uganda). Twenty local educators in each country were helped to select characteristics for study, to collect and analyse data on them from 30 schools, and to reach conclusions and recommendations. The studies found the following:

- even though school heads' oversight of teachers is fairly perfunctory their attention to teachers' planning and evaluation of students contributes to learning outcomes;
- there is very little variation in teaching practices, even between trained and untrained teachers;
- schools have some textbooks and learning materials but they are not used effectively;
- classrooms are crowded, but that only in the two countries with very crowded schools does this seem to influence student results;
- there is a weak association between learning outcomes and external supervision of schools; and
- that community involvement exists, but it is only significantly related to students' results in two of the four countries.

Resource Underutilisation

Existing resources in schools are often underutilised (textbooks, teaching materials, teacher training).

Alice Ndidde, Makerere University, Uganda



The presentation concluded by recommending that there should be support for strengthening local experience and capacities to reflect on selecting school characteristics which influence learning; and that the findings of such studies should be used to design and implement locality-specific activities to improve student learning.

Cost-Efficient Inputs: A Meta-Analysis of the SACMEQ and PASEC Evaluations

- *Lengthy preservice training programs added to cost but produced no discernible impact, as compared with practice-oriented programs*
- *Mounting research in Africa points to the cost-effectiveness of investment in pupils' and teachers' materials; and to the benefits of developing effective local teacher support and monitoring systems*

Katarina Michaelova summarized the meta-analysis of the data on 74,000 students in 21 SSA countries which had used multivariate analyses that control for student background, in order to clarify priorities for improving learning based on potential costs and impact. It was confirmed that the most cost-effective inputs affecting learning included: textbooks, teacher manuals, practice-oriented initial teacher training, effective supervision and monitoring, incentive systems. If they are done well, they could add the most to student learning at the least cost. Health and nutrition programs also increased learning effects, and multigrade programs had no negative effect. Repetition was high cost and did not affect learning, while double shift systems seem

detrimental to learning. High-cost interventions which had little impact on learning included investment in school buildings and furniture, high academic teacher qualifications, lengthy teacher training and small class size. This analysis points assists in prioritizing investments to be made where there are serious constraints to sector funding. The speaker cautioned that sound decentralized monitoring systems and those involving parents would need new capacity-building mechanisms at local level.

The meta-analysis found significant differences between countries and, regarding two aspects, between Francophone and Anglophone countries. Teachers' academic backgrounds and the length of their training significantly effects student learning in Anglophone Africa, while Francophone and Lusophone countries present significantly higher student repetition rates – and therefore education costs.

Grade Repetition

- *New research in Africa points to the incoherence of repetition practices, at high cost to systems, to children and to the goal of achieving EFA*
- *There is a strong correlation between repetition and dropout/completion rates, and between repetition and performance rates, globally and in Africa*

Jean-Marc Bernard started by pointing out that the theme of repetition is not new but since significant findings have emerged from a recent PASEC study which followed second grade students over five years, and since repetition rates in SSA are three times the

average in the rest of the world, there is justification for re-opening the subject. Repetition is significantly higher in Francophone (19%) and Lusophone (20%) Africa than in English-speaking countries (9%). In both industrialized and African countries

Repetition rates in sub-Saharan Africa are three times the average in the rest of the world.

*Jean-Marc Bernard,
PASEC*

there is a strong correlation between repetition and drop-out or completion rates, and a high correlation between repetition and performance rates. Countries with relatively high repetition rates among OECD

countries, for example, Portugal, also have relatively low performance rates, and conversely, those with low repetition rates or automatic promotion, have good performance rates, such as Finland and South Korea. This pattern is also discernible in Africa. Niger's experience in restricting repetition has had the effect of significantly decreasing dropout rates in as little as five years. The better country performers in SSA, as measured by SACMEQ and PASEC assessment tests across over 20 countries, have lower repetition rates, automatic promotion or restricted repetition regulations. Analysis shows strong cause for automatic promotion (or regulated minimal repetition) for reasons of equity, to increase the number of places in schools, to prevent hundreds of thousands of children from dropping out across the continent, and to promote the quality of education, as evidenced by the country profiles noted above in both Africa and globally.

Despite the fact that the above arguments are not new, many countries, especially in francophone and lusophone Africa cling to the practice of repetition. The case

of policy and practice change in Niger was exceptional. Teachers, parents and local education authorities persist in the practice, despite restrictive repetition policies in some countries, and despite research in Africa and in Europe demonstrating the subjectivity and flawed nature of repetition criteria, and the incoherence and inequity of the phenomenon. Repetition is determined at class level, by individual teachers, according to the rank of the child in the class, without the benefit of a national or objective perspective. It has been shown by PASEC that even adequate learners and some high performers are regularly being required to repeat classes; it was also shown that most weak performers (71-80% in three countries) are not required to repeat, that repeaters' short-term learning gains are eroded in subsequent years, and that weak non-repeaters progress better than weak repeaters. In short, available research totally destroys the thesis that repetition improves learning and, due to the incoherence of mechanisms for selecting pupils to repeat, it is shown to be an instrument of injustice, barring competent pupils, and particularly poor students, from proceeding through and remaining in school. The presenter concluded that excessive repetition leads to education system disaster and that, clearly, UPE cannot be achieved without a change in the culture of repetition.

Many middle and high performers are required to repeat while 71-80% of weak performers are promoted to the next class. Repetition selection mechanisms depend on rank in class, not on objective standards of performance.

*Jean-Marc Bernard,
PASEC*

Returning to the question of the educability of all children, Jean-Marc Bernard explained that goals for learning should not be the same for all children and



that developing a culture of educability would result in a culture of achievement.

DISCUSSION

In commenting on these presentations, Mathieu Brossard, of BREDA, Dakar, made three points. First, he noted that the findings of recent scientific research in Africa are counterintuitive. This means breaking away from preconceived notions, such as the need for long preservice teacher training, the necessarily negative impact of contract and locally employed teachers on learning, and the expectation that repetition adds to student learning. It will be a challenge to successfully communicate these many valuable findings across the education system, particularly at school level, and to bring about change which goes against many commonly held perceptions. Finally, one can never explain all the reasons for differences in student achievement. Therefore more transparency is needed in student evaluation. Schools must become more accountable to the community and involve parents more in monitoring, as is happening in Niger at present.

George Oduro, from the University of Cape Coast-IEPA, Ghana, asked whether repeaters received remedial teaching, whether there were differences in the impact on learning by urban or rural heads, by the gender of the head or by heads' conceptualization of their roles. He referred to a study in Ghana which had found dif-

It will be a challenge to successfully communicate new and counter-intuitive findings of scientific research in Africa across the education system, particularly at school level, and to bring about change which goes against many commonly held perceptions.

Mathieu Brossard, BREDA

ferences in effectiveness according to the perception the heads have of their role, whether as leaders and managers or as custodians of school property. The presenters' responses indicated that the studies on characteristics had not found signs of remedial attention for repeaters and they had not looked at differences in school heads by location or sex. The Minister of Education from Angola pointed out that good teachers can become bad administrators and reflected on how heads can regard teachers as a team and how they can deal effectively with disabled students. A representative from Education International raised concerns about contract teachers and short initial teacher training. The Minister of Education of Mali considered that repetition is not an aspect of school quality. He also expressed strong reservations on the effectiveness of the recommendations on cost-effective means for improving learning, calling them a non-African imposition of inferior and less effective ways to educate Africa's youth.

In response to these comments, Alice Ndidde emphasized that local experience and research findings should be respected and used to make decisions. Katarina Michaelova responded to the Minister that she had presented findings for consideration, and that the data and the findings are not ideological.

The Chair noted, by way of information to participants, that since July 2005 Mauritius has initiated a new program called World Class Quality Education for Education for All and for Sustainable Development,

which focuses on the quality of education and which has used the findings of studies such as those quoted in the presentations in national policy and program formulation. Mauritius is acutely aware of the fact that since as many as 35% pupils do not complete the primary cycle and that a significant proportion of the remaining 65% do not perform well in the end-of-cycle primary examinations, empirical research from Africa has many lessons for policy makers.

SESSION B 2. TEACHERS AND SCHOOL PRINCIPALS AT THE CENTER OF CHANGES IN THE SCHOOL AND THE CLASSROOM

ROUND TABLE

Chair:

Jee-Peng Tan, Education Specialist, The World Bank

Panelists:

Richard Charron, Secretary General of AFIDES; Margaret Griffin, International Confederation of School Principals (ICP); Aidan Mulkeen, Senior Education Specialist, World Bank; Kuzvinetsa Peter Dzimbo, Director, African Virtual University

School Principals' Leadership as a Factor of Effectiveness: Studies in Francophone and Anglophone Countries

- *Effective head teachers give particular focus to monitoring and mentoring teachers' pedagogical skills, and engage in consultative management processes*

Richard Charron reported on a study of 16 high-performing schools with comparably few resources in CAR, Guinea, Mali, and Senegal, in or near the four capital cities in these countries. The study set out to describe the management characteristics of the schools. The

findings in all cases were similar: heads kept administrative regulations and documents carefully, made them available to staff and made good use of them; they motivated the staff and the children; they delegated tasks effectively, communicated clearly and frequently to staff and parents; and the staff clearly understood their roles and responsibilities. These schools responded well to directions from the education system. Heads spent considerable time on pedagogical support and supervision in their schools, and obtained regular professional support and development for their teachers. They facilitated teamwork, encouraged teachers to observe each others' classes, organized remediation for students who needed help, and kept the school focused on achieving success for the students. Regular pupil assessments were a common feature in the schools. The principals rewarded staff for performance, with recognition and modest annual prizes. Heads, staff and parents worked in an atmosphere of mutual assistance.

The principals developed partnerships in the community, with the parent/teacher organization and community leaders. In conclusion, the principals of high performing schools worked hard and expected and achieved the same from their staff and students, and were supported by the parents and the community. The principals also participated actively in the community and provided informal leadership.



Synthesis of a Questionnaire on the Findings of the AFIDES Study on School Leadership

- *Effective school principals display a wide range of management skills*

Questionnaires were sent to several African countries to document the characteristics of good school leaders. Responses from four Anglophone countries listed about ten characteristics, and Margaret Griffin added the following: developing a vision for the school, demonstrating effectiveness in finding resources, managing school finances, recruiting good staff, liking students, and leading by example. She noted that respondents in the survey had not identified some characteristics that the researchers had expected would be mentioned: leading a learning culture, developing other leaders in the school, engaging in communications beyond the school, and taking risks.

Teachers for Rural Schools

- *Schools should be accurately classified in terms of remote and/or rural disadvantage*
- *Quality education can only be provided in rural schools through affirmative programs: specially designed administrative practices, teacher development programs and support*

Most of the remaining children out of school are in rural areas. There is now sufficient experience for countries to develop affirmative action programs for rural teachers suited to each national situation and to provide good

quality schooling in rural areas that will attract and keep rural children in school.

Aidan Mulkeen started by summarizing the challenges facing rural schools, confirmed by recent studies carried out in Lesotho, Malawi, Mozambique, Tanzania and Uganda, in 2005: rural children start schooling at a disadvantage and they receive lower quality education. On the demand side, there are higher opportunity costs for children from agricultural families: their homes are less conducive to support for education; their rural seasonal activities do not always comply with rigid school schedules (daily and term); they often live far from school; the national curricula are decreasingly relevant rural communities; and fewer homes have light at night for children to do their homework.

Keep Rural Head Teachers in School
Streamline ministry administrative procedures to enable heads to spend more time managing their schools and less time dealing with the ministry.

Aidan Mulkeen, World Bank

On the supply side, it is costly to provide sufficient schools in remote locations – and small schools face particular problems. Among them are the following:

- Rural schools have fewer and less qualified teachers than urban schools;
- Rural classes are often overcrowded, particularly lower primary classes, due to teacher shortage or school deployment patterns;
- Instructional hours may be reduced due to excessive teacher absenteeism or to reduced daily

- teaching schedules when teacher housing is not provided;
- Teacher absence is exacerbated in remote areas by inefficient administrative practices (such as salary collection from distant locations) and distant health or other services;
- Head teachers in particular suffer from constant demands for travelling to (distant) district education offices and meetings, which reduces their time in school;
- Rural schools suffer from a weak resource base in terms of pedagogical and administrative supplies and equipment;
- Teachers receive less supervision and support in rural areas due to the infrequent inspections; and
- Teachers find it more difficult to enhance their professional skills and to associate with professional peers.

Studies have also noted a higher incidence of child abuse in rural schools due to reduced supervision and to the relatively powerful position of teachers in the community. This is coupled with the lack of women teachers, which leads to comparatively lower attendance of girls.

There are two kinds of teacher deployment: planned deployment, whether centrally or decentrally managed, where teachers are assigned to schools, and the free-market system where teachers apply to schools of their

choice and schools recruit their own teachers. However, both methods present problems. Forced deployment leads to high attrition, and financial incentives and hous-

ing are expensive mechanisms to use as incentives. Teachers recruited locally may not return if training is conducted elsewhere. Policies are in place that favor local language ability, the feasibility for couples to stay together, and require trainees to commit to working in rural areas for a time, but these policies have limited impact.

These concerns regarding that the supply, location, the education model and support to rural schools require renewed

attention from decision-makers, particularly with regards to the provision, deployment, utilization, and management of teachers in rural schools, if there is to be equity in education and if EFA goals and MDGs are to be met.

Distance Remains a Problem

A school mapping study in Chad showed that enrolment fell off very rapidly with distance to school. When the school was one kilometre from the village, enrolment was less than half than when the school was located within the village.

Aidan Mulkeen, World Bank

Professional Development for Teachers and Distance Education: AVU's Experience

- *The inability of the conventional residential model of training to adequately meet current and projected demand for teacher education has been noted*
- *New AVU paradigm shifts have recognized the need to blend a variety of delivery modes and flexible models*



According to Peter Dzimbo, the African Virtual University (AVU) network comprises 57 learning centers in 25 Francophone, Lusophone and Anglophone countries in Africa. AVU is responding to the demand for Open and Distance e-Learning (ODEL) teacher training courses. However, bandwidth, connectivity and cost remain stumbling blocks to e-learning in Africa: the average African university pays nearly 70 times more per kilobyte per second than the average American university. AVU has implemented interim solutions, costly though they are, while awaiting the installation of the marine cable along the East African coast.

Supported by the African Development Bank, AVU intends to offer a first degree and a post-graduate diploma in mathematics, science education and ICTs for about 2,000 teachers in ten countries in a first phase. The University conducted a baseline study on demand and supply in eastern Africa, from Djibouti to Mozambique. The study included Somalia. A consortium of universities in the ten countries has designed a curriculum, established quality assurance policies, mainstreamed gender, and prepared an action plan. A new paradigm shift in AVU means that, first of all, externally produced programs will be replaced by those developed on the African continent; second is the shift away from donated equipment to capacity enhancement in AVU centers to resource their own equipment and design their own affordable programs; and, third, multiple centers per country will access ODeL using a variety of media including print and offline sources, to respond to the continuing high cost of using the internet in Africa. Continuing challenges include institutional and technological infrastructure, achieving efficiency and relevancy,

and responding to whole school development. The AVU learning architecture or learning model is flexible, embracing the many needs and contexts of learning in Africa. It will be cost-effective and has significant potential for scaling up.

DISCUSSION

Virgilio Juvane, Coordinator of the ADEA Working Group on the Teaching Profession, noted four consistent themes emerging from the presentations on effectiveness. First, there is a construct of what constitutes good teaching and how heads can influence this. Second, school/community linkages need to be strengthened. Third, there is a challenge arising from decentralization in finding new ways to empower teachers, students, and communities in a more structured way. Finally, inspectors, trainers, and others in the system must be included in any program to improve effectiveness, especially with regards to the challenges presented by the growing number of untrained teachers.

Participants recognized the importance of teachers and principals for effective education. The Minister of Education from Swaziland asked if there is any experience to report on improving education in the non-formal schools in poor urban areas. The Minister of Education and Human Resources, Mauritius, asked for further comment on the possible impact of a nation's political vision on school leadership and for information on improving communication between teachers and the community, particularly in light of resistance by teachers in his country to closer relations with the community.

Lina Rajonhson, author of the Madagascar case study on school quality, shared the research team's recommendation on ways of improving pedagogical leadership and support in the province studied, noting that the strategies suggested respond directly to conditions in rural schools where about 70% of the head teachers are also full-time teachers, and where there may be a total of only two or three teachers per school, including the head, using multigrade techniques. Assibi Napoe, the Africa Regional Coordinator of Education International, expressed her appreciation that teacher absenteeism had been explicitly recognized as an issue requiring attention. She supported multigrade teaching if effective teacher training was provided. She also pointed out that Education International has a code of professional conduct that covers many of the points raised in the presentations. A participant from BREDA, Dakar, thanked the presenters for the helpful list of characteristics of effective school heads which would feed into the design of training programs for heads and added to those characteristics already identified the capacity for heads to ensure that schools encourage the full participation of disadvantaged children. He felt that school quality and school effectiveness were not the same thing and he questioned whether these two terms encompass student outcomes, equity, and efficiency. Hon. Bitamazire, the Uganda Minister of Education and Sports, asked whether it was time to consider proven managers to be school heads, even if they did not have a background in education. She also pointed out that cross-cutting issues such as special needs education and orphans could not be ignored when considering the effectiveness of teachers and school principals. Henry Kaluba, Head of Education, Commonwealth Secretariat, noted

that reference to national standards or benchmarks may have been missing from the presentations in terms of determining school effectiveness. Oumar Soumaré, Head of the Inspectorate and Teacher Training Division in the Ministry of Education, Mauritania, appreciated the fact that the Biennale was concentrating on strategies for implementing the findings of research which had already fed into reformulated policies. He agreed that the improvement of teachers and principals needed to be localized at school level, through a spiral process. Staff development is not linear, especially since good teaching depends to a large extent on motivation. He listed some of the problems relating to school leadership in his country: heads are too old, they have no management training and lack skills for drawing up school development plans; and they do not take sufficient responsibility for learning outcomes.

Salimata Doumbia, a headmistress from the Panafrican Teachers' Center in Côte d'Ivoire, asked whether the four-country school management study had produced any insights on school principal selection criteria. A second delegate from Côte d'Ivoire felt that the list of characteristics of effective principals was too long, given that they have no training for the job and are confronted by multiple problems. They do not always have the support of school committees since some of these committees have become entrepreneurs benefiting from school, instead of education managers. Patrick Bogino, UNICEF Education Officer from Mali, proposed that countries develop a variety of strategies for reaching rural children, such as satellite schools and multigrade practices, which would encourage the development of full but small primary schools in remote areas. He also



pointed out that children's rights had not been mentioned by any of the presenters and yet programs to fulfill these rights, such as the Child Government Program operating in three countries in West and Central Africa, gave children the opportunity to learn useful skills and competencies – an opportunity not generally found in the conventional curriculum.

The presenters responded to the comments by recognizing the importance of staff development. Margaret Griffin said that much of this development could

While we hesitate to let an untrained teacher take one class, there seems little hesitation in letting an untrained head manage a school of hundreds or thousands pupils.

Richard Charron, AFIDES

and should be conducted at school level, and should involve parents. Richard Charron re-emphasized the need for training, particularly in large schools, noting also that motivation is a critical factor for promoting change. Transforming school leadership will require acceptance

and support by ministries of education of those same changes. Aidan Mulkeen supported the idea of multi-grade classes in small schools and satellite schools as alternatives for organizing and staffing rural schools, but he stressed the importance of on-the-ground implementation to make such programs effective. Finally, Peter Dzimbo highlighted the disconnect between the need for leadership and effectiveness in the education system and the small coverage of tertiary education systems in African countries, which results in inadequate numbers of leaders and qualified teachers in the education sector. The Chair summarized the comments by encouraging

everyone to consider how to improve the numbers and the skills of educators and school leaders and the importance of efficiently implementing good plans.

SESSION A 3. FOR EFFECTIVE LEARNING IN AFRICA: BILINGUAL EDUCATION AND CURRICULUM REFORM

A film on bilingual education, Breakthrough to Literacy, was shown on programs in the early grades, as was Read On in grades three and above. The 'Mathematics Rainbow kit' was also presented. There was no discussion.

Chair:

Mr. Moustapha Sourang, Minister of Education, Senegal

Presenters:

Kathleen Heugh, Languages and Literacy Specialist, Human Sciences Research Council, South Africa; Hassana Alidou, Associate Professor, Alliant International University, USA

Effective Models of Bilingual Education and Use of African Languages in Education

- *Research findings point to optimal gains when retaining African languages for at least six years in schools*
- *Financial costs of introducing African languages onto the curriculum have been overestimated, while social and developmental returns have been grossly underestimated*

Kathleen Heugh presented the findings from a stock-taking study of the use of African languages in programs and/or education systems in 25 SSA countries, carried out by six researchers, which aimed at identifying strategies for optimizing learning and education in Africa. The discourse in academic circles has moved from a review of short term gains in language learning, as was the case at the ADEA Biennale 2003, to an examination of the findings of global research over the last four decades – a discourse which has proven far more critical of models presented for evaluation. The study concluded that learning across the curriculum, and learning both an African and an international language, improve only in the context of a well designed, six-year long program using an African language as the medium of instruction, with an international language taught as a subject or alongside the African language. For maximum learning outcomes, this international language could be used as a medium of instruction for 50% of the time in upper primary grades. Most national education systems or projects that teach African languages phase out the language by 4th grade; such systems are called 'early exit programs', and Heugh argues that they are too short for learners to gain sufficient mastery of the African language – either as a language or as a building block for other languages.



Programs that introduce the international language in early primary grades usually target mastery of 500-600 words by the end of third grade, while the vocabulary needed for learning across the curriculum in 4th grade is between 5,000 and 7,000 lexical items. This gap – and the ineffective design of language programs – explains the problems inherent in transiting to the international language as a medium of instruction in mid-primary grades. SACMEQ data show that 44% of 6th-grade students from early exit programs achieved a minimum learning level in the language area, and about ten points lower in mathematics. Students in African language maintenance programs up to 5th or 6th grade show consistently higher gains, in every curriculum area, including both first and international language acquisition, in Nigeria, Burkina Faso, Niger and South Africa.

Education authorities should make sure (a) that the curriculum and textbooks are well designed; (b) that teachers are proficient in the languages they teach and (c) have been professionally trained in the same languages, and have access to teachers' guides in the appropriate languages. The political, social and cultural context for introducing and supporting such programs was mentioned, as was the fact that multilingual contexts throw up even more challenges than bilingual ones. Emphasis was placed on the developmental gains of African language programs in terms of increasing the social returns of investments in education, in particular as regards improving internal communication for development, and contributing to knowledge creation and scientific development. It was argued that the cost of introducing African languages programs is as little as 1-5% of

a total education sector budget, that savings would be made from reduced repetition, reduced dropout, and increased learning rates over a five-year period; and that a wide range of social and developmental gains would far outweigh initial investment. It remains the case that language in education policies in most countries, and in many agencies of repute, fail to take on board the complexities of global and African research, and that expertise is confined to very few academics.

Using African Languages in Literacy Programs (Benin, Burkina Faso, Cameroon, Tanzania and Zambia)

- *Sustained support from experts is required to maintain the quality of bilingual programs*
- *Short term gains from bilingual programs are noted, while long-term benefits are yet to be demonstrated*

Hassana Alidou emphasized the common practice of linking the introduction of African language programs onto the curriculum with innovative, participatory learner-centered teaching; and with more culturally familiar content, community-related projects and sometimes livelihoods skills. The programs described were generally early exit models and models which suffered from poor design. Programs with significant school-level intervention, such as the bilingual schools in Burkina Faso, which benefited from expert support and monitoring mechanisms, had a good chance of success. Short-term gains in language learning and learning across the curriculum were evident in most

of the programs surveyed, as noted by Heugh, but the challenge remains to demonstrate enhanced long-term learning in 6th grade or later.

Hassana Alidou reported that the Mali model is not producing the desired learning results for students, and that the country is interested in changing models. However, the answer as to how far a country can go towards creating a model that is based on the research findings presented at the Biennale (that is, six-plus years of instruction in the mother tongue) depends on many other factors, particularly Mali's scarce resources. The speaker asked participants to ponder how to reconcile improving on bilingual programs in light of recent research findings.

DISCUSSION

Elisabeth Gfeller, Director of Academic Affairs, from the Summer Institute of Linguistics (SIL) in Chad, noted that there has been real progress over the last 25 years in understanding and addressing issues related to languages of instruction on the continent. She wondered if it was now possible to define the idea of 'minimum ideal criteria for different situations'. Andreas Schott, of GTZ, Namibia, reminded the Biennale of the meeting in 2005 in Windhoek, at which additive models of language of instruction were agreed upon as the preferred model, as compared with the early exit model. Responding from the perspective of GTZ's 25 years of experience with curriculum issues in Africa, he said that curriculum reform must recognize and value African contexts and languages, that teaching practices and teacher training require more attention than before, and that the voices

of teachers must be heard during change processes if teaching quality and learning are to improve.

A participant from the Gambia noted that in his country, eight languages are spoken, four of which are used as languages of instruction. He highlighted the multilingual learning challenges of children from the remaining four minority language groups, especially in terms of deciding how familiar a student should be with a first language of instruction before being introduced to a second. A participant from Education International asked if the 2005 Benin meeting had arrived at any conclusion on how to deal with multilingual situations. Two further participants expressed concern about competency-based curricula. A member of the ADEA Working Group on Sector Analysis asked whether the Benin meeting had made any progress in defining how competency-based reforms can be evaluated. A Francophone speaker expressed uncertainty as to whether the competency-based approach is really different from 'pedagogy by objectives'.

In her response Kathleen Heugh mentioned Nigeria's trilingual curricula models and recognized the complexity of the issue. She admitted that the research she had presented had simplified the issue to bilingual programs, and that the more complex problems of multilingual education still needed further study. Summarizing, she agreed that each country has different language mixes, and different language education challenges, and countries are at different stages of addressing those challenges. She directed those interested in examining cost issues to the full report. Mr. Diallo, from Conakry, added that it is the role of researchers to



present information and to identify general principles, which they have done, for the purpose of provoking debate in each country; it is not their role to determine language policies. Charles Delorme, Director of the International Center for Educational Research and Experimentation (CEPEC), France, encouraged curriculum reformers interested in competency-based curricula to focus on the principles that guide this approach to curriculum reform.

SESSION B 4. REINFORCING RESPONSIBILITIES AND CAPACITY BUILDING OF SCHOOLS AND COMMUNITIES TO IMPROVE STUDENT PERFORMANCE

A film on the importance of parents' involvement in schools in the Democratic Republic of Congo was shown.

Chair:

Margaret Kilo, Chief Education Specialist, African Development Bank

ROUND TABLE I - DECENTRALIZATION AND EFFICIENCY OF SCHOOL PROJECTS

Panelists:

Chérif Diarra, Coordinator, ADEA Working Group on Finance and Education; Bruno Suchaut, Université de Bourgogne, France

Direct Financing for Schools: A Synthesis of Case Studies

- *Emerging positive impacts of decentralizing school funding demonstrably outweigh previous funding mechanisms, despite some initial problems*

Chérif Diarra reported on a review authored by Ayako (2006) of direct financing to schools - also known as di-

rect support to schools (DSS) - in Uganda (since 1997), Tanzania (2002), Kenya (2003) and Mozambique (2003). The study examined block grant mechanisms, ascertaining what money is given to schools, how it is transferred and accounted for, and what impact direct financing has had on schools and communities. The main purposes of the grants are:

- to provide support to schools for them to increase student participation;
- to improve equity of financing among schools; and
- to improve the quality of teaching and learning.

The programs provide between USD 10 and USD 20 per student per year, and central ministries send regulations and guidelines for distribution to school. For example, these funds cannot be used for payment to teachers. When the money has been distributed, it is the school management committees that take decisions on disbursement at school level. District education offices monitor school plans and disbursements. The study under discussion found that, despite some delays, procedures for transferring the money to schools work well in all four countries. The money reaches the schools and, overall, is used honestly. Improvement in school infrastructure is evident. DSS has made the community more involved in - and responsible for - the operation



of the school. Formula funding (per pupil grants) is an improvement over traditional funding mechanisms and has increased schools' abilities to plan, budget, and manage their finances. Among the continuing obstacles noted were: institutional arrangements, management deficiencies, corruption, local capacity constraints, interference from local politicians, and donor dependency.

However, despite the benefits of DSS in terms of community involvement, the study found that disparities in education provision within countries had not decreased as a result of DSS and that current funding is insufficient to meet school needs. Experience has shown that successful decentralization depends on capacity-building, awareness-raising campaigns, optimal use of resources, increased local ownership, and improved monitoring and evaluation. There is also a need to address assessment issues. The study was not able to demonstrate the effects of DSS on teaching and learning since UPE programs impacted on learners per classroom, and per teacher; this is particularly true because DSS makes no provision for the recruitment of sufficient teachers or for the existence of accelerated building programs to match increased enrolments.

School Projects in Sub-Saharan Africa: Lessons Learned in Guinea, Madagascar and Senegal

- *School development projects do not generally focus on improving learning outcomes: they need support for identifying project activities that will impact directly on learning.*

Bruno Suchaut reported that school projects assessed in Guinea, Madagascar, and Senegal, were supported mainly by NGOs or agencies, which raises the question of the role and capacity of local sector support to school projects. While observers may wish to identify the impact of school projects on learning outcomes, this is not yet measurable through the projects; nor, in the main, do the projects explicitly seek to measure learning outcomes. However, there is an implicit understanding that improvements in infrastructure and physical assets (from school fencing to textbooks) will improve school efficiency. A study found that school development projects have incorporated local practices (the dina or school contracts of Madagascar, for example), that school funds are being well managed, that these practices have successfully enhanced community involvement in, and management of, schools, and that some plans have incorporated teacher training. However, there have been problems: the implementation process has been slow, for a variety of reasons, due the delay in funds reaching schools, and to the number and complexity of management tools and procedures. Significantly, project objectives have focused on physical inputs rather than on pedagogical support or changes made to classroom practice. There is a need to increase the involvement of teachers in project planning, to encourage all project actors to better define how school efficiency translates into quality-oriented activities, and to identify the methods the community will use to measure the intended learning outcomes of school development projects. Governments that have such programs also need to emphasize capacity-building at district level for guiding and supervising school projects.

ROUND TABLE II - PARENT AND COMMUNITY PARTICIPATION

Panelists:

Boubacar Niane, Sociologist, University of Dakar; Jordan Naidoo, Education Specialist, Save the Children USA

Spaces for Horizontal Dialogue with PTAs and Communities

- *PTAs need sustained support to gain the skills necessary for effective involvement in the management and pedagogical aspects of schools.*

The study presented by Boubacar Niane analyzed the status, role, activities and outcomes of parents' associations in Burkina Faso, Niger, Republic of Congo, Democratic Republic of Congo, and Senegal, noted the rich potential of local support and resources for schools, and compared Parent-Teacher Associations (PTA) with Community-based Organizations (CBO) and local NGOs. Overall, PTAs have been successful in social mobilization, and in their critical contribution to school buildings and supplies. In three exceptional cases there is evidence for improved learning outcomes as a result of PTA support to schools: in the Burkina Faso bilingual schools which have effectively involved parents in management, in some of the Madagascar dina schools where parental monitoring of homework has increased study hours, and in Senegalese schools where PTA monitoring of teachers has increased the number of teaching days and hours. This type of contribution is different from the quasi takeover by parents of school systems in DRC, in the Congo, and in Chad, where state

resources and capacity had dwindled to a low ebb in the aftermath of the civil war. However, parents remain generally excluded from school development planning, from management and from the pedagogical aspects of the school, sometimes due to the dominance of the head teachers. In addition, PTAs have low visibility compared to NGOs. The study recommends that governments provide a legal framework that empowers and protects PTAs, and provide PTAs with more capacity-building opportunities.

The Contributions of PTAs to Making EFA a Reality

- *Parents' associations remain excluded from policy making at national and intermediate levels, unlike teachers' associations and NGOs; they also continue to have minimal input into teaching/learning matters at school level*

Jordan Naidoo reported on a review of parents' associations and their role in policy-making in Kenya, Lesotho and South Africa. In Kenya, there is a national PTA organization but no formal mechanisms for its participation in national policy dialogues on education or at intermediate provincial and district levels. In Lesotho, where 90% of the schools are church-affiliated, there is also a national parents' organization, but it does not have elected representatives. The plethora of committees representing government, churches/proprietors, teachers and parents, at intermediate levels leads to confusion of roles and some conflict of interest. South Africa regulates parents' roles at the school, provincial,



and national levels, and benefits today from the activism of parents' associations at all those levels in the anti-apartheid struggle. The review concluded that parent participation is growing at the local level in the three countries, but parents are still not involved enough to directly improve the quality of teaching/learning in schools. The associations are still marginalized at intermediate and national levels, particularly in Kenya and Lesotho, unlike civil society and teacher organizations which participate with government in education policy-making.

DISCUSSION

Faryal Khan referred to the film shown at the start of the session as an example of how much parents can do even when they are left on their own and suggested that the potential implications of this capacity be considered by policy-makers. There are currently almost no mechanisms supporting the initiatives illustrated, (that is, there is insufficient support from governments) and there is tension between parents and teachers in many communities. She felt that parents need only a little guidance to play an effective role in improving the quality of education but that there was a quantum leap to be made in helping parents to get involved in pedagogical issues in schools. Parents also need effective representation at national level. Youssof Cissé, ActionAid, urged governments to recognize the importance and potential of citizens' movements and referred to the Senegalese and Guinean experiences as good models for stimulating parents and communities to help improve school quality and curriculum.

The President of the African Federation of Parent/Teacher Associations (FAPE) called for capacity-building at local levels to encourage the participation of communities in education. He suggested that charters be drawn up to define the relationship between parent groups and public authorities. He closed by expressing FAPE's willingness to work with governments.

A French speaker who had been an education inspector in Guinea and Togo felt that there is a need to further clarify diverse understandings of school development projects. Fay Chung of the Association for Strengthening Higher Education for Women in Africa (ASHEWA) described Zimbabwe's success in decentralizing the responsibility for provision of buildings and school materials over the last 20 years. There are recognized stages in community involvement in schools, and rewards can be built into the system for communities which successfully utilize block funds to improve schools. Ward Heneveld urged participants to read the four case studies on the quality of primary education which, interestingly, did not find much correlation between community participation and learning outcomes. He also noted a possible negative impact of block grants, which parents stop making financial contributions to schools, as in the case of Tanzania. The representative from the IBE cautioned that school focus could be diverted to development projects and financial matters, that is, away from concentration on the quality of student learning.

A potential pitfall as regards block grants to schools:

The government has moved in and the parents have moved out.

*Ward Heneveld,
ADEA Consultant*

SESSION B 5. THE EQUITY IMPERATIVE

Chair:

Máire Matthews, Education Advisor, Irish Aid

Panelists:

Joe Destefano and Audrey Moore of Education Quality Improvement (EQUIP); Tesfay Kelemework of USAID Ethiopia, Bonita Birungi of Save the Children Uganda and Sulemana Saaka, Director of the School for Life, Ghana; Penina Mlama, Executive Director, FAWE

Effective Schools for Disadvantaged and Underserved Populations

- *Successful examples of complementary schooling indicate that it provides cheaper and more effective education than state schools for underserved and disadvantaged populations: it is cheaper, and both completion and learning rates are generally higher*
- *There are now African models available for replication, adaptation and inspiration*

Joe Destefano noted that inequality in access to schooling between subregions is greater than gender inequity. Out-of-school children tend to be poorer, live in remote areas – often rural – and their mothers are generally unschooled. Complementary primary education, which

is currently estimated to reach 3.5 million children in Africa, helps learners achieve basic competencies through alternative delivery modes but through a curricular structure closely aligned with state school programs. These programs are aimed towards children of school age. Audrey Moore explained that this is not a non-formal model since the schools or centers provide a structured program, they generally use the same or a slightly modified primary school curriculum and have strong links with the formal sector, in most cases, facilitating the access of children graduating from the complementary programs into the formal system.

Successful complementary school models have now proven their effectiveness:

- Significant increase in access
- Better completion rates
- Increased participation of girls
- Learning outcomes equal or superior to formal school
- Lower costs

The presentation summarized the results of eight case studies, three of which are from SSA, in the context of a wider survey on alternative programs in ADEA countries. Complementary education has raised participation rates in Ghana from 69% to 83% in the first three grades and from 35% to 62% in Mali. Completion rates are higher, at 59% in state schools in Ghana as compared with 91% in the complementary system.



Achievement comparisons also favor complementary schools with success rates of 92%, versus 73% in Egypt, and 40% versus 30% in Zambia. There are lower costs for complementary school outcomes than for state schools.

The study then examined the mechanisms which resulted in these findings. It was found that complementary schools provide more regular and effective instructional time than formal schools in the same countries: this is accomplished by bringing schools closer to home, keeping class size down to around 30 children, using parents for monitoring regular attendance of teachers and pupils, using local languages, and a slightly modified, sometimes reduced, curriculum. They adopt a different approach to the selection, development and support of teachers: the management committee recruits teachers locally, and employs a high proportion of women. Teachers are provided not only with initial training but with additive training throughout their career; this is reinforced by close and regular support from visiting advisors, at least once a month, and/or from nearby experienced teachers trained in mentoring. School management is in the hands of parents and/or community members who are supported regularly in management practice and development. In sum, the positive characteristics of the schools center around their responses to the following issues:

- Location and size of school;
- Language of instruction and curriculum;
- Teachers, teacher training and support; and
- Governance and decision-making.

Sulemana Saaka, Bonita Birungi and Tesfaye Kelemework, described their programs in impressive detail: School for Life in Ghana, CHANCE in Uganda, and Alternative Basic Education (ABE) in Ethiopia, and the mechanisms facilitating government collaboration and support. Possible improvements could include legislation to facilitate and increase cooperation between government and NGOs (Ethiopia), expanded complementary education opportunities (Uganda), and more material support to complementary schools (Ghana).

In conclusion, not all complementary programs are successful, but factors are now emerging which explain the positive outcomes of those described in the study. It was emphasized that, generally, there is no new pedagogy in these programs but that effective support to teachers and to teacher development produce results. The system of block grants to school community/management committees works well, overall, but there needs to be

Characteristics of Successful Complementary School Systems

- Near to home
- Small class size
- Locally recruited teachers, many women teachers
 - generally underqualified and paid less than primary teachers
- Basic curriculum used, same as formal but sometimes reduced or simplified; local languages
- Close parental/community monitoring, control and effective decision making in schools
- Strong links with formal system, sharing some of the benefits (sometimes block grants, free textbooks and supplies, or teacher salaries, or professional support for teachers or teacher development programs)

increased central funding to complementary schools without weakening the current control that local communities have over these schools. The programs also require increased professional government support that does not reduce the mechanisms that work well at present under less formal NGO-supported structures.

Gender Responsive Pedagogy

- *The FAWE handbook on gender responsive pedagogy is a valuable, practical guide for schools*

FAWE reported that the majority of schools in SSA are still not gender responsive and that teachers remain without gender skills, which leads to the exclusion of girls from the schooling process. Penina Mlama presented the Gender Responsive Pedagogy, a model that has been developed in three schools in Tanzania, Kenya, and Rwanda, in the FAWE Centers of Excellence, and which is now available in a teacher's handbook that discusses gender responsiveness at the school level. The handbook covers teaching materials; lesson planning; classroom setup, interaction and language use; management of sexual maturation, sexual harassment and gender responsive school management practices. The presenter demonstrated the functionality of the model by showing a film, on the three pilot schools, followed by comments from a pupil and a teacher involved in the program.

DISCUSSION

Fay Chung, of ASHEWA, praised the increase in primary enrolments in SSA during the last 16 years but noted

that girls' participation still lags behind boys' by 12%. Less than 20% of the age group receives secondary education in West, East and Central Africa, and girls' participation lags behind boys' by 20% at this level. She asked how the 99% of women in SSA without tertiary level education can effectively participate in the democratic process. Women represent 70-80% of Africa's agriculturalists and most of the HIV/AIDS victims, but

they are underrepresented in leadership positions and remain untargeted by training programs. This has repercussions on issues such as food security in the continent. An association has been established, based in Swaziland, to promote higher education for African women. Fay Chung appealed for a ten-year effort to get significantly more women into higher education so that they could participate fully in development planning and implementation.

Samuel Ngoua Ngou of Education International requested clarification on learning and on cost-effectiveness in the complementary programs presented. He believed that a revolution was needed in the financing of education, and that real action should be taken. Lydie Ngatoum, Technical Advisor on Secondary Education, Cameroon, asked what provisions were being made to ensure the effectiveness of secondary education, and commented that too little attention has been paid to this level of education at the Biennale. A participant from Guinea reported on his country's Equity Commission

In Africa, girls still lag 12 percentage points behind boys in primary school, 20 points behind at secondary level; and represent only 1 per cent of the age group in higher education.

Fay Chung, ASHEWA



and mentioned other programs that are improving the level of female participation in school in Guinea. Hon. Simelane, Minister for Education, Swaziland, said that the FAWÉ teacher's handbook is a staple in all schools. She summarized Swaziland's funding for disadvantaged students, including those at secondary and tertiary levels and asked for more information on how to set up complementary schools and FAWÉ schools in Swaziland.

In response, Joe Destefano suggested that the Minister from Swaziland might wish to look closely at the case studies on complementary schools that have been documented for the Biennale. Regarding the query on effectiveness and efficiency, he said they had defined effectiveness in terms of access to school and in learning achieved. Fay Chung said that the African Union had recommended that 6% of GNP should be allocated to the education sector yet most SSA countries have not reached this level. She called for more countries to offer free primary education. At the secondary level, she criticized foreign models and called for innovation using more cost-effective approaches in SSA. Audrey Moore reinforced the need to address issues associated with secondary education.

**C. IN-DEPTH PARALLEL SESSIONS
ON ECD PROGRAMS THAT CAN BE SCALED UP**

SESSION C 1. PREPARING SCHOOLS FOR CHILDREN

Chair:

Hon. Dr. Brian Chituwo, Minister of Education, Zambia

Panelists:

Kathy Bartlett, Aga Khan Foundation and Katy Webley, Save the Children, UK; Adama Traore, Director, Non-formal Education, Ministry of Education, Burkina Faso; Wilna Botha, Director, Media in Education Trust; Chair, Family Literacy Project, South Africa

Making Schools Ready: Transition Issues

- *Improving the quality of early primary classes is critical for overall improvement of education systems and for achieving EFA goals*
- *Access to accelerated primary equivalent programs for adolescents frees up lower primary classes for primary age children*

Transition is defined as the passage from an ECD program or from home into the first grade of primary school, and the period of time before and after a child moves into school. For this reason a wide range of issues pertaining to admission are relevant to the subject. The presentation focused on the challenges facing 5-8

year-old children in Africa as they make the transition to primary school, on school admission, on the quality of education provision in lower primary grades and on the context of early primary education in post-conflict countries in Africa. To smooth the transition to primary school:

- Children need to be ready for school;
- Schools need to be ready for young learners; and
- Parents need to be ready to be involved and supportive both before and after children enrol in primary school.

However, schools are not ready for young children. They are often unsafe, unfamiliar, unwelcoming and unresponsive environments, providing a memory-oriented learning experience. Lower primary classrooms are the most overcrowded in the school, with 80, 100 and even more than 150 children in one class. Insufficient time is given to basic literacy and numeracy skills, the timetable is overcrowded and lower grades suffer most from teachers having to take on double shifts. In addition, the language of instruction is foreign, the curriculum is inappropriate for lower grades, and classrooms lack appropriate learning materials such as storybooks. Lower primary teachers have low status, insufficient qualifications and skills, and little access to professional development; there is a high rate of teacher absenteeism;



there are no links to ECD providers, and little contact with parents.

The Africa region has relatively low primary enrolment and completion rates, high dropout rates, and a high proportion of late admissions, particularly in countries affected by conflict. This in turn increases the likelihood of repetition and dropout. However, the high wastage in the early grades is masked by national statistics on the total primary cycle. First grade dropout rates are at least double the dropout rates for second grade. In many countries, between 30-50% or more drop out from and/or repeat the 1st grade. According to SACMEQ findings, 1% of Malawian and 2% of Zambian 6th-grade children achieve 'desirable' proficiency levels. It seems that those who cannot read after about three years of education are unlikely to ever master reading. Low levels of competence in numeracy and literacy in the first two years of school have repercussions on the rest of the primary cycle. Unless better quality schooling is provided in early primary, EFA goals will not be reached.

Up to half of the world's out-of-school children are in countries in the midst of or recovering from conflict. Children brutalized by war have an even more difficult time entering school for the first time, especially girls and boys who have been involved with armed forces. In post-conflict countries, there is an atypically high proportion of girls in the out-of-school population; these high rates also apply to disabled children, orphans and poor children in general. There are major challenges in territories such as northern Uganda, Sierra Leone, parts of Ethiopia, DRC and southern Sudan. In southern Sudan, where children have had the least access to

education in the world, 20% are in school but 89% of those enrolled are in lower primary classes; girls represent 27% of enrolments; and only 6% of the teachers are women. In DRC, half of the primary-age children are in school and the state has withdrawn from funding both schools and the administration of the education system. The Somali region of Ethiopia, characterized by instability and large-scale population displacement, has a primary enrolment ratio of 15% compared to the national ratio of 64%.

Several post-conflict countries have already made great efforts to put education back on track but they need more support. The provision of free primary education in Sierra Leone in 2003 attracted more children to school, and prompted the state to start financing the education system in DRC again. One of the positive effects of the new accelerated primary programs for older children in southern Sudan, initiated by Save the Children UK, has been to free up primary schools for smaller children, thereby allowing schools to better focus on the specific needs of younger children. Of particular interest is the development of a regional curriculum for Somali in Ethiopia and other Somali-speaking regions, and alternative education provision for pastoralists.

Recommendations on early primary grades stressed the need for special attention to learning needs at this stage of schooling. Schools should:

- Be safe, protective, and attractive for little children;
- Be stimulating, with opportunities for exploratory learning;

- Use the children's first language;
- Employ relevant curriculum;
- Promote age-appropriate entry;
- Reduce the size of early primary classes;
- Reduce early primary repetition and dropout rates;
- Improve teacher support, and teacher status, skills and qualifications;
- Link early primary with ECD provision; and
- Involve parents more.

All of this implies increased funding for lower primary and particular attention to this stage of education in regions affected by conflict.

From Bisongos to Satellite Schools: Responding to the Need for Integrated Child Development in Burkina Faso

- *Satellite or feeder schools provide a model of improved learning outcomes for populations located far from existing schools*

Bisongo centers and satellite schools were set up in Burkina Faso through cooperation with the United Nations Children's Fund (UNICEF), the government of Burkina Faso and other partners. These schools were established to address major obstacles such as access, quality, and management capacity of the educational system. In 1990, more than 70% of primary-age children were not attending school and there were marked disparities between regions and sex. Repetition and

dropout rates were very high. In 1996, the proportion of children in ECD programs was less than 1%, rising to 1.17% in 2004.

The bisongo program is an integrated, community ECD initiative that aims to increase girls' education. It provides care for little children, giving their elder sisters time to go to school.

The grade 1-3 satellite schools are established in communities located more than 3 km from a formal primary, school, and admit children of 7-9 years of whom at least 50% are girls. Its objectives are:

- To increase rural enrolment;
- To increase girls' enrolment;
- To ensure the security of children (especially girls) by reducing the distance to school; and
- To keep pupils culturally close to their locality.

Unlike state primary schools which use French through the primary cycle, 1st-grade satellite classes use the local language and introduce French in the second year. This has a double advantage: it facilitates learning across the curriculum and makes the children more confident. Essential teaching and learning materials are assured and teachers have regular access to advisors and to refresher courses. The satellite schools depend on the active participation of communities.

Challenges in the program include problems with transfer to the regular schools and lack of status for community teachers but there are now as many as 291 satellite schools with a total of 30,063 pupils, of whom 14,157 are girls. Satellite school children are said to



be confident and they perform better than children in formal primary schools, especially in mathematics. Retention rates are higher than in other schools. Satellite schools have made a significant contribution towards the achievement of the EFA goals and MDGs. There is now a possibility that the satellite schools and bisongos will be included in the next national EFA and basic education plans.

Exploring the Links Between Adult Education and Children's Literacy: A Case Study of the Family Literacy Project, Kwazulu Natal, South Africa

- *Enhancing the culture of reading for pleasure in the family can boost children's learning*

The Family Literacy Project (FLP) in South Africa has worked with children's and adult education needs within the context of the family since 2000, in the remote, rural, under-resourced mountain valleys of KwaZulu-Natal. The project aims to simultaneously address the needs of the estimated seven to eight million South Africans who are functionally illiterate (three or four million of whom are totally illiterate), the four in five young children who do not attend preschool, and early primary learners. It also aims to make literacy a shared pleasure and a valuable skill in the family. Since the first and primary educators of children are the adult and older members of the family – that is, parents, uncles and aunts, grandparents, older siblings – the project develops literacy skills and a love of books in families to promote a community-wide culture of

reading. This is accomplished through a combination of the REFLECT method, home visits, mobile box libraries and community libraries, and a child-to-child component in primary schools. Despite the short life of the program, it has succeeded in promoting positive interaction between parents and children, and families reading for pleasure. Parents want their children to have a better chance of success in life and they have realized the importance of becoming positive role models. The program also takes into account the fact that children can influence the behavior and attitudes of parents, by making parents more responsible and striving to acquire new skills to help their children. The report on the project focuses mainly on the inputs of mothers to children's literacy development. In order to scale up the program, FLP has entered into a partnership with the Media in Education Trust to encourage family literacy on an even broader scale. FLP will be introduced into education centers and surrounding clusters of schools which are becoming 'centers of care and support' for vulnerable children and their families.

DISCUSSION

Reflecting on the challenge of making schools ready for children, Ann-Thérèse Ndong-Jatta, Director, Basic Education UNESCO, said that the problems are known and that it is time Africa rises above the problems and acts on recommendations from many conferences. She bemoaned dependency on models from outside Africa and called for research on the African context in order to properly define the issues so as to ensure that appropriate action is taken. She proposed that ECD in Africa should adopt a family-based approach. Teachers

should be trained as polyvalent educators to work in both ECD and early primary classes. She called on the African Union to influence government policies so that governments can set the proper priorities. Echoing UNESCO's view point, Hetoutou Abdouallah from Mauritania suggested evaluating country experiences in Africa in order to identify models adaptable to other country contexts. A participant from Ethiopia called for more information on rural ECD experiences, noting that 1st-grade dropouts are due to children entering primary school without literacy and numeracy skills.

The experience of Congo, according to Hon. Rosalie Kama-Niamayoua, Minister of Education, Congo, indicates that ECD in the Congo is not consistent with teacher training, women are less involved than men in the subsector, and there is not enough supervision. Staff development is necessary and the provision of good working conditions. Francis Chalamanda from the Malawi Ministry of Gender, Child Welfare and Community Services, noted that children affected by HIV/AIDS are missing out on education. In Malawi's community-based child care centers, 24% of the children are orphans. Hon. Batilda Burian, Deputy Minister for Community Development and Child Welfare, Tanzania, considered that the MDGs have not always been successfully translated into PRSPs, which lack focus and concrete strategies. Her ministry has no day-care centers in markets, which is an obvious need for working mothers.

Eveline Pressoir, UNICEF I/ECD Regional Adviser for West and Central Africa, drew attention to the renewed focus on adult literacy, noting that this presents

a golden opportunity for incorporating content on early childhood care into adult literacy programs. She proposed that UNESCO and ADEA take the initiative to emphasize the adult education/ECD linkage. There are no experiences to date regarding ECD for children 0-3 years old. Ndeye Mbaye, Director of the National Agency for Young Children in Senegal requested more information on the Burkina Faso case study. She stressed that national governments need to emphasize their vision for young children. They worry about the costs of ECD interventions rather than appreciating the future benefits of ECD.

The presenters concluded that there was a need to link school readiness and children's readiness with promoting effective schools, which is dependent on the quality of the teachers. A major concern is how children without an ECD program background – that is, the majority of children – are inducted into 1st grade. Countries were encouraged to share information on rural programs, on successful projects which could be scaled up, on integrating ECD centers into the community, on staff and supervisors' development and on the benefit of short in-service courses, bringing early primary teachers together with early childhood carers.

Adama Traoré challenged the view that Africa does not learn: he noted that Burkina Faso uses affordable, modest structures for bisongo and satellite schools and has successfully involved the community in both programs. Parents work through school management committees, educator-mothers have been trained, parents provide locally grown food for schools and help cook it for the children. He felt, however, that governments needed



to be more supportive of ECD and should not leave the responsibility entirely to parents and communities. Kate Webley stressed the need to link ECD with basic education.

Ann-Thérèse Ndong-Jatta recommended situating the child, not the ECD building, at the center of ECD programming. She added that training in child psychology would ensure appropriate care for children. For the rural poor it is important to bring schools nearer to the child. She reiterated that Africa does not utilize research findings. In addition, she suggested that donors and partners assist governments, and the African Union lead the process. Concluding the discussions, the chair called for provision of day care centers with a health component at market places.

SESSION C 2. PREPARING CHILDREN FOR SCHOOL - WORKING WITH FAMILIES AND COMMUNITIES

Chair:

Khady Diop Mbaye, Director General, National Agency for Young Children, Senegal

Panelists:

Modou Phall, Deputy Director, National Nutrition Agency, the Gambia; Alex Mashiane, Provincial Project Manager, Safe Schools, Department of Education, South Africa; Sven Coppens, Plan Regional Learning Advisor for West Africa

Ensuring Effective Caring Practices within the Family and Community

- *Combining selected traditional and modern care practices is an effective way of improving ECD care in Africa*

Modou Phall presented a paper authored by Isatou Jallow defining child care practices as 'behavior and practices of caregivers to provide the food, health care, stimulation and emotional support necessary for children's healthy growth and development' and noted the importance of care in the African context. Three categories of care were discussed: nutritional, psychosocial and physical. Breastfeeding was set up as

the foundation for care because the act of breast feeding combined with breast milk, the product, cuts across all three categories of care.

Child development is multidimensional and interdependent in nature and the first three years are critical for healthy psychosocial development, as well as for the development of intelligence, personality and social behavior. Brain development occurs rapidly and extensively in the first 12 months and is vulnerable to environmental influences such as nutrition, health care and stimulation. Malnutrition is declining in most parts of the world but is on the increase in Africa in terms of numbers and prevalence. It has an impact not only on the individual child but also on the next generation if health is compromised and the child's growth is stunted. It was noted that 14 out of the 18 countries with neonatal mortality rates of more than 45 per 1,000 are in SSA, as are 41% of the almost eleven million children under five who die each year of mainly preventable causes. Maternal mortality ratios are estimated at 940 per 100,000. Gambia's experience in investigating, recognizing traditional care practices and combining them with modern practices was gaining acceptance.



The Fatherhood Project

- *Recent studies point to acute negative effects of absent or uninvolved fathers on childhood development in Africa*
- *Programs to promote shared responsibility for parenthood in Africa mean providing support to fathers for increasing their involvement in early childhood care*

The Fatherhood Project in South Africa is an initiative of the Human Sciences Research Council (HSRC) in partnership with the Department of Social Welfare and others. The project identified the negative impact of the absence of fathers in the lives of children and the

Fathers who are never there...

'My father works too much and goes to many meetings and hardly spends time with us. He is never available.'

'When I ask him why he's drunk he just tells me he's not and makes excuses saying he's tired and has had a long day. I don't like it when he lies to me.'

Fatherhood Project

barriers to men's involvement with children, alongside the abuse by fathers of children, the increase in maternal orphans due to HIV/AIDS and the exclusion of men from policies and programs addressing children. Factors such as culture, politics, religion, post-industrial economics and globalization, as well as changes in the nature and composition of families, have transformed the role of fathers. More than 50% of fathers do not live with their children in African households. The argument for improving on fathering is frequently advanced on

the basis of deficit models of single female parenting and the adverse effects of father absence, which include emotional and psychological stress, and sociocultural disorientation. The aim of the South African fatherhood project was to promote men's involvement in the care and protection of children, emphasizing the benefits for children who have a present, positive and committed father in the house-

hold. The project creates a sense of shared responsibility for parenthood, it presents positive images of men, and supports men in responsive, responsible and committed roles aimed at providing protection, care, guidance and discipline for children within the family.

The best

'I call him uncle... yet he is a father to me in all respects. He is a nice person to my family and he supports us in every possible way. When he comes home he hugs and kisses us. He is a responsible man - he cleans the yard when he is home and makes sure I am there to see how it is done. He teaches me how to say a prayer every night. I talk and I play and I laugh with him. He is my best friend.'

Fatherhood Project

The project aims to provide public information about the important role of men and fathers to family life and children's optimal development and to stimulate further research into the role of fathers. The HSRC website is an important resource for information on the project and the role of fathers in the family. The findings of the Fatherhood Project attest to new roles that men are encouraged to play and can play to support the optimal development of their children.

Child-centered Community Capacity-Building as a Strategy for IECD Programs: PLAN's Pilot Projects in Burkina Faso, Senegal, and Togo

- *NGOs can provide effective support to communities in rural areas to develop their own ECD programs*

The presentation covered PLAN's vision: a world in which all children realize their full potential in societies which respect people's rights and dignity. The NGO supports communities in developing the structures and skills they need to provide a safe, healthy and enabling environment for children. PLAN works in rural areas with the most vulnerable, poor children to strengthen community participation, management and ownership of programs. It also works to enhance community capacity-building (rather than service delivery), and facilitates a diversity of approaches, partnerships and relationships. PLAN projects include: PROCAP in Senegal, a four-year project, building local capacity to promote integrated early childhood development; community capacity-building to support ECD in Togo; and promoting girls' education through bisongos in Burkina Faso as part of the BRIGHT project. PLAN's West Africa Regional Office is in the process of prioritizing ECD as key in its child development programming.

DISCUSSION

Nurper Ulkuier, UNICEF Adviser, New York, said that ECD issues should be seen from a child rights' perspective. She drew attention to the increase in domestic

violence and to the challenges that are faced by parents and communities, who are the primary duty bearers for child care, and noted economic need which drives some fathers out of home. Concern was raised about children bearing children and the increasing rate of child-headed households. She stressed that it takes a whole village to raise children. She called for replication of models that work and for the incorporation of non-formal models of child care into PRSPs; and for the identification of doable and affordable strategies to make schools ready for children and children ready for school. Francis Chalamanda, Director of ECD in Malawi, suggested agreeing on childcare practices suitable for Africa, as for example, the IMCH program which focuses on child health.

Peter Hesse, of the Peter Hesse Foundation, Germany, stressed that ECD programs should focus should on preparing children for learning rather than for schooling, and for life. He shared the success of a Haiti project where children are guided to learn rather than being taught. The Montessori model has been adapted for the context of poor Haitian children and a teacher training manual has been printed. The major program cost is the one-year teacher training course which has reached more than 500 teachers so far.

Juliana Nzomo of the Aga Khan Foundation, Kenya, requested clarification on the specific impact of the fatherhood project. Alex Mashiane responded that the Fatherhood Project was started only four years ago and has yet to identify program impact. IMCH is included as part of the care package. The chair reiterated that successful ECD programs need the involvement of parents, communities and partnerships.



SESSION C 3. PREPARING CHILDREN FOR SCHOOL: ORGANIZING HOLISTIC EARLY LEARNING INTERVENTIONS

Chair:

Hon. Indranee Seebun, Ministry of Women's Rights, Child Development and Family Welfare, Mauritius

Presenters:

Rokhaya Fall Diawara, UNESCO BREDa; Samuel Ngaruiya, Ministry of Education, Kenya; Khady Diop Mbaye, Director General, Case des Tout-Petits, Senegal

One-Year Pre-primary Education for All?

- *African governments continue to underfund ECD yet global research demonstrates the benefits of instituting one or two years compulsory early childhood education programs*

Rokhaya Fall Diawara noted that even though research findings suggest that investing in early child development is a sure way of producing an efficient and effective education system, African governments continue to prioritize primary education over other subsectors of the education system and have not paid sufficient attention to early childhood education, which remains fee-paying.

Pre-primary provision reaches less than 4% of children in Francophone Africa, very few rural children, and is conducted mainly by private providers in some countries, while challenges remain in terms of the quality of ECD programs available and the high proportion of early childhood educators still to train, particularly in rural areas. National ECD policies and implementation strategies need attention in many countries. Investment in the education sector overall is high in many African countries but it is not producing the desired results.

The 1990 Jomtien Declaration states that learning begins at birth; in effect, in some countries a compulsory pre-primary education has resulted in a sharp rise in primary enrolment, and performances three times higher than in countries without compulsory pre-primary education. Drawing on these findings and psychopedagogical studies, UNESCO has devised a strategy aimed at mobilizing countries to:

- accord priority to the early childhood sector;
- set up a pre-primary class in all primary schools;
- provide teaching/learning appropriate for pre-primary age brackets; and
- formulate a development plan for 0-3 year-olds.



Senegal is introducing a pre-primary grade in primary schools, while Ghana has adopted a policy of adding two years of kindergarten to basic schooling. The dangers of locating pre-primary centers in primary schools (teachers unqualified for pre-primary teaching, curricula inappropriate for pre-primary children) are recognized but they can be managed. The Gambia is slowly developing a pre-primary one year then two year program. In every case, there is need to put children at the center of the educational system to ensure success.

Preschool Education and School Readiness: Kenya's Experience

- *Preschool models in low socioeconomic status (SES) neighborhoods produced lower school readiness indicators than models in middle and high SES neighborhoods*

Samuel Ngaruiya described the impact of various preschool models in promoting school readiness and effective transition from preschools to primary school in Kenya. A school readiness study carried out in Nairobi in 2004 indicated that different preschool models and preschool models in neighborhoods of differing socioeconomic levels have varying levels of success in preparing children for primary school. The terms ECD and preschool were used interchangeably. The goal of the preschool was to build a strong foundation for cognitive, socio-emotional and healthy development and to enhance children's readiness to learn. School readiness was defined as the acquisition of the appropriate knowledge, skills and abilities that help

children handle primary school tasks. School readiness was measured through teachers' rating of children's developmental and functional skills using a School Readiness Assessment Instrument (SRAI), which was adopted and modified from the Early Development Instrument (EDI).

The principal findings were that children from private preschools outperformed their peers from state preschools; and children from low SES neighborhoods had lower school readiness scores compared with children from middle and high SES neighborhoods. The study recommends moving from an academically oriented preschool model to one that embraces a holistic approach to ECD; it further recommends that regular assessment of the preschool system be carried out to enhance the effectiveness and efficiency of subsequent primary education. The government must ensure that children enter primary school ready to learn, irrespective of their socioeconomic background, so as to:

- Promote the efficiency of investment in formal schooling;
- Promote flexible transition into the formal system;
- Ensure that children enter formal education on the basis of readiness rather than chronological age;
- Allow for intervention and remediation before formal schooling is introduced; and
- Ease the task of teachers in lower primary by ensuring that they have a fairly homogeneous group to teach.

The ‘Case des Tout-Petits’ Program in Senegal

- *The national ECD program in Senegal benefits from sophisticated equipment and multifaceted programs, and is highly participatory*

In 2000, ECD became a national priority for economic and social development in Senegal and a national ECD program called the Case des Tout-Petits (CTP, the Little Children’s House) was established under the national ECD Council by the President of the Republic. The Government intends to promote ECD through the establishment of CTP centers for the most deprived children of 0-6 years, in rural and poor urban areas, with special emphasis on the 0-3 year old children who have received little attention to date.

Khady Diop Mbaye described the holistic approach used by the program which includes ECD, parental and community education, ICT, health, nutrition, protection, as well as a baby sponsorship project which focuses on pre- and antenatal education, the promotion of birth registration and the opening of savings accounts for the newly born infants, through godmothers who help the new mothers. Program staff includes educators and volunteers, village mothers assisting the program, a grandmother who comes to tell the children stories and male religious teachers. Center educators have a fourth-year secondary school certificate and six months professional training (EFI). Preschool inspectors and regional coordinators supervise the centers. The Children’s House provides not only stimulating materials including educational high-tech materials for

the children but also space and information on ECD for mothers; and encourages micro-entreprise projects for mothers, which in turn help support the center.

The village or neighborhood elects a board to oversee each center and to select a small management committee from within the board to manage the center. District branches link the centers with the national council, which collaborates with the relevant national departments dealing with health, education, family welfare, environment, information, culture and agriculture. A partnership is growing with local organizations and external partners to increase their support for the program. In the five years the program has been running, it has benefited from demonstrable political will.

DISCUSSION

Hon. Rosalie Kama-Niamayoua, Minister of Education from the Congo, noted that ministries of education are preoccupied with the primary subsector and cannot take on ECD for the younger children of 0-6 years. Children of 0-3 years could not, in her opinion, be the responsibility of education ministries but she agreed that preschool education should be provided for children of 3-6 years. Participants commended the support Senegal’s President had shown for ECD; when asked, the presenter replied that the CTP project is community-based and that there are 60 children per class aged 3-6 years. He further noted that all CTP leavers transit to primary schools located nearby. Agnes Aidoo, a UNICEF consultant, suggested advocacy for research by small multidisciplinary teams (in education, health, nutrition, psychology, etc.) to undertake district level



analyses focused on the status of children rather than on structures or institutions, on children 0-3 years, on the preschools, on changing family structures and roles in families of varying SES background, and on urbanization. The findings could be utilized to formulate ECD programs guidelines for all partners.

SESSION C 4. THE COST OF EARLY CHILDHOOD DEVELOPMENT INTERVENTIONS

Chair:

Hon. Joseph Adu Danquah, Deputy Minister, Ministry of Women's and Children's Affairs, Ghana

Presenters:

Karin Hyde, Consultant; Alain Mingat, World Bank with; Juliana Nzomo, Regional Program Officer, ECD, Aga Khan Foundation, Kenya

Investing in ECD: Potential Benefits and Cost Savings

- *Cost-effective benefits of ECD can be measured by school survival and success rates, by increased health and subsequent health-seeking behaviors, and by the quality of adult life, as well as in high productivity rates and poverty reduction*
- *Significant savings accrue to families and the state as a result of reduced school repetition and dropout rates, and lower private and public welfare costs*

Karin Hyde presented the results of a study commissioned by the ADEA Working Group on ECD as part of the group's continuing effort to build a case for greater investment in ECD in Africa. This would be achieved through the development of a costing model, the pilot-

ing of the model in three countries, and a review of the cost-effective benefits of ECD. The objective of the latter, presented here, was to examine the benefits of ECD to education, health and adulthood, and assess ECD cost-effectiveness and financial sustainability in Africa. Evidence indicates that appropriately designed ECD interventions have positive effects on the children who participate, the parents of participating children, the communities they live in, the economy and their own children. The study further demonstrates that early childhood programs provide a low-risk, high return approach that pays off in terms of human resource development; a secondary benefit for Africa is the labor-intensive employment that ECD programs provide, especially for women.

Studies demonstrate that ECD can 'generate' resources through cost savings and increased productivity which will repay the investment and generate additional benefits for the state.

K. Hyde (2006: 37)

The three principal documented benefits of preschools, as compared with broader ECD programs, include: enhanced school survival, through reduced repetition and dropout rates, and increased educational performance; better health and more health-seeking behaviors – participants tend to avoid smoking, drugs, juvenile crime, and early pregnancy – and suffer less child abuse;



and a better quality of adult life as measured by more positive employment, marital and fertility patterns (less likely to have children outside marriage, later and more stable marriages), as well as more positive interaction with friends and family. These results indicate a correlation between ECD programs, enhanced economic participation and poverty reduction. Furthermore, the parents of ECD participants benefit by having more time for training or income-generating opportunities, increased parenting skills and enhanced self-esteem. They give more support to their children's education. The impact of ECD participation is particularly strong for children from disadvantaged or disrupted backgrounds, thus providing a powerful tool for reducing social disparity.

Children in high quality ECD programs have... been reported to develop an understanding that they have control over their lives and that actions have consequences.

Hyde (2006: 25)

morbidity and mortality rates, and a lesser tendency to require welfare payments. The payoffs include increased participation in the labor market, higher tax revenues and, most importantly, a relatively greater impact on most deprived groups. It was concluded that investment in ECD comes at a much lower cost than remedial programs for older children. It was recommended to Ministers that investing in ECD would stimulate progress towards the MDGs. The study provides the rationale for expansion of ECD interventions, and details various

Savings are made through reduced school repetition, which cost up to 33% of current expenditure in the education sector in 1995, reduced

options for delivery in the home, in centers, schools, through the community, or in other environments. It also includes information on financing opportunities through public funds and external partners, national NGOs, employers, community and parents. Cost-cutting proposals include:

- Focus on specific, disadvantaged populations;
- Use of trained caregivers: community workers or family members; and
- Use of all available resources (older children and adults of all ages, available facilities, recycled materials) - and integration of issues such as health, nutrition, adult education programs, regional development and available communication media, including mass media.

'... preschool can help children to understand that their actions have consequences and that they bear responsibility for what happens to them and that these early lessons have an influence on decision-making in all aspects of their lives.

Schulman (2005) reported in Hyde (2006: 26)

Evaluating the Costs of Scaling Up ECD Interventions: The World Bank Costing Model with Burkina Faso and the Gambia

- *Costing is an integral part of planning and advocacy, and is essential for the adoption and implementation of a national ECD action plan*

Using the World Bank ECD costing model, Alain Mingat described a costing framework which Burkina Faso and the Gambia have used to plan the achievement of their ECD objectives by 2015. The age cohorts targeted are roughly 0-3 years and 4-5 years old, since programs longer than two years for preschool children have not

A good program which cannot be financed loses both its usefulness and its operational credibility

Mingat (2006: 5)

demonstrated increased outcomes. The model takes into account current ECD coverage and quality, and population trends from now until

2015, offering five funding scenarios for each country. For organizational planning and costing purposes, it is useful to first distinguish between specific child-oriented activities that take place within the family and activities for children grouped within a structure, then to identify alternative and concrete options for organizing these activities

The costing model assumes the existence of specific essential elements to indicate the total resource requirements and the unit cost for a given level of coverage, type and quality of ECD services. The different scenarios estimate real costs and total revenue calculated over the time frame. Affordable strategies involve selected trade-offs: reduced coverage maintaining quality services or reduced quality while maintaining coverage. In both scenarios program sustainability is not compromised.

Funding is to be raised from the education sector and from ECD-related units in other ministries such as health, water, departments of community development, nutrition and child welfare, and are indicated as

a percentage of the GNP. Also included in the funding is the potential coverage for the different age cohorts. The costing exercise serves as a useful tool for decision-makers in coming to appropriate decisions regarding services for the holistic development of children.

Fatimata Korbeogo, Director of Preschool Education in Burkina Faso, stated that the national ECD policy was currently being validated and the cabinet was expected to give approval soon. Sharing Gambia's experience of having used the same costing model, Ndeban Joof-Ndong, Director of Preschools, Ministry of Education in the Gambia, said that ECD policy and planning had started in the Gambia in 1999.

Technical assistance had been provided by international agencies to facilitate the policy development process but, in the absence of a costing and financing plan, the process had stalled. The development of the latter was accomplished some years later using the World Bank costing and

financing simulation model. This had involved an intensive consultative process with decision-makers in each sector and a challenging search for the relevant statistics. The team had to contend with underestimation, such

Essential Questions

- What coverage to achieve within a given time frame (2015)?
- Which services (ECD specific and other services) to deliver; how will they be organised, how will selectivity be managed?
- At what unit cost, using which financing structure?
- What are the budget implications? (for recurrent and capital expenditures)
- Which funding sources to use to maintain financial sustainability?

Mingat (2006:)



as data on coverage, overestimation of census data, and total absence of data, for example, on salaries. Costing

A Costing and Financing Simulation Model

- Establish the demographic basis
- Define initial financial constraints
- Define objectives with regards to coverage and types of services
- Define a structure to translate potential concrete activities into unit costs of services
- Project recurrent and capital expenditure from now until the horizon of the program
- Test practical feasibility, calculate the financing gap and assess financial sustainability of the program
- Revise the objectives for resource mobilisation, coverage and service delivery parameters to achieve sustainability

was based on the provision of new, ECD-specific provision which are not currently delivered to young children – that is, on identified gaps in current services. The focus was on expansion and improvement of ECD-specific services through which the objectives of the new ECD policy could be achieved by 2015. Levels of funding that can be mobilized from government departments are indicated as a percentage of the GNP of the

country. With costs estimated, the next crucial steps were the development of an implementation plan which included the new, specific activities envisaged, to achieve the objectives for children 0-3 and 3-6 by year 2015.

Knowing the costs involved, the question now for the Gambia involved whether the country should invest in ECD or not. The expected benefits (increased enrol-

ment in the primary schools, higher completion rates, improved system performance, improved education sector outcomes, greater economic productivity, and achievement of the EFA and PRSP goals and of national ambitions for 2020) justify the investment. Ndeban Joof-Ndong concluded that lack of investment means a lost opportunity for attaining the Gambia's 2015 targets.

A Costing Model of the Madrasa ECD Program in East Africa

- *This uncommon, scientifically designed cost analysis of an ECD program provides rare insights on ECD costs and financing and some unexpected cost results*
- *The Madrasa program includes a well designed exit strategy*

The Madrasa ECD program is a community-based initiative of the Aga Khan Foundation that began in Kenya (1986), then moved to Tanzania, Zanzibar (1990), and Uganda (1993). Quoting the Issa cost analysis, Juliana Nzomo described the program as demand-driven initially arising in response to

requests from Muslim communities in Mombasa to improve access to and readiness for primary school for poor children from marginalized communities on the Kenya

coast. Communities also hoped to foster 'a grounded understanding of the Islamic faith and local culture in their children'. The program is currently supporting

It is wise to invest in constructing children since it is expensive to reconstruct damaged adults.

Joof-Ndong, The Gambia

203 community preschool centers in East Africa, 66 in Kenya, 53 in Uganda and 84 in Zanzibar, mainly in rural areas. To date, the program has served over 30,000 children in East Africa, including those currently enrolled. It has trained over 4,000 preschool teachers and 2,000 school management committee members. Program components include:

- Capacity-building for parents and communities, teachers, school management committees, community resource teams, ECD government officers and local government authorities;
- Parenting education; health and nutrition;
- Growth monitoring;
- Special needs education;
- HIV/AIDS prevention;
- Materials development;
- Attention to transition (home to preschool to primary);
- Endowment-building; and
- Policy support.

Core Islamic values and beliefs underpin the curriculum and overall ethos of the schools. The program includes an interesting exit strategy, the graduation phase, which continues to provide management support and refresher training once schools run independently of the program, and which is not included in the costing model.

A recent evaluation indicates that intensive support to teachers and parents enhanced their knowledge and skills for addressing the needs of children; children experience a better teaching and learning environment as measured by the Early Childhood Environment Rating

Scale (ECERS); and attain higher cognitive scores both during preschool and in lower primary grades. Initial analysis in an ongoing tracking study suggests that children involved in the program attain higher retention rates and enhanced performance. Community involvement with children's education has grown, while women's participation and decision-making have increased, both inside and outside the home – for example in the area of school management.

The analytical cost and financing model for the Madrasa Program used in the study takes into account four types of cost: direct costs, indirect operational costs, indirect infrastructure and set-up costs, and hidden costs; while finance is derived from two principal sources: program and community contributions. These generally take the form of one of the following: a one-off admission fee and term tuition fees paid by parents (fee recovery rates being between 40 and 80%), often used to pay teachers' salaries and minor incidental expenses; the school feeding program; the time spent by school committee members, teachers, community leaders, parents, and other interested residents, on all issues related to the establishment and operation of the preschool. The study revealed that program costs vary significantly across the three countries due to differences in staff salary levels (which in Zanzibar and Kenya are higher than staff in the government sector), to the cost of living and enrolment per school. Initially the program used the simple, existing Madrasa centers, but communities now prefer to build new structures to enhance durability. Overall, the direct unit costs amount to USD 15 per child per month, of which parents contribute USD 5; and overall unit costs, including start-up, ongoing training costs

and program related activities in the resource centers, are estimated at USD 24 per child per month. The teacher/pupil ratio is 1:15. The unexpectedly high cost of the Madrasa Program resulted in a call for reviewing program inputs and processes. Overall, program coverage is not wide and does not benefit from economies of scale. It could be expanded, but at a risk of compromising quality, according to program evaluators.

In conclusion, Juliana Nzomo noted that while it is heartening to note an increasing commitment by governments to provide greater support to ECD, it is critical that the support is appropriately targeted to ensure quality and sustainability. Governments are well placed to provide meaningful support to ECD in a cost-effective manner relying on existing, multisectoral structures and personnel from national to local levels. This will, however, require streamlining of existing government systems to foster efficiency and coordination in the delivery of services. Opportunities for partnerships to provide ECD exist, both across the various sectors of government, and in coordination with non-governmental organizations. NGOs could take up certain tasks in which they have developed expertise, such as community mobilization and empowerment with respect to ownership, as well as ongoing teacher mentoring, while governments could be responsible for teacher training, teachers' salaries, quality assurance, monitoring and evaluation.

DISCUSSION

Reflecting on the cost and financing implications of introducing year zero into primary schools in South Africa, Hon. Naledi Pandor, Minister of Education in

South Africa, observed that the country is committed to the EFA goal of 'expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children' and aims to provide a reception year or grade zero in primary schools for all five year-olds by 2010. This will represent a 70% increase in participation, reflecting similar enrolments ratios in countries of comparable economic development. Targeted nutrition components will be included in the program, particularly for vulnerable children affected by HIV/AIDS or with special education needs.

Education provision for the poor does not have to be poor education provision

Hon N. Pandor, South Africa

The Department of Education conducted a pilot phase of the program from 1997 to 2000, focusing on support to community based ECD sites. A Conditional Grant of R12,000 per year was introduced in the years 2001-2003 for 4,800 centers, and models for policy implementation were developed to ensure improved access to quality education. Teacher development programs and certification systems were registered with the South African Qualifications Authority. Forty-eight ECD organizations participated in the pilot phase and developed training programs, assisted by the Department of Education. They trained and accredited 4,500 practitioners to Level 4 ECD, and as many site management teams. Central funds were effectively transferred for the administration of the program in the provinces, and to schools. All participating sites received a basic educational pack to support curriculum implementation. The public was informed about national ECD policies through a

multi-media advocacy and information campaign. A monitoring and evaluation system was developed to ensure effective monitoring and on-going support to all participating schools. The lessons learnt from the pilot phase were systematically documented.

Since 2000 there has been a 12% growth in grade zero participation. Expenditure on ECD has increased from R12 million in 1995 to an estimated R538 million in 2004/5. The rate of expansion from 280,000 children in 2002 to 503,000 in 2004 suggests that the goal of enrolling all five year-olds (approximately 1 million) in the reception grade will be attained by 2010. The program aims at a minimum qualification of '4 years post-matric qualification' for all zero-grade teachers, the provision of essential learning and teaching materials, and additional learning support for learners with special needs.

The country-wide program will provide a significant growth in sustainable livelihoods for ECD practitioners and assistants in low income communities. Hon. Minister Pandor concluded that, faced with the challenge of planning for expansion and ensuring integration of services, ECD provision for the poor does not have to be poor provision: the government must ensure sufficient resources, support to families and the establishment of a comprehensive monitoring and evaluation system. She called for concerted efforts to ensure that children in Africa have the best start in life.

Participants discussed strategies for getting multisectoral attention to early childhood development, for planning for the expansion of ECD through pilot or

system-wide programs, and for developing and maintaining standards.



SESSION C 5. COORDINATION AND SUSTAINABILITY OF INTEGRATED ECD PROVISION

Chair:

Hon. Batilda Burian, Deputy Minister of Community Development, Gender and Children, Tanzania

Panelists:

Eveline Pressoir, Regional Adviser, UNICEF Office for West and Central Africa; Mussa Naib, Director General, Department of General Education, Eritrea; Apollinaire Kingne, DPPS-MINPLAPDAT, Cameroon

Coordination and Implementation of ECD Policies and Policy Frameworks

- *Multisectoral integration is needed as much as integration of ECD policies into national developmental policy frameworks*
- *Capacity-building should include not only program-level personnel but senior national staff and plans for increased support by external partners*

Eveline Pressoir presented an overview of the situation of young children in the West and Central Africa Region (WCAR), from a rights-based perspective. Birth registration in WCAR is the lowest in the world, despite intensive registration campaigns over the last two years. She also cited the consequences of the devastation of

war and conflict on early childhood. She described the integrated approach to ECD, which combines forces from various sectors such as health, nutrition, water, hygiene and sanitation, protection, cognitive stimulation and the advancement of women. This synergy should be captured at conceptual and policy level, and in the programming and implementation of services for young children. However, few countries have succeeded in drawing up comprehensive policies addressing the needs of the young child, while many national PRSP policies, SWAp and even EFA policies in the region have failed to address the needs of young children and even lack consistency among themselves. She cited three countries in WCAR that have used the integrated approach to develop holistic early childhood policies and three more that are in the process of formulating policy. She stated that the integrated approach to ECD was gaining ground and that the World Bank costing model for planning had been presented to 24 WCAR countries.

Now is the time to dream of a better future for our children... if only we can get into action!

E. Pressoir, UNICEF WCAR

Problems to date in strengthening the ECD planning process include the lack of resources allocated to



children of this age group; the low level of contribution from the state; poor intersectoral coordinating mechanisms; and lack of qualified personnel in ECD. In future, long-term vision needs to be developed and attention should be given to central capacity-building and strengthening the capacity of partners to support ECD programs, in preference to working solely at program level. The roles and tasks of government need to be clarified, especially those of the ministry responsible for ECD. A well designed decentralized model should be developed and the program planning steps described by Alain Mingat, above, need to be explicitly planned and implemented.

Convergence, Coordination and Integration: Action at National Level – Eritrea’s Integrated Early Childhood Development Program

- *The recently initiated Eritrean ECD program has already produced measurable, positive results and has built in income generating component aimed at program sustainability*

The Eritrean Integrated Early Childhood Development Program started in 2000 was a five-year program supported by a World Bank loan, then extended to 2006 in order to assess impact. Mussa Naib presented the program objectives:

- To promote the healthy growth and holistic development of children under six, children of primary school age, and children in need of special protec-

tion up to the age of 18, through the provision of services; and

- To meet national ECD objectives, EFA goals, MDGs and fulfill commitments to global and regional conventions which recognize the importance of ECD.

The program has five components: early childhood education and care, child health, child and maternal nutrition, socioeconomic support for children in need of special protection, and strengthening of the ECD program. Eritrea’s understanding of the holistic approach to ECD is to adopt a comprehensive perspective of children’s needs and to ensure synergy in service provision. Institutional structures and mechanisms established to coordinate and integrate ECD services include the National ECD Policy Steering Committee, National ECD Technical Support Committee, the ECD Policy Management Team and the National Working Group on the Integrated Package. Sectors have equal status. They plan ECD intersectoral or common goals, coordinate strategies and monitor activities as a team.

Disbursement of 93% of total program budget of USD 49 million has produced the following outputs:

- Early education and care component: 105 kindergartens, six resource centers built, 291 community care centers opened targeting high-risk children; 650 nursery teachers, assistants and community caregivers trained; the Focusing Resources for Effective School Health (FRESH) health and nutrition program framework introduced in all schools.

- Social protection component: 31,895 orphans successfully integrated into host families; 96 into group homes with group home mothers; vocational training provided for 366 street children and 262 families with street children given economic support.
- Child health component: medicines, vitamins and equipment worth about USD 7.5 million distributed to children; 123 latrines built; 112 water and sanitation interventions in schools and health centers; IMCI health workers and aides trained; mothers trained in food security (received smokeless stoves and community water pumps, which provided a welcome new source of income generation).

The program's achievements have included the formulation of a national ECD policy, the strengthening of links between ECD stakeholders, the successful decentralization of program mechanisms and processes; an 80% increase in preschool enrolment; a significantly reduced dropout rate among preschool attenders in 1st-grade classes; decreasing infant and under-five mortality rates and improved health indicators compared to other SSA countries; heightened awareness among parents on immunization and nutrition issues, and on good parenting practices in general; and the introduction of some new ECD related income-generating projects at village level. Many of these outcomes will contribute to the sustainability of the program after support from the World Bank is terminated.

Convergence of Services for the Survival and Development of the Young Child

- *Convergence is the guiding principle for translating a holistic approach to ECD into an operational strategy in Cameroon*

Apollinaire Kingne described convergence as a rights-based strategy creating synergy between governing interventions and partnerships aimed at giving children between 0-8 years a good start in life. The UNICEF Cameroon Country Program 2003/2007 had adopted the strategy of convergence, to promote synergy of actions and partnerships in achieving the fulfilment of the rights of the child in the Adamawa Province Young Children's Survival and Development Program. This program targets children 0-8 years old, with particular emphasis on those 0-2 and 3-5 years. The program has five entry points: health/nutrition, education, protection, HIV/AIDS, water and sanitation. Family and child record cards are used to ensure that children benefit from all services offered. The convergence strategy aims to provide formal and non-formal preschool education, and parental education, in the wider context of program inputs including the promotion of birth registration, a minimum package of health support to infants; personal and environmental hygiene programs; nutrition education; health and psychosocial support to vulnerable children, including orphans, particularly HIV/AIDS orphans.

Convergent program mechanisms are functioning in 14 zones of the province, covering almost 300 vil-

lages. Coordination and monitoring committees provide continuous monitoring at four program levels, including feedback on preschool provision. There is effective synergy in the field and amongst the different development partners. Preschool attendance has risen from 11 to 18%. However, the implementation of the program is constrained by limited funds, and faces other challenges.

DISCUSSION

Opening the discussion, Hon. Marie-Solange Pagonendji-Ndakala, Minister for Family, Social Affairs and National Solidarity, Central African Republic, indicated that even though the country is faced with many challenges, efforts have been made to adopt an integrated approach to child development. Consultative processes are under way among various actors and institutions. The Government is currently working on a comprehensive ECD policy that addresses the holistic development of the child.

Participants expressed concern that projects are often unsustainable and that they are well coordinated only during the period of donor involvement. The case waqx cited of the World Bank supported ECD nutrition project in Uganda was cited which ended in 2005. When donor support was withdrawn parents refused to give financial support to the project to ensure sustainability. They argued that since primary education is free there is no justification for paying for health or other services. Francis Chalamanda, National Coordinator of ECD in Malawi, bemoaned the lack of resources to implement ECD policies and suggested that the ADEA WGECD

should assist countries to develop funding strategies. It was, however, pointed out by other participants that reallocation of existing resources to ECD is a first important step, pooling resources for ECD from related sectors. Coordination requires negotiation. All sectors need to sit at the table to discuss and agree on mechanisms for financing and implementing ECD programs. It was suggested that coordination should be located at the level of the prime minister to leverage ministerial support for ECD policies and programs. Marie-Louise Samuels, Director in the Ministry of Education, South Africa, said there was a need to distinguish integration from coordination. She called for accountability in integrated programming. She stressed that information exchange on functioning, coordinated structures is needed for countries to learn from each other, rather than conferences. Participants emphasized that coordination needs policy alignment and harmonization, such as the review and alignment of EFA country plans with PRSPs.

ROUND TABLE DISCUSSION ON CHALLENGES AND OPPORTUNITIES

PLENARY SESSION 5. ROUND TABLE DISCUSSION ON CHALLENGES AND OPPORTUNITIES

Chair:

Carew Treffgarne, Senior Education Advisor, DFID

Panelists:

Françoise Caillods, Deputy Director, IIEP/UNESCO;
Papa Youga Dieng, Coordinator RESAFAD (African Network for Distance Education), Senegal; Desmond Bermingham, DFID, former FTI co-Chair; Hon. Hamani Harouna, Minister of Education, Niger

Quality Education for All: Addressing the Obstacles (poverty, HIV/AIDS, conflict and poor sector management)

Ms. Françoise Caillods made reference to the earlier plenary which traced the impressive progress in Africa in moving closer to achieving EFA goals. She listed the four major obstacles to reaching those goals: poverty and malnutrition, HIV/AIDS, conflict or endemic violence, and inefficiency and bad governance. There is a striking difference between the school attendance of the richest and poorest quintiles of the population and, even when education is fee-free, as many as one third of the primary age children are out of school, having dropped out because they simply cannot afford to stay there. There are at least four measures which result in

poor children being given better access to school: the fastest is the abolition of school fees. However, SACMEQ results for 1996 to 2001 indicate deteriorating quality of education due to lack of resources and lack of adequate preparation for free education, which pushes the poorest children out of school. The second method of increasing access is to provide more flexible and diversified schooling systems. Third, non-formal programs respond well to educational demand among the most disadvantaged children. Finally, World Food Program assessments indicate that their school feeding programs contribute to access and retention, although there is no discernible correlation yet between these programs and learning outcomes.

The spread of HIV/AIDS is the second obstacle to meeting EFA targets in Africa: 27 million people currently live with HIV on the continent. Education programs need to note that women and girls are disproportionately infected, are infected earlier than men, and are less informed on HIV, which points to the need for education program targeting and eliminating abuse against girls. The speaker hesitated to attribute too quickly to educa-

Mismanagement versus Effectiveness

It sounds banal to say so, but if funds reached their targets, more children would be in school, disparity would be reduced and learning outcomes would be higher.

Françoise Caillods, Deputy Director, IIEP/UNESCO



tion the role of a 'social vaccine' against HIV, due to lack of adequately documented impact of education on HIV incidence. Measures being taken to mitigate the effects of HIV on the sector include the four strategies listed above, in addition to homework clubs, counselling for children affected by HIV, skills training and support for the foster parents of HIV orphans, improved community health services, and anti retroviral treatment (ART) for children and teachers.

Conflict raises two main challenges for the sector: keeping education going during conflict and rebuilding the education system after the cessation of violence. The

Managing Mismanagement

It's important to be able to talk about mismanagement; and it's important to be able to act on it.

Françoise Caillods, Deputy Director, IIEP

measures for confronting the devastation of war and conflict are myriad and costly. It means addressing the needs of war orphans, traumatized children

and children previously associated with fighting forces; rebuilding schools, re-opening and re-equipping closed schools; replacing absent teachers and those who were killed, through rapid, alternative training mechanisms; providing refugee education and education for displaced people; revising curricula; printing textbooks; finding funds to pay teachers; supporting the capacity-building of ministries; and intensifying negotiation of partnerships for rebuilding the sector.

As regards poor sector management, which exists worldwide, there are petty infractions and there is grand fraud which, together, significantly weaken education systems. However, over time, even small infractions

amount to massive loss of resources: it is calculated that 50 to 80% of the school funds in the region disappear between the originating source in the central ministry and the schools. Teacher absence, for justifiable and unjustifiable causes, is calculated at 25% of teaching time. Eighty percent of pupils in southern Africa pay for private tuition. In some parts of Africa, people are talking of sexually transmitted school results, a practice devised to reduce repetition rates. Measures to improve sector management include carefully designed decentralization procedures with in-built checks and sanctions; regular teacher enumeration; and public access to information on school accounts. There is also a need for accountability regarding whether external funds designated to education sectors effectively reach their goal. In conclusion, there must be a commitment to good practice and good leadership throughout the sector, focusing on funding for management reform, and strengthened sectoral management capacity.

Policy Challenges in the Integration of ICTs in Distance Education in Africa

Mr. Papa Youga Dieng pointed to the significant obstacles remaining in sub-Saharan Africa to achieving the MDGs and the EFA goals, and in particular to the challenges of teacher development for delivering quality education. Policies are required to harness the potential of distance education and capitalize on new technologies, to complement existing conventional teacher development strategies and to match the pace of learner demand on the continent.

The ADEA Working Group on Distance Education and Open Learning (WGDEOL) had noted the advantages of distance education: the quality it could deliver, the promise of increased access and cost-effectiveness. However, WGDEOL cautioned on the planning process and on ensuring that equity considerations are kept in mind, with regard to gender, the rural/urban and able/disabilities divides, and language issues. A recent WGDEOL study carried out in five Francophone African countries highlighted increased access of learners to resource materials and the benefits of Information and Communication Technologies (ICT) to teacher training but new problems had arisen: the north/south and center/peripheral digital divide; and the confusion between ICT, the instrument, and distance education. Mr. Dieng reviewed four generations of distance education technologies: correspondence courses or programs based on print materials (used by 92% of the institutions in the study), radio and TV, multimedia teaching and computer-assisted technologies. He described the latter as shattering the isolation of the learner, of promoting interactivity and active learning. Three countries in Africa have succeeded in setting up viable distance education programs: South Africa, Mauritius and Tanzania. However, less than 10% of learners at tertiary level in Tanzania are distance learners. Francophone universities have a noticeable headstart on using computer-assisted technologies on the continent, but not necessarily for distance education.

The Francophone study and a second, Anglophone, investigation, supported by the Commonwealth of Learning, highlight the following: the need for policy development on distance education and on ICTs in dis-

tance education; infrastructure; technical and management capacity-building; the confrontation of past errors and misconceptions on distance education and ICTs; and, most importantly, the creation of enabling political and institutional environments for ICT development.

The Fast Track Initiative: A Catalyst for Quality Education for All in Africa

Mr. Desmond Bermingham, speaking on behalf of the Fast Track Initiative, stated that the Initiative was launched in 2002 to help countries move quickly achieve their education goals, specifically to assist in the development of good quality, universal primary education. The FTI is based on a compact, an agreement, between donors and the countries they support. The aim was to follow up on the Dakar commitment by bilateral and multilateral partners to provide financial and technical support to credible, costed education sector plans. So far, 20 countries have been included in the FTI framework and 20 more are expected in the next couple of years. FTI also provides technical and financial support to activities such as this Biennale.

In most countries, 70-80% of the education budget is financed by national revenue. Under the FTI, countries agree to draw up sound sector plans, to dedicate a significant proportion of their budget to education, and to commit to delivering high quality education to all children, particularly to girls. Donors agree to help mobilize resources, to ensure that the resources and support are aligned with national (and not donor) priorities, to coordinate among themselves to support the agreed sector plan, and harmonize procedures. The



FTI process includes mechanisms for following up on donor pledges in Dakar.

The FTI is designed to target all low income countries, using the World Bank IDA-eligible classification of countries. FTI support addresses the challenges noted during the Biennale: finance, policy, capacity-building and data collection in the education sector. The FTI provides a platform and a framework to mobilize resources and direct financing through two funds: the catalytic fund and the education program development fund. Rapid finance can be obtained from the catalytic fund while negotiations are continuing with donors to support the sector over the longer term. The education program development fund provides support for capacity-building and planning as well as the sector programs themselves.

It is emphasized that the fastest way to join the Initiative, and the most efficient source of financing under the FTI, is for countries to start a dialogue with the donor group, and the donors already present and working in their country. It is important for sector plans to match national priorities: the task of donors is to support the sector planning process. Countries are advised to agree with the donors on the appraisal process, to make sure that monitoring systems are included in the plans, to ensure that the goal of achieving universal primary education is included in education sector plans, and that reliable data are collected for planning purposes.

Kenya has been a good example of the catalytic fund in operation: the application for funding reached the FTI in July 2005 and, due to the excellent dialogue between the Ministry of Education and the donors, Kenya

received USD 20 million within six months, which was then disbursed to schools.

The Fast Track Initiative Experience in Niger

Hon. Hamani Harouna, the Minister of Education in Niger, described Niger's experience of the Fast Track Initiative. Niger was one of the first countries included in the program, in 2002. Before 2000, Niger's GER was 37% (45% boys, 28% girls). After the Dakar conference in 2000, Niger produced a ten-year education sector development plan, which was supported by Niger's external partners. The country organized an intense campaign to mobilize funding for the sector plan. Over 9 billion CFA came in various forms from five bilateral partners in 2004 and 2005; and 22 billion CFA was expected in 2006 from seven donors. Bilaterals put funds into a national common fund. A tripartite committee, which meets every term to oversee disbursements, includes the Ministers of Finance and of Education, and external partners. An annual action plan and an annual review are complemented by an intermediary six-monthly review. The impact of the FTI is illustrated by an acceleration of GER growth rates, reaching 52% (59% boys, 44% girls) in five years.

DISCUSSION

Ms. Justine Sass, Coordinator of the UNAIDS Inter-Agency Task Team (IATT) on Education, addressed the challenge posed by HIV/AIDS to the education sector. During the week the first international survey was launched regarding the capacity of education sectors

to manage and mitigate the impact of HIV/AIDS. The report covers 71 Ministries of Education, 31 of which were in Africa. Findings on three key issues indicate that nearly three quarters of ministries surveyed have set up HIV/AIDS units. However, one third of the units in medium- and high-prevalence countries have no dedicated budgets; 21% of high and medium prevalence countries had no strategic plan to respond to the impact of HIV/AIDS on the education sector; almost 60% of the countries were not collecting HIV-sensitive indicators; and only 36% of the high-prevalence countries had plans to replace and train teachers. More than 80% of countries reported having life skills education on their primary and secondary curriculum. However, the quality of those programs can only be as good as the teacher development programs and the quality of the education system in general.

Mr. David Archer, Head of International Education, Action Aid, referred to the Global Campaign for Education report "Deadly Inertia," published as part of the UNAIDS-UNESCO global readiness survey, which highlighted the importance of a comprehensive approach to sexual and reproductive health education; the dangers of opting for narrow strategies (such as the 'abstinence only' message); the critical role of the life skills teacher and teacher capacity-building; and of addressing the underfunding of education systems. The challenge of poverty remains overwhelming, yet 92 countries in the world continue to charge primary school fees. Mr. Archer felt that the challenge of delivering quality education cannot be addressed while classes remain

as high as 60 children per classroom. Tragically, when Kenya abolished primary school fees and was dealing with over a million new learners in primary schools, IMF policies prevented the country from employing an adequate number of teachers, despite the fact that Kenya had thousands of trained, unemployed teachers. The speaker also considered that untrained and ill-trained contract teachers could not provide the necessary qual-

ity of education unless they were assured of training over the years which would eventually provide entry for them into the ranks of professional teachers. He urged for recognition of the links between good professional development, reasonable remuneration packages and effective schools.

Class Size and Quality

We need genuine evidence-based policy making on class size not policy-based evidence making. Sixty children per class is not acceptable. Sixty children in a class does affect quality. We know that.

David Archer, Action Aid

For Mr. Archer, three significant economic areas impacting on education remain: the questionable IMF macro-economic dogma that places low inflation targets above all other concerns disallowing countries to consider trade-offs between various investment options and fiscal measures; the failure to factor in the long-term economic returns of education into immediate policy-making; and the lack of debate on the impact of such policies on investment in the education sector. He stated that the vast majority of aid continues to be unpredictable, noting that the FTI may decrease unpredictability although the Initiative is not intended to provide long-term funding.

Concern was expressed by Mr. Samuel Ngoua Ngou of Education International regarding corruption and poor



monitoring of donor assistance. He was also concerned about the preference of donors for some countries over others, and about the fact that credible FTI plans did not necessarily mean that all the national actors had been invited to participate in the FTI or sector planning processes. Hon. Rosalie Kama-Niamayoua, Minister of Education of Congo Brazzaville, pointed out to participants that governments had sound accountability and staff recruitment systems which prevented corrupt practices, but conceded that the public had the right to monitor sector systems. Ms. Caillods said that transparency is achieved when budgets and disbursement information is published at local levels, on school notice boards, in the press and in local languages, so that the public can check whether funds have been spent according to budgets. In Uganda district and school education plans, budgets and disbursements are published regularly in newspapers. Mr. Bermingham concurred on the need for full accountability at national and local levels. He noted that the signature of Ministries of Finance on national FTI plans signaled the credibility and sustainability of sector plans under the FTI, since it guaranteed governments' financial commitment to the plan.

Reservations were expressed by the Minister from Tanzania on claims that ICTs would succeed in providing affordable connectivity for many people.

Mr. Dan Thakur of CIDA, Canada, reminded participants that there were plenty of lessons learned and that information was available on efficient funds management. He noted the beneficial impact of sector support over the last eight years, which FTI was now supporting. This had not only resulted in dramatic enrolment

growth but in significantly higher national budgets for education, a higher percentage of budgetary support to primary education and increased sector allocations to quality inputs. Ms. Marja Karjalainen, representing the European Commission, noted the EU's commitment and significant contributions to FTI to date, including a large contribution to support the FTI in Niger. Ms. Ann-Thérèse Ndong-Jatta, Director of the Basic Education Division, UNESCO, welcomed the appointment of Mr. Bermingham to the FTI, and reiterated the need for the program to encompass the totality of EFA goals. Mr. Bermingham responded that FTI was not solely concerned with primary education but with the approach to basic education espoused by EFA and the evolving concept of the importance of primary education.

SYNTHESIS AND CLOSING SESSIONS

PLENARY SESSION 6. MAIN FINDINGS AND RECOMMENDATIONS ARISING FROM THE PARALLEL SESSIONS ON THE THREE BIENNALE THEMES

Chair:

Hon. Antonio Burity da Silva Neto, Minister of Education, Angola

On the final day of the Biennale, the sixth plenary session of the conference presented the conclusions and recommendations on the three themes of the conference arising from the five in-depth parallel sessions focusing on three themes: literacy, effective schools, and early childhood development.

Main Findings and Recommendations Arising from the Parallel Sessions on Effective Literacy Programs

Rapporteur:

Esi Sutherland-Addy, Institute of African Studies, University of Ghana and Consultant, ADEA

Presentations and discussion had covered a wealth of topics. The summary findings were as follows, giving emphasis to new and emerging perspectives:

- There has been impressive progress in the attainment of UPE goals in Africa but literacy has made glaringly negligible progress;
- Visions and plans for literacy, where they exist, have not in the main been translated into concrete programs.
- There is now hard evidence of effective learning, sometimes surpassing formal systems, in non-formal programs in Africa;
- There is no proof that investing in literacy does not yield measurable returns. On the contrary, evidence is mounting on gains related to a wide spectrum of social returns, in consonance with logical deductions to date;
- Chronic lack of funding for literacy programs has resulted in a vicious cycle of perceived ineffectiveness and a notion that such programs are not worth funding;
- Specific types of literacy programs promote individual and community empowerment, and active citizenship, more effectively than formal or conventional learning styles;
- New decentralized models of literacy programs hold promise, on the condition that the state plays a visionary and facilitating role; and



- Literacy campaigns are being replaced with a more conceptually sound program approach, convergent with the concept of lifelong learning and sustainability.

Recommendations

1. The Fundamental Role of Literacy

Literacy is deemed to be a human right, a prerequisite for socioeconomic development, the foundation of education progress, a key to the information society and to the future knowledge society, and should be given priority attention. Yet there is a marked gap between discourse and practice on literacy at national, regional and international levels. It became obvious from presentations made at the Biennale that effective programs owed their success not only to the availability of resources but, most importantly, to a combination of strong advocacy, vision, strategic partnerships and the exercise of political will. The Biennale noted that the merit of non-formal education is that it provides a wide spectrum of innovation in flexibility, diversity, context, which can inform and benefit formal education.

Recommendations: Ministers of Education and their development partners in ADEA should take a leadership role in ensuring that literacy is firmly established as a priority and given unambiguous visibility in international and regional policies such as those of the African Union, NEPAD; and in national planning documents such as PRSPs, and national education plans.

Formal education practitioners should be provided with opportunities of learning from the non-formal system.

2. International Agendas and Africa's National Education Policies

Education targets are shrinking while timeframes are expanding. Literacy was recognized by the Biennale as a prerequisite for economic and human development. Even though MDGs (and FTI) do not explicitly refer to adult literacy, and NEPAD policies fail to underscore the importance of literacy, it is plain that neither the MDGs, nor universal primary education can be attained without an increase in literacy rates. The absence of literacy on the international agenda and the failure at international and regional levels to take on the totality of EFA goals, does nothing to promote national literacy policies. Most African countries do not have national literacy policies and, if they exist, they are often not implemented. The ineffectiveness of literacy programs is noticeable, despite numerous declarations. Literacy and poverty co-exist; and pro-poor policies must necessarily involve the eradication of illiteracy. Literacy is seen as a continuous process that requires sustained learning.

Recommendations: Participants strongly demanded that the FTI go beyond its current limited agenda and take on EFA vision and goals, including goals and benchmarks on adult literacy, to guide policy dialogue and assessment, and to ensure increased funding through the FTI.

Countries were urged to develop national literacy policies and to follow through with funding and action.

Literacy policies must espouse an intersectoral outlook, coordinating with health, agriculture labor, and welfare at policy, funding, action and assessment levels.

3. Programming

Demand for literacy and literacy programs are characterized by their diversity – that is, diversity in target groups, learning contexts and languages; in program content requested; in providers; in resources; in program management modality; and in literacy programs across Africa.

Recommendations: There is a need to draw on the diversity of learners, demand, providers, resources, program types and successful experiences, to design and provide effective literacy programs.

Urgent attention must be given to the professionalization, support and remuneration of adult educators as well as to the creation of a new type of facilitator, conversant with promoting enhanced livelihoods skills.

More promising programs and practices should be shared and analyzed at future ADEA Biennales to add to those cited in 2006. These programs should address policy and strategy formulation, capacity-building, mobilization and management of funds, creation of partnerships, and development of indicators.

Governments need to plan holistic education systems encompassing both formal and non-formal modes of education.

National/regional qualification frameworks should be set up to promote linkages between non-formal and formal education systems, validation of learning and accreditation, and mechanisms for the recognition of prior learning.

4. Financial Support for Literacy

Literacy programs/adult education currently receive about 1% of education budgets and little support from donors.

Recommendations: Substantially increased financial commitment is required by governments and aid agencies; and sustained budget allocation for adult literacy.

Literacy programs should benefit from funding from the sectors which gain from progress in literacy, such as health, agriculture, etc.

New partnerships and strategies should be explored between government and new partners, including the private sector, faith organizations, non-governmental and community organizations and local actors, to expand possibilities for resource mobilization.

To promote sustainability, governments and funding agencies should support investment in long-term programs; and assist in building a sound,

professional human resource base to ensure sustained and effective literacy programs.

5. Language, and Indigenous Knowledge and Skills

Language proved to be a contentious issue and is an ongoing debate.

Recommendations: African languages should be promoted in literacy programs, official documents and spaces; and more support given to publishing in African languages.

It is of capital importance to work from the knowledge base of the learners, and to acknowledge indigenous knowledge and expertise of individuals and communities at national and regional levels.

While the Biennale had examined bilingual literacy programs, the more dominant paradigm of multilingual learning should be addressed in the future.

6. The Literate Environment

While literacy programs should be demand-driven and enhance the daily skills and work activities of learners, planners need to organize further support to assist neoliterates in maintaining their newly acquired skills. Creating a literate environment means providing opportunities for using reading and writing skills, and numeracy in support of an improved quality of life, enhanced livelihoods, active citizenship, gender empowerment, and so on. Such an environment makes reading materials available and promotes synergies with

other communication media (radio, TV, IT), and with local and indigenous knowledge (art, orality, language, traditional medicine).

Recommendation: Immediate steps should be taken to work at all levels to promote a literate environment.

Further recommendations

Terminology: The term ‘non-formal education’ was described as confusing especially in the context of education and training within a lifelong learning perspective. It was proposed once again that terminologies relating to literacy and lifelong learning be revisited.

The structure of the Biennale: The structure of the ADEA Biennale highlighted some of the dichotomies debated during the parallel sessions on literacy. Conventionally, children’s education has been set against adult literacy, and formal education has competed with non-formal education. It was recommended that future Biennales should consider planning a more integrated meeting so as to achieve a more holistic outcome.

The form of the Biennale: Presentations during the plenaries and in-depth sessions were very informative. It was recommended, however, that to gain more clarity on issues and to facilitate focus on practical solutions, it would be more beneficial, particularly for policy-makers, to plan for fewer

lead papers in future and to ensure more time for discussion.

DISCUSSION - LITERACY REPORT

Hon. Bitamazire, Minister of Education and Sports from Uganda, differed with some presenters on the issue of creating literate environments. Her experience was that successful functional literacy programs in Uganda responded effectively to upgrading skills required by adults and that this highly relevant and demand-driven model obviated the need for national policies on enabling literate environments, although she agreed with the spread of library provision. An integrated or relevant literacy program would, in her view, be self-executing, that is, it would ensure that newly learned literacy skills would be utilized in future. She noted that skills for full democratic participation also increased the demand for literacy.

Although all agreed on the overarching importance of literacy, insufficient effort is being put into developing mechanisms for partnerships at country level to mobilize adequate funding for literacy programs. Current actions and programs are clearly inadequate, since the number of functionally illiterate people continues to be overwhelming.

A Francophone delegate questioned criticism of the FTI in failing to finance literacy. The point was addressed by Adama Ouane, UNESCO Institute for Education (Hambourg, Germany) who reminded participants

that the Biennale, and other conferences, were calling for a full recognition by the FTI of the totality of the EFA goals, including adult literacy and early childhood education. This would mean that national plans seeking inclusion in the FTI would succeed in leveraging more significant funding from partners for the total spectrum of basic education.

An NGO delegate recommended that the Biennale endorse the benchmarks of the Global Campaign for Education, which was the result of widespread consultation and encourage the development of more case studies. This would advance the dialogue on strategies for integrating literacy more formally into national development plans. The South African Minister of Education agreed that such case studies could serve as frameworks to inspire or be taken up by governments in the future just as the output of the Global Campaign for Education could serve a useful purpose for governments who are interested in those benchmarks. In her view, the role of the Biennale and ADEA was to make such documents and notions available for potential use but not to endorse any one model or framework. She also queried the conclusion of the literacy sessions in advocating for equal financing for UPE and for adult literacy programs and proposed that the Biennale emphasize the need for giving new and urgent prominence and increased financing to literacy, but not parity in funding.

Responding, Ms. Sutherland-Addy noted the emphasis recommended by the speakers and agreed to incorporate these perspectives into the report.



Main Findings and Recommendations Arising from the Parallel Sessions on Effective Schools

Rapporteur:

Ward Heneveld, Consultant, ADEA

The report on the in-depth parallel sessions covered the status of education in Africa, the quantitative research findings, case studies of successful approaches, guiding principles for the future. It further recommended steps that countries could take towards progress. Positive gains noted over the last 15 years included:

- the remarkable progress in enrolments;
- increased national political commitment and donor investment in education;
- more cooperation across countries;
- increased literacy rates; the spread of gender-sensitive HIV/AIDS practices; and
- growing awareness of the importance of African languages in education, and available alternatives.

However, remaining challenges included:

- generally low learning levels in primary education, and declining reading results;
- overcrowded classrooms;
- perfunctory oversight of teaching;
- inadequate supply of teachers and textbooks;
- ineffective language of instruction policies and practices; and
- the continued use of ineffective teaching methods despite considerable investment in teacher development programs.

The meeting had concluded that these obstacles could be overcome by developing alternative African visions of education with regard to relevant pedagogical models and teaching paradigms, and language instruction programs.

Considerable empirical information now exists on school effectiveness, collected, among others, from the last and the current Biennale. This information is summarized in the table below. The Biennale noted new findings from large-scale quantitative studies presented by PASEC and SACMEQ analyses but participants foresaw difficulties in translating the complex and rich findings into manageable messages for local consumption and local (as well as national) planning. It is now clear that not only do repeaters drop out from school and fail to learn as much as their peers and equals who inadvertently get promoted to higher classes, but that mechanisms to identify weak learners are totally unreliable, penalizing some high and average performers. Useful information was also newly available from smaller scale, qualitative studies commissioned by ADEA and others, such as the analyses of school leadership in 16 good schools in four countries (Pelletier, 2006); the characteristics of effective schools in 30 schools across four countries (Heneveld et al., 2006); and the nature of community/school interaction and the implications for improving school learning (Solau and Suchaut, 2006). In addition, the Biennale produced new information on effective and relevant approaches to improving learning and school conditions arising from the studies on complementary schools, such as strategies for providing effective education to difficult-to-serve communities. The Meeting also discussed potential solutions for alternative delivery

systems using new technologies through the African Virtual University and other mechanisms. The latter two issues linked to deliberations in the thematic group on literacy and complementary education. Finally, longer bilingual programs were reported to be more effective than short ones, but research is still lacking on multilingual contexts.

Overall, research shows that countries are not getting the results they could expect from current investments in teacher education. There is continued use of ineffective classroom teaching practices – uniformly ineffective teaching methods are found across all types of schools – despite the fact that training is conducted in more effective, modern and alternative approaches. This lack of change in the classroom bewilders current planners, teacher tutors and advisors, and constitutes a critical issue for central policy. The conclusion is clear: radical transformation of teacher education is needed, and at justifiable cost, to produce changed teacher practice and improved learning in schools. In addition, selection, training and support to school leaders is critical for improved learning, so that school heads become effective firstline mentors on pedagogical issues.

Again, difficulties were foreseen with regards to the formulation of clear messages, that would transform current beliefs into new national policy and practices at a local level. Principles derived from SAQMEC findings and other research indicated the need to factor in program cost as a critical factor in policy options. Less costly inputs with proven high contributions to learning

(such as more textbooks and teacher manuals; short, focused, initial teacher training; competency-based and gender responsive curricula) must be weighed alongside more costly but effective inputs (such as increased quality of supervision; affirmative programs for rural

schools; health/nutrition support) and those higher-cost options which had no proven relation to learning (such as buildings, long preservice training, and high repetition rates). There was still debate on the floor on optimum class size, and how formula funding to schools and increased community

participation in education could be translated in future into improved learning. While communities were increasingly involved in school management, they were noticeably absent at central policy formulation level in some countries. It is equally be important to generate savings by reducing inefficiencies and expenditure due to bad governance.

Participants in the parallel sessions on effective schools urged Ministers and Ministers of Education to promote the idea that in order for all children to leave primary school with effective reading, writing and calculating skills, then the business-as-usual or classical approach must be abandoned in favor of more effective, affordable, national and local solutions

It will be important in future to conceive of education services as providing a continuum of delivery modes to serve all groups of learners, young and old.

Ward Heneveld, ADEA Consultant

The findings of the Biennale research are rich beyond any level that we have been able to discuss during these few short days. The Biennale recommends that we go home, read and reflect on the studies presented, and when matching these findings with local conditions, let us make bold decisions and commit to new policies. Our problems are complex but solvable.

Ward Heneveld, ADEA Consultant



to the problems of learning. The thematic group on effective schools advised that each country merge the new understandings gleaned from the Biennale with local information and additional local research, this through the reflective processes of study, dialogue, and decision-making. This will allow countries to find local solutions to the complex problems related to school effectiveness.

The principles and activities of a reflective process of policy formulation are:

- Active reflection on research findings and program ideas, especially when they contradict accepted wisdom;
- Research on, respect for and use of national/local conditions and experience to understand the problems;
- Processes of discussion within the system that use all stakeholders' inputs together with local and international research findings and
- Bold decision-making after reflection, with expressed government commitment.

DISCUSSION - EFFECTIVE SCHOOLS REPORT

Ms. Aidoo, UNICEF, and Ms. Njong-Jatta, UNESCO, pointed out that the report lacked reference to the links between primary school and the other two themes of the Biennale: early childhood development and literacy. There is a strong body of research that demonstrates the contribution of early childhood development programs to children's success in primary school. Also, if communities are to participate effectively in school

management, more adults will need literacy skills. This must be taken into account.

Ms. Christhelle Houhdonougbo, Advisor in the Ministry of Higher Education and Research, Benin, added that the Biennale report should take account of the importance of higher education, training and research – and promote the idea of having future Biennale sessions devoted to this subject – since it is these levels of education which drive development. The introduction of structural adjustment programs meant that Benin had to close down its primary teacher training colleges in the 1980s, and the

government currently needs concerted assistance from partners in order to re-open them. A senior Inspector of Schools from the Ministry of Education in Central African Republic noted that the goal of education is to improve the quality of life of the peoples of Africa and that this goal, which relates to the external efficiency of schooling, must be constantly in mind. Hon. Simelane, Minister of Education of Swaziland, requested that the report mention the need to ensure special measures for poor urban schools alongside the affirmative action proposed for rural schools. Hon. Dicko, Minister of Education from Burkina Faso, made a strong statement supporting more focus on teacher capacity-building.

In response, Mr. Heneveld thanked the speakers for their comments, especially for noting the lack of atten-

Focus of Education

When reviewing school effectiveness and quality, we must not lose sight of the fact that the role of education is to improve the quality of life of our peoples, not only to ensure that children achieve learning.

Senior Inspector of Schools, Central African Republic

2006 ADEA Biennale

Summary of Advances In Understanding of Effective Schools

From the 2004 Biennale	From the 2006 Biennale
<ul style="list-style-type: none"> • Implementation is of the essence and requires high-level political leadership 	<ul style="list-style-type: none"> • There are many examples of effective implementation (bilingual education, complementary schools, block grants, etc.) No detailed examples of effective implemented curriculum reform were presented. • Political leadership has shown commitment in many countries
<ul style="list-style-type: none"> • The quantity of resources does not by itself ensure performance 	<ul style="list-style-type: none"> • Cost-effective alternatives are clearer and deserve attention (SACMEQ/ PASEC analysis; repetition; books in most schools; current teacher development models ineffective). • The upper limit of class sizes without a negative influence on learning may be higher than prevailing norms (sometimes quoted as high as 60 per class).
<ul style="list-style-type: none"> • Quality improvement depends on teachers and what happens in the classroom • School heads are the transformational leaders in improving teaching • Teacher support systems and community support are crucial for improvement 	<ul style="list-style-type: none"> • Large-scale quantitative and small-scale qualitative research by those with experience confirms and gives detail to these messages. • We know more precisely what has/has not been effective: <ol style="list-style-type: none"> 1. Books are in the schools but are not used effectively; if use improves, increased textbooks would be useful. 2. When teachers plan their classes and assess students regularly, learning is improved. 3. Instruction in the mother tongue should be longer, and teachers must master both languages they teach in (multiple-language settings still need examination). 4. However, existing pre- and in-service teacher training models do not show an influence on teaching practices and student learning. 5. The characteristics of effective principals are known, but systems do not target these characteristics well in selection and training, especially regarding pedagogic leadership. 6. Simplified local approaches that involve the community obtain good learning outcomes (complementary schools, block grants), but school management prefers to dominate collaboration in regular primary schools.

tion to important external forces influencing the quality of primary education, such as the home and parents' level of literacy. He agreed with the need to focus on teachers and reiterated a general finding from research on effective schools: the current mechanisms to form effective teachers – conventional formal training, current modes of supervision – are not helping teachers to improve. Understanding why these inputs are not having more impact is essential in order to make changes. As experience and discussion are proving, changes will be most effective when there are national programs that provide detailed processes for planning and implementation for use by local and school level officials.

Main Findings and Recommendations Arising from the Parallel Sessions on Early Childhood Development

Rapporteur:

Agnes Aidoo, Consultant and former Representative, UNICEF

The ECD group reiterated that learning begins at birth and that the foundation of effective learning, and of full participation in primary and secondary school, is laid during early childhood, from zero (and before birth) to eight years. As stated during introductory session, research shows that access, completion and success in primary school are dependent upon three factors: children being ready for school, parents being ready to support children with their learning, and schools being ready to receive children. It is also clear that the first years of primary school are a critical period determining

subsequent learning. Mirroring the findings of research on support to primary schools in poorly resourced areas, research on ECD programs also shows that the most vulnerable children benefit most from quality ECD programs.

The current conditions in early grades of primary schools are not conducive to learning and have detrimental immediate and long-term effects on learners and on the efficiency of the total system: massively overcrowded classrooms; wide range of ages in reception class; language of instruction often different from the home language; inadequate and inappropriate provision of learning materials; insufficient professional training of early primary teachers; distance from home (more than 1 km); high repetition and dropout rates. The daunting and avoidable costs associated with repetition, failure and dropout numbers in the early primary grades, borne by parents and ministries of education, would be drastically reduced through appropriate ECD programs and by ensuring that primary schools are ready to receive entering children.

ECD is a frontline strategy for achieving EFA

Issues common to primary education but which are concerns of prime importance to ECD include:

- Proximity of ECD centers to home;
- Locally made learning/teaching materials - appropriate, affordable and replenishable;
- Use of first language;

- Employment and professional training at progressive levels of local ECD staff, particularly local married women;
- Innovative use of trained, home-based ECD facilitators;
- Optimal mix of parents/family and professionally trained caregivers for the program;
- Affordable and sustainable remuneration packages;
- More effective involvement of fathers in a wide range of ECD program activities; and
- More regular costing of ECD programs, to offer more and more affordable program choices and provision of non-center ECD services to the home.

Recommendations

Governments and development partners were encouraged to promote the following:

Increase Children's Readiness for School through

1. Expansion of integrated, holistic, context-specific, affordable, structured learning opportunities, prioritising the most vulnerable children of 4-6 years;
2. Optimal intersectoral collaboration (between health, nutrition, water, sanitation, social welfare, community development, agriculture and finance sectors) for support to ECD;
3. Effective partnerships among all relevant actors at different levels; and
4. Increased promotion of adult literacy and parental education programs.

Increase Parental and Community Support to Children through

1. Incorporation of ECD content in adult education programs;
2. Provision of parenting programs for all caregivers; other priority target groups are fathers and young parents; and
3. Partnerships across sectors that address poverty reduction, with special focus on women as the primary providers and caregivers of small children.

Ensure Readiness of Schools to Receive Young Children through

1. New focus on early grades of primary school, to make school feel safe and welcoming, prioritizing quality resources (human, financial and material) for the early grades. Focus in particular on improved knowledge, skills and status of early grade teachers through pre- and in-service training, in-school mentoring/supervision; and increased awareness of school principals and management on the critical importance of supporting children's smooth transition and success in early grades;
2. Full access of girls to ECD programs;
3. Monitoring pupils' survival rates in lower grades, to facilitate educational planning;
4. Special support and protection for the most disadvantaged pupils;
5. Regular interaction with pre-primary initiatives in the community;
6. Encouragement by schools of parental involvement and community participation in children's learning in school and at home; and



7. Links with other services (health, nutrition) to provide a healthy school environment (water and sanitation).

Key Conclusions

The group noted that a particularly strong coordinated and comprehensive response across sectors and at all levels (national, district and community levels) is needed for effective support to ECD, more so than for other education-related programs, due to the interconnected survival, growth and learning needs of young children. Also, broad and sustained partnerships between government, development partners, civil society, NGOs, parents and communities are required. There is continuing need for research to fill gaps in knowledge and to document successful community level provision of ECD especially for children 0-3 years, indigenous care practices, changing family structures and their impact on children's learning. Finally, to ensure effective targeting of the most vulnerable young children, adequate state and external investment in ECD is needed in the spirit of providing enhanced, affirmative programs for this disadvantaged target group. All ECD programs must be costed and must develop financing and resource mobilization plans, without which they will never be enacted. The Biennale produced realistic financing options for ECD programs related to education sector budgets and national GNP levels.

DISCUSSION - EARLY CHILDHOOD DEVELOPMENT REPORT

Ms. Khan of the Basic Education Division, UNESCO felt that the Biennale should use the term school governance, not school management, so as to underscore the need for schools to be accountable to the community, parents and children. Mr. Opertti of the International Bureau of Education, UNESCO, recommended that there be a common framework for early childhood and primary education to ensure they are treated as aspects of basic education. Hon. Bitamazire, the Minister of Education and Sports, Uganda, felt that the health status of children entering primary school was declining, and that schools needed to become health and nutrition centers as well as learning centers, providing school meals. Health workers should have access to schools and not depend on parents bringing children to health centers. She considered that it was not the effectiveness of the school but the quality of the learner which should be the concern of planners. Hon. Pandor, the Minister of Education from South Africa, appreciated the concern just expressed but was anxious not to overload schools with too broad an agenda. She also felt it was important to strengthen women in their role as ECD community providers rather than deny them the opportunity of becoming professional ECD caregivers, increasing employment and linking to poverty reduction in the community. Ministries should develop a closer relationship with community ECD carers, with a view to providing

more and better ECD care outside formal primary schools, in the form of multiple models of community provision financed and supported by the state.

Mr. Verspoor reminded participants that the 2003 Biennale had challenged the Working Group on Early Childhood Development to (a) examine affordable ECD models as distinct from the prevalent high-cost models in Africa (these explain the extremely low coverage of ECD programs on the continent); (b) identify models suitable for scaling up; and (c) address the needs of disadvantaged children. He felt that these elements should constitute the major components of the report presented at the current Biennale.

Realistic, affordable and country-responsive solutions must indeed be found to the education challenges facing the region.

*Hon. Burity da Silva Neto,
Minister of Education,
Angola*

The Chair reiterated that Africa must use dynamic approaches to reach EFA. ADEA has a powerful influence on education in Africa and is contributing significantly to an evolving vision of education on the continent and to the development of new methodologies. Realistic, affordable and country responsive solutions must indeed be found to the education challenges facing the region.



PLENARY SESSION 7. WRAP-UP SESSION AND CLOSING

Chair:

Outgoing ADEA Chair, Ahlin Byll-Cataria

Rapporteurs:

Hon. Steven Obeegadoo, Former Chair of ADEA Bureau and Caucus of Ministers; Joel Samoff, African Studies Center, Stanford University

In the tradition of ADEA Biennales, the wrap-up and closing sessions were neither lengthy nor ceremonial. On the contrary, in order to focus on action in the future, seven major points were highlighted:

1. Effective learning, as opposed to effective schools, is the measure of quality in education. Contributing to effective schools is the availability of essential inputs such as textbooks, teacher manual, teacher training and support, school buildings, etc. To support effective learning in schools, the Biennale emphasized the development of early childhood and adult literacy programs.
2. Urgent re-examination is needed of teacher training and support. Research points to the effectiveness of focused, practical-oriented training and ongoing, high-quality support, rather than lengthy, costly preservice programs. Teaching practice is currently not responding to the type of training offered at present.
3. From UPE to UBE. The challenge was launched for Africa to focus next on post-primary provision, making the leap from universal primary education to universal basic education, which would encompass both primary and junior secondary education.
4. Resolution of the tension between decision-making and research. It is essential to make better use of formative research and peer review processes so as to increase utilization of scientific research findings at policy level.
5. Decentralization is key: the slow and unsteady progress of decentralization requires more study and support. This must be done to ensure effective capacity-building at local levels and to manage the funds directed to schools and school communities.
6. The need for a new education compact: 'Finance More and Finance More Effectively!' To expand the FTI concept, the Biennale opted for not only for the principle of 'More Education, Better Education', but also that of 'Finance More and Finance More Effectively!' It was noted that external funds intended for the education sector must truly reach that sector and that those funds should be carefully allocated and disbursed within the sector.



7. Intensification of synergies across Africa: a plea was made to ADEA to promote focused dialogue and new synergies so as to effectively increase the impact of collaboration and exchange.

Ministers had described their ministries as fatigued and frustrated by the number of actors in education, and by interminable and repetitive conferences. They pleaded with ADEA to assist them in reducing the duplication of effort, and in promoting focus and direction. The Biennale participants recommitted themselves to education effectiveness and expressed the hope that ADEA could assist in promoting coherence from the many actors and programs in education in Africa. They saw themselves as learners in the provision of education and it was their hope to become effective learners in this domain. As the Prime Minister of Namibia said, participants would be leaving Libreville with a different view and a new vision of education, as detailed by the ADEA Executive Secretary below.

Intervention by KENEPOTE

Ms. Margaret Wambete, of KENEPOTE (Kenya Network of HIV Positive Teachers), courageously explained that she was at the Biennale to give a human face to the situation of teachers living with HIV and AIDS, a theme that had been discussed in Plenary 5. 'I will be 47 years tomorrow. Pray with me for more years so that I see my grandchildren,' she said. Ms. Wambete said that HIV positive teachers want to be involved in the planning of education and in meeting the challenge of HIV in the education sector: 'We are part of the solution, not the problem,' she declared.

However, before turning to those solutions, she described the stigma that HIV teachers often have to bear. They can be called 'Madame HIV' or 'Teacher Virus' to their faces, while heads have been known to call them 'scarecrows' and worse. Some pupils fear to hand in their exercise books for marking due to fear of contamination from the books. In the staffroom, an HIV teacher's tea cup is sometimes marked so that no one else uses it. In teachers' associations they can be told not to stand for committee elections 'since we don't want unnecessary bi-elections'. All this leads to loss of self-esteem for HIV positive teachers, to loneliness, hopelessness, poorer health than necessary, fear of applying for sick leave, leading to unnecessary absences, salary interruptions and stoppages, lack of access to drugs or side effects of drugs, and the fears of the terminally ill for themselves and their children. While the school and the staffroom are a calvary, the teachers' community, church and family can be no better. Some churches go to the extent of refusing burial to those who have died of HIV and related illnesses. 'Social stigma is killing us faster than the virus,' said Ms. Wambete. 'The virus is eating us, the community is eating us [waiting to take our property] and there are so many NGOs feeding on us.'

Due to their isolation and the social stigma they experience, the HIV teachers formed KENEPOTE in 2005, a program which first and foremost gives the members support and courage to face their problems collectively. It has also gained recognition from the Teachers' Service Commission (TSC), the largest employer in the country, with almost 250,000 employees. The TSC has changed its attitude and is now responding to HIV teachers' needs, by posting them to locations where they can ac-

cess regular medical services, reducing their workload where necessary, and referring newly infected teachers to KENEPOTE for counselling. The organization aims not only to support HIV positive teachers but to halt the spread of HIV among teachers and children. It has held local, national and international workshops to spread the KENEPOTE message: KENEPOTE looks on AIDS as a preventable, postponable, treatable and manageable illness and is now a vital partner in the fight against HIV and AIDS in the education sector.

Intervention from Zambia

The Minister from Zambia, Hon. Brian Chituwo, had followed the ECD thematic sessions. He was struck by the paucity of resources allocated to the subsector and the critical need to form partnerships in order to delivery a service of quality. He was glad that the role of both mothers and fathers had been taken into account at ECD level and he concurred that concentrating on the most disadvantaged children would yield the best results from ECD programming.

Intervention from Brazil

Mr. Timothy Ireland from the Ministry of Education in Brazil, described his country in terms of numbers and culture as ‘the largest African country outside Africa’, and emphasized the profoundly African nature of Brazil. The President of Brazil wished to increase links and co-operation with the continent of Africa. Brazil would like to publish more African stories to enhance the African heritage of Brazil and to disseminate African experiences in education related to EFA. He said that both

Africa and Brazil shared critical challenges in education; overcoming those challenges could change the lives of millions of people. The speaker encouraged increasing south/south exchange.

Intervention from the Incoming ADEA Chair

The incoming ADEA Chair, Mr. Poul Erik Rasmussen of DANIDA, said that he was impressed at the wealth of information collected and shared by ADEA during the Biennale. He highlighted the following issues noted by the meeting as a result of recent scientific research in Africa:

- The three most critical inputs for effective learning: textbooks, teacher manuals and focused, revised teacher development and support;
- The crippling effects of repetition on systems and individual learners, to be resolved by eliminating and reducing repetition;
- New findings on bilingual education: more lengthy models preferred to early exit models;
- Potential synergies between health/nutrition and education, particularly in ECD; and
- The vital role of school governance - together with family and community influences - before and during schooling.

Intervention of the President of the ADEA Bureau of Ministers

The President of the ADEA Bureau of Ministers presented the report of the Caucus of Ministers. She noted



that as many as 40 Ministers and Assistant Ministers of Education had attended the 2006 Biennale in addition to the many agencies, researchers and representatives of civil society in Africa. The Caucus had recognized that the Second Decade of Education announced by the African Union in Khartoum in 2005 was to be discussed at a meeting of the working groups in South Africa in June of this year, where participants would draw up a detailed plan of action. The Caucus had received the reports from all the ADEA Working Groups, reviewed ADEA's activities over the last two years and outlined activities over the next two years. A strategic plan was to be drawn up with the assistance of a consultant who has been present during the week at the Biennale. The Minister also reported on the successful conclusion of the election of the new Bureau of African Ministers of Education of ADEA. Continuing members are Angola, Mozambique, Congo, Rwanda, Mali, and Mauritius, and the new members are Equatorial Guinea, Senegal, Somalia and Togo, representing the five ADEA regions of Africa.

Intervention of the ADEA Executive Secretary

The Executive Secretary of ADEA, Mr. Mamadou Ndoeye, pointed to the next step after the Biennale, which is for Ministers of Education in Africa, agencies and education specialists, to take action regarding the points made at the meeting. ADEA Biennales do not produce declarations or resolutions. They arrive at conclusions and emit recommendations for policy development. The Executive Secretary reminded participants of ADEA's role, which is to further policy dialogue, to influence po-

litical vision, planning, and practices, and to strengthen leadership in education in Africa, through the use of evidence-based research. He made an appeal to all to share information with ADEA and to continue to work with the organization. He pledged to continue the dissemination of information to participants around the continent – face-to-face, online, and through a variety of publications – as well as to strengthen the role of ADEA in setting up workshops and meetings. He also vowed to reinforce partnerships across Africa and beyond, to continue to carry out research, and to work through the ADEA Working Groups. ADEA regularly reviews its approach to dissemination and dialogue, and to the building of partnerships to enhance quality and effectiveness in education. It has set up intercountry desks on quality education, worked with strategic partners on thematic issues and with external partners, and improved national and regional capacities. The ADEA working groups and ad hoc groups are the backbone of ADEA's research effort. The future will see more emphasis on the themes of quality and post-primary education. The concluding points of the Biennale presented by the Executive Secretary are listed below.

The Concluding Points of the Biennale

In order to promote effective education the ADEA Biennale outlined a new vision or paradigm of education, and the policies, strategy, financing and the practices consonant with quality education.

1. *New Paradigm of Education*: the new paradigm of education is characterized by inclusiveness, diversity and intersectorality. Africa can no longer

accept one system for the rich and another for the poor; formal schools for the rich and marginalized schooling for the poor. It is imperative that the region develop a holistic concept of national education with diversified education services, responding to the multiplicity of education needs in its societies and answering to the diversity of its learners – be they adults, adolescents, or children. They have different learning needs and they live in different contexts, in a variety of cultural, social and economic settings, and in diverse geographical areas. The Biennale concluded that the existence of a uniform model for all learners is untenable in a diverse nation. The new paradigm proposed by this Biennale is an adaptable one that will serve different individual learners and different learning groups.

2. *Policy:* the Biennale stressed the importance of equity in the delivery of quality education. The Biennale had stated clearly that it is the poorest of the poor who are currently excluded from Africa's education systems and from quality education. To turn this around, it is not sufficient to offer equal learning opportunities to all, as in the past. On the contrary, Africa must engage in positive discrimination if it is to formulate policies that respect the concept of equity. That is, governments must give more to those who are most in need. ECD needs to address those children who are hungry, who are sick, who are most deprived of that cognitive stimulation and care that is vital for their intellectual, affective and psychomotor development.
3. *Strategies:* the Biennale has demonstrated that there is a critical mechanism for delivering quality and

running effective education – decentralization. Schools and learning centers must be empowered through real devolution of power and resources, so that the actors at the local level, where learning takes place, can take decisions. It is essential to build capacity at a local level, otherwise communities will not have the skills or capacity to act or to assume new responsibilities: a good school is one where change originates from within the community around the school. Quality is not only a systemic concern, it is a school concern, and it starts at that basic unit of the system that is the school.

4. *Financing:* Africa has scarce financial resources. If there are competing priorities, resources must be centered on investments that will give proven returns. This Biennale has provided concrete information derived from recent cost-benefit analysis that indicates which investments result in good learning outcomes, and the cost of various alternatives. Africa also needs to concentrate on investing in sustainable outcomes, not aim for a one- or two-year impact, but a long-term one. If countries opt for unaffordable programs, they will be a dramatic system breakdown after one or two years. The Biennale has shown that funds must be mobilized for the next 10 to 15 years, and plans should be drawn up according to realistically financed plans. Guidelines now exist on these matters.
5. *Values and practices:* To create a solid foundation for radical education reform Africa must develop a culture of quality, must facilitate the internalization of the culture, across all the actors in education, from the top to the bottom of the system. The first



important principle is that all can learn: there is no one incapable of learning, if learning conditions are right. The second principle is the need to focus on learning outcomes. Quality in education means learning both the intended content of the curriculum and what is relevant to life. To measure the quality of our schools, it is learning that has to continuously be measured, not school buildings, or class size or the number of textbooks. At a later stage, the factors which make a difference to learning will be measured: factors internal to schools, or related to the school community and environment and to the education system. These principles are critical for assessing the quality of adult education, of early childhood education and of schools.

The Biennale underscored the importance of leadership in schools – transformational leadership, which changes the existing school culture into a culture of excellence for all actors. Everyone has to participate in the development of a culture of quality. Good leadership enables teachers, pupils, parents and all to seek for excellence in the sense of quality. The meeting reiterates the need to support local actors, the head teachers and school committees with capacity-building opportunities to carry out their new roles. Lastly, governments must embrace change, the skills of national leadership, in order to develop a new vision of education and to effectively reform education systems. Ministers of Education were urged to study the trade-offs in policy options highlighted by the Biennale, to draw up effective national policies, and to facilitate positive relationships between the institutions and actors charged with reform in their countries.

Last Words

The outgoing ADEA Chair once again warmly thanked the gracious host of the Biennale, the President of Gabon, for his personal involvement in the meeting, as well as all participants. He reiterated that the next steps involved research and action, the continuing development of theory and praxis – not one or the other, but both actions, hand in hand. The Minister of Education of Gabon concluded by wishing participants a safe return and a better understanding of education issues which would lead to more effective education reform.

Biennale 2006: Concluding Points – Summary

1. New paradigm of education: inclusivity, diversity and intersectorality.
2. Policy: equity in education means positive discrimination, providing more and better education for those who have the least.
3. Strategy: well designed and prepared decentralization.
4. Financing: research indicates efficient trade-offs to guide policy; only affordable programs should be adopted, once funds have been effectively mobilized and planned for longterm, 10-15 year programs.
5. Practice: a culture of quality, to drive quality-oriented action, rests on two principles: the ability of all children and adults to learn; and a focus on learning outcomes
6. Transformational leadership at the top and in schools, supported by capacity-building processes.

APPENDIXES

APPENDIX 1. AGENDA OF THE 2006 BIENNALE

APPENDIX 2. PAPERS PRESENTED

APPENDIX 3. LIST OF PARTICIPANTS

APPENDIX 1. AGENDA OF THE 2006 BIENNALE

MONDAY 27 MARCH: MORNING

Meeting of the Caucus of Ministers

9:00 - 16:00

Agenda of the meeting

Time	Issues to be discussed	Presenters
9:00/11h00	Presentation and Discussion: Perspectives for a new Decade of Education in Africa (2006-2015): outcome of the African Union's Summit in Khartoum (Sudan).	Presentation by MS. Nadja Essayed Commissioner for Human Resources, Science and Technology African Union.
11:00/11:15	Coffee Break	
11:15/11:45	Presentation and Discussion: Ministers' involvement in the Decade of Education for Sustainable Development in Africa	Presentation by Ms. Aline Bory-Adams UNESCO
11:45/12:15	Dialogue between Ministers of Education and Ministers of Finance: Lessons learned by the ADEA Working Group on Finance and Education (WGFE)	Presentation by WGFE
12:15/13:00	The Review exercise in Mauritius as experienced by the ADEA Working Group on Sector Analysis (WGESA)	Presentation by WGESA
13:00/14:30	Lunch Break	
14:30/17:00	1. Presentation of the Bureau of Ministers' report of activities	Presentation by the Chair of the Bureau of African Ministers, Hon. Mrs. Rosalie Kama-Niamayoua, Republic of Congo
	2. Discussions on the strategic framework related to ADEA's future activities	
	3. Election of a new Bureau of Ministers	

During each Biennale ADEA organizes a meeting for the Caucus of Ministers of Education and training in sub-Saharan Africa. Attendance at the Meeting is reserved for the Ministers only



MONDAY 27 MARCH: AFTERNOON

Official Opening Ceremony of the Biennale

17:30 - 19:00

Chairman

- Hon. Mr. Albert Ondo Ossa, Minister of National Education and Higher Education, Gabon

Speakers

- Ahlin Byll-Cataria, ADEA Chair (10 minutes)
- Hon. Mrs. Rosalie Kama Niamayoua, Chair of the ADEA Caucus of African Ministers (10 minutes)
- Mrs Simone de Comarmond, President of the Forum of African Women Educationalists (FAWE) (10 minutes)
- Zeinab El Bakri, Vice President of the African Development Bank (10 minutes)
- Ms. Nadja Essayed Commissioner for Human Resources, Science and Technology African Union. (15 minutes)
- H.E. President Pedro de Verona Rodrigues Pires of the Republic of Cape Verde (15 minutes)
- H.E. President El Hadj Omar Bongo Ondimba, of the Republic of Gabon (15 minutes)

TUESDAY 28 MARCH: MORNING

Plenary Session I: General Introduction

9:00 - 11:00

Plenary Session I will open the discussions of the Biennale. After the introductory speeches, two reports will be presented and discussed: an assessment of EFA in Africa by the Global EFA Monitoring Report and a presentation of the ongoing peer review exercise in Gabon.

Chairperson

- Hon. Mrs. Rosalie Kama-Niamayoua, Interim Chair of the ADEA Bureau of Ministers

Speeches by Keynote Speakers

- H.E. Nahas Angula, Prime Minister of Namibia (from 9h-9h20)
- Birger Fredriksen, Education Expert and Former Senior Advisor at the World Bank (from 9h20-9h40)

Presentation

- ▲ EFA Monitoring Report on Literacy in Africa

Panelist:

- Nicolas Burnett, Director of the EFA Monitoring Report, introduced by Peter Smith, ADG Education/UNESCO

Presentation of the EFA Monitoring Report on Literacy in Africa by Nicolas Burnett, Director of the EFA Monitoring Report with an introduction by Peter Smith, ADG Education / UNESCO (from 9h40-10h)

Discussion: 30 mn (from 10h00 – 10h30)

▲ Gabon's Education Sector Peer Review experience**Panelist:**

- Hon. Mr. Albert Ondo Ossa, Gabon's Minister of National Education and Higher Education (10h30-10h45)

Discussion: 15 mn (from 10h45 – 11h00)

TUESDAY 28 MARCH: MORNING

Plenary Session 2 : The Foundations and Evolution of Literacy in Africa**11:30 - 13:00**

Session 2 will be a general introduction to the theme of literacy via two presentations

Chairperson

- Fabienne Lagier, Education Consultant, Swiss Agency for Cooperation and Development

Presentation**▲ Why invest in African Literacy Programs?****Panelist:**

- Alice Hamer, Director Social Development Department, North, East and South Region (ONSD) (15-20 mn)
- This presentation attempts to answer this question. First, from the fundamental standpoint of human law, literacy is a vital component of the democratization of societies and the recognition of human rights. But the effectiveness of this law must also be considered in relation to the individual and collective returns and benefits of literacy training.

From the standpoint of investment, measurement of the costs involved proves to be important. According to the EFA Global Monitoring Report, they may range from USD 100 to USD 400 depending on the context. In terms of cost-benefit analysis, formal primary education and non-formal literacy training seem to stand at roughly the same level. There is no lack of argu-



ments for the benefits of literacy: (i) linkages between literacy and progress in health, political behavior, agricultural innovation, receptiveness to technology, etc.; (ii) linkages between the literacy of women and progress as regards their children's survival, health, education, etc.; (iii) linkages between literacy and collective, structural and strategic effects in the process of social change, as well as poverty reduction, self-sufficiency and self-help, etc.

▲ Changes and trends: New representations of literacy

Panelist:

- Adama Ouane, Director UNESCO Institute for Education (UIE) (15-20 mn)
Although still somewhat behind expectations, overall literacy rates have more than doubled since 1970. The gender parity index has risen from around 0.45 to 0.75. Analysis of the trends associated with these advances reveals new strategies based on decentralization, use of contractual instruments, partnerships and a redefinition of the respective roles of the state and civil society. These strategies bring positive effects (adaptation of programs to the local level, great potential for expansion, close supervision, community participation and support, etc.), but they also require that the conditions needed for success be created (effective monitoring and evaluation mechanisms, operational tools to empower and involve communities, etc.).

In addition, experiments are being conducted in the development of «national qualification frameworks» that define levels of basic skills and knowledge in order to establish bridges between the formal, non-formal and informal education sectors.

Overall, new trends are emerging: the diversification of provision, priority to women, the decline in the average age of learners (adolescents), targeting of groups having specific needs, linkages between school programs and the social and productive sectors, participatory teaching methods, curricula geared toward skills development. The vital question of what happens once literacy is acquired then arises in all its complexity: access to reading materials, availability of continuing education, opportunities either to assume duties that give an incentive to use literacy skills or to manage businesses requiring the use of these skills.

Promoting self-sufficiency appears to be the alternative strategy that incorporates individual emancipation and social transformation into the literacy training process. All this should lead national governments and the international development cooperation community to take a different view of literacy and devote more effort to it.

Discussion: 45 mn

Plenary Session 3:
Conditions and Factors of Effective Schools in Africa

14:30 - 16:00

Session 3 will bring up basic issues related to the effectiveness of African schools

Chairperson

- Hon. Mr. Alpha Wurie, Minister of Education, Sierra Leone

Presentation

▲ Characteristics of effective schools in Africa: The role of the school director, the teacher effect and community contributions

Panelist:

- Adriaan Verspoor, Education Expert and Coordinator of ADEA's Ad hoc Working Group on Quality (15-20 mn)

After a brief review of the literature on the effectiveness of schools, the presentation focuses on the characteristics of effective schools in Africa. Citing Ward Henneveld's study based on experiences in Madagascar, Mozambique, Tanzania, and Uganda, this summary sets out the problems involved in making African schools more effective, emphasizing the central importance of teachers and of the process at work at the local level. However, the impact of these factors is overdetermined by institutional factors, in which the management and leadership of schools systems, and of individual schools, play a crucial role. The content and language of instruction, factors often neglected by studies of effective schools, are also invoked, as are decentralization and community participation.

▲ Bilingual education, active pedagogies and pertinent curricula: factors of effective learning

Panelist:

- Hon. Mrs. Becky Ndjoze-Ojo, Deputy Minister of Education of Namibia (15-20 mn)

The presentation is primarily based on a review of African experiences of bilingual education. This research is an integral part of the follow-up activities to the 2003 Biennale on improving the quality of education through the use of African languages as teaching languages. Drawing mainly on expert studies and independent evaluations, six academics analyzed learning outcomes in relation to models of bilingual education, along with the factors conducive to success or failure in the technical, financial, linguistic, political and social spheres. Experiences in the following countries were studied: Benin, Burkina Faso, Botswana, Cameroon, Chad, Eritrea, Ethiopia, Ghana, Guinea, Guinea-Bissau, Kenya, Liberia, Mali, Malawi, Mozambique, Namibia, Niger, Nigeria, Uganda, Senegal, Somalia, South Africa, Tanzania, Togo and Zambia.

Disputed issues such as costs, cost-effectiveness, equity, and the choice of which local language to use in teaching are also addressed. One of the major conclusions is that bilingual education models in which the pupil's first language is used as the language of instruction for at least six years have a much stronger positive impact not only on learning outcomes but also on

social and economic development. To ensure the quality and relevance of the knowledge acquired, however, it will also be necessary to employ appropriate pedagogical methods and undertake relevant curricular reform.

Discussions: 45 mn

TUESDAY 28 MARCH: AFTERNOON

Plenary Session 4: Facing the Challenge of Defining ECD Models that can be Scaled Up

16:30 - 18:00

Session 4 will introduce the theme of Early Childhood Development, hereby insisting on the political and strategic dimensions as well as on the issue of cost-effectiveness

Chairperson

- Ann-Therese Ndong-Jatta, Director, Division of Basic Education, UNESCO

Presentation

▲ The progress made in of early childhood development in Africa: promoting a favorable political environment

Panelist:

- Agnes Aidoo, Consultant in Ghana and former UNICEF Representative for Tanzania and the Seychelles (15-20 mn)

Over the last three or four decades, nearly all countries in sub-Saharan Africa have developed and implemented various forms of sector-specific activities to promote early childhood development (ECD). These activities have assisted a great many children, especially at the time when they enter the school system. However, most of these programs face problems of poor quality, inequitable distribution and inadequate resources. Today, it is urgent to adopt more holistic policies that encompass health, nutrition, water and hygiene, care, stimulation, learning, social protection and the self-sufficiency of families and communities, so that children can realize their full potential. This paper demonstrates the important link between the improvement of ECD programs in Africa and success in the international commitments given by African governments. Advocacy to mobilize the commitment and political will of governments is crucial, since these are what create a context conducive to the expansion of ECD programs.

▲ Early childhood care and education in sub-Saharan Africa: Expanding and improving services

Panelist:

- Alain Mingat, Research Director at France's National Center for Scientific Research (CNRS), IREDU-Université de Dijon and Education Expert at the World Bank (15-20 mn)

The paper begins by showing the links, in the fields of health, nutrition and education, between the Millennium Development Goals (MDGs), the breaking of the poverty cycle and early childhood development (ECD). It focuses in particular on answer-

ring three questions: What main structural and organizational decisions need to be taken to achieve the MDGs and the Dakar EFA goals? What do these decisions entail in terms of human and financial resources? How can the achievement of this goal be financed?

Various discussion points are then made relating to efficiency and effectiveness:

- ▶ connecting ECD activities to generic social activities that serve as a sheltering umbrella;
- ▶ integrating activities targeting the two age groups (0-3 years and 3-6 years) into a comprehensive ECD strategy;
- ▶ developing strategies that maximize the synergy between formal structures and community-based activities;
- ▶ managing selectivity in the implementation of ECD activities. The issues of affordable costs and sustainable financing are analyzed in relation to possible policy and strategic options.

Discussant

- Hon. Mr. Joseph Danquah Adu, Deputy Minister of Women's and Childrens' Affairs, Ghana

Discussions: 45 mn

Official Launch of the United Nations Decade of Education for Sustainable Development

18h00 - 19h00

Pursuant to the resolution of the 57th session of the General Assembly of the United Nations in December 2002, the United Nations Decade of Education for Sustainable Development (UNDESD, 2005-2014) was launched in New York in March 2005. The vision of education for sustainable development is a world in which each person has the opportunity to receive an education of good quality and to learn the values, skills and behavior required to bring about a sustainable future and beneficial transformation of society.

The goals of the Decade are as follows:

1. To give an enhanced profile to the important role of education and learning in the global pursuit of sustainable development;
2. To facilitate networking, linkages, exchange and interaction among stakeholders in education for sustainable development;
3. To provide an opportunity for refining and promoting the vision of and the transition to sustainable development - through all forms of education, public awareness and training;
4. To foster improvement in the quality of teaching and learning in education for sustainable development;



5. to develop strategies at all levels to increase the resources available to education for sustainable development.

As the lead agency of the Decade, UNESCO is to conduct, facilitate and coordinate the implementation of activities related to the Decade at the international level. Within this framework, the UNESCO regional offices will facilitate the development of regional strategies for implementation of the Decade. For sub-Saharan Africa, this role will be played by the UNESCO Regional Office for Education in Africa (BREDa) in Dakar.

Dinner offered by the Ministry of National Education and Higher Education of Gabon

from 19h30

During the dinner, ADEA launched its publication "The Challenge of Learning: Improving the Quality of Basic Education in Sub-Saharan Africa"

WEDNESDAY 29 MARCH: MORNING

In-depth Parallel Session I

9:00 - 11:00

A. Effective Literacy Programs

A 1. Vision, Policy and Strategy: Analysis and Prospects for Future Development

Chairperson

- Hon. N. Pandor, Minister of Education of South Africa

ADEA Film

Learning and Self-Sufficiency: An Adult Literacy Program in Burkina Faso

In a small village of some 100 inhabitants, about 30 young women and men, the prime movers of the village, participate in an experimental literacy program. Above and beyond the skills learned (reading, writing, arithmetic, etc.), the program transforms the lives of families and that of the entire village.

General Introduction

- Lalla Ben Barka, Director, UNESCO BREDa

Presentation

▲ Visions, policies and strategies for increasing literacy in Africa

Panelist:

- Tonic Maruatona, University of Botswana

This paper explores the synergy between vision, policy and strategies of literacy education in Africa and offers examples of countries that have demonstrated a link between the three. Countries formulated plans of action for both adult learning and Education for All based on their national contexts and the international agreements decided upon at UNESCO conferences. Donors have funded some literacy projects emphasizing Universal Primary Education which excluded adult learners. Countries have used campaigns, programs, and projects to enable community members in the acquisition of skills needed for decision making in their contexts, and allowing their participation in the broad development issues of their nations as well as the international realm. Consequently, literacy policies are either separated from or embedded in the general education policy. By analysing both policies and strategies for literacy, this study makes some suggestions on how to enhance political will to deliver demand-driven literacy programs. The study also identifies a number of promising practices such as decentralization for increased learner involvement and improvement in the recruitment, continuous training of literacy teachers, such as in Namibia, which has moved away from using volunteers to hiring them on an annual contractual basis. It stresses the importance of considering the gender bias of particular literacy approaches, of lifelong learning as an educational strategy, of the use of mother tongue as a mode of delivery such as in Mali, and of working in partnership with civil society and NGOs. These coherent policies have had a profound impact on the acquisition and the effective use of literacy in sub-Saharan Africa.

▲ Integrating Literacy and Non-formal Education into Burkina Faso's Education Policy

Panelist:

- Hon. Amadou Diemdioda Dicko, Minister of Education, Burkina Faso

This paper reports on Burkina Faso's experience with literacy training and non-formal education. It briefly reviews literacy policy and strategies from the post-colonial period to the creation of the Permanent Centers for Literacy and Training (CPAF) in 1991. It places special emphasis on (i) the importance of non-formal education as a source of provision that can make up for the shortcomings of the formal system, (ii) the linkages between the formal and non-formal sectors, (iii) the problems facing the literacy and non-formal sub-sector, (iv) the strengths and potential that the sub-sector can leverage to build its capacity and reorganize to meet the educational needs of the population.

▲ National Policy for Youth and Adult Education in Brazil

Panelist:

- Timothy Ireland, Director of Adult and Youth Education, Ministry of Education, Brazil.

This case study describes the new Brazilian National Policy of Adult and Youth Education. Since 2003, literacy has been a political priority with a focus on the reduction of disparities (regional, urban/ rural, gender and ethnic groups). This requires the recognition of diversity amongst realities and subjects, with a range of learning needs and, as a result, policies directed towards these segments demand a strong partnership between civil society and the public sector. Education is treated as a part of the process of building conscious and active citizenship, by respecting and giving value to the plurality of subjects and to their respective specificity.



B. Effective Schools and Quality Improvement

B 1. Characteristics of Effective Schools

Chairperson

- Hon. Mrs. Catherine Abena, Secretary of State for Secondary Education, Ministry of Secondary Education, Cameroon

Presentation

▲ Characteristics of Effective Schools in Africa: A Synthesis of Studies in Madagascar, Mozambique, Tanzania and Uganda

Panelist:

- Alice Nankya Ndidde, ADEA Consultant, Makerere University, Uganda

This paper presents the findings and conclusions of four sub-national studies on the quality of primary education in Uganda, Madagascar, Mozambique, and Tanzania. In each country, a survey has been conducted on 30 schools. The conclusions suggest that a greater focus on teacher-learning processes and how to improve them should drive decisions on which school characteristics to invest in to improve student results. The study found that the availability of classrooms, teacher housing close to the school, and external supervision do not differentiate high-performing schools from low-performing ones. However, the Head Teachers' supervision and monitoring of teachers supervision would have an impact on pupil learning.

▲ Cost-Efficient Inputs : A Meta-Analysis of the SACMEQ and PASEC Evaluations

Panelist:

- Katarina Michaelova, researcher, Hamburg Institute of International Economics

The 2003 Biennale assembled considerable evidence establishing a set of inputs that have a good cost-effectiveness ratio in learning. This paper confirms these findings, adding empirical results from recent studies based on new methodological approaches such as random evaluations and natural experiences. It also analyzes micro-data stemming from large-scale evaluations of learning outcomes that have recently become available for Anglophone and Francophone Africa, in order to verify that the results are valid in the African context. Intangible inputs such as empowerment, effort and motivation, transparency, parents' monitoring capacity, etc. are also taken into consideration. It emerges that reforms aimed at making schools more effective must include incentive mechanisms for teachers and school principals, as well as the supply of inputs such as textbooks and other books.

▲ Grade Repetition

Panelist:

- Jean Marc Bernard, PASEC Advisor

The average rate of repetition stands at 5% worldwide, but at 18% for Africa. Disparities on this scale are held to be due to differing conceptions and views of education. Repetition rates for the Lusophone, Francophone and Anglophone countries of Africa are 20%, 19% and 8.5% respectively. The legacy of colonialism seems to determine national cultures and practice in this sphere. The PASEC study calls repetition into question as:

- ▶ a source of inefficiency in school systems and a barrier to universal primary enrollment;
- ▶ illusory as a condition for catching-up and improved performance;
- ▶ the result of inconsistent and subjective evaluations and decisions.

The analysis leads to the exploration of options for changing conceptions and practice in this respect.

Discussant

- Matthieu Brossard, Education Policy Analyst, Pôle de Dakar

C. ECD Programs that Can Be Scaled Up

C 1. Preparing Schools for Children

Chair person

- Hon. Dr Brian Chituwo, Minister of Education, Zambia

Oral Presentation

The First and Second Years at School

Panelist:

- Ann Therese Ndong-Jatta, Director, Division of Basic Education, UNESCO

Presentation

▲ Making Schools Ready: For the Young Child Transition Issues

Panelist:

- Kathy Bartlett, Aga Khan Foundation
- Katy Webley, Save the Children, UK

This paper addresses a key issue in basic education, the difficulties that children experience adapting to school and attendant high repetition rates in first grade. This will be addressed from two perspectives, the readiness of children as they leave preschool programs and the readiness of schools they enter. This paper presents a transitions framework based on enhanced relationships among parents, preschool and schoolteachers, and children.

Transition frameworks are emerging. Some deliberately aim to build bridges between preschool education and the early grades of school. Studies in the Eastern Caribbean point out the need for harmonizing preschool and school curriculum, teacher training and pedagogy. Some frameworks address the need for children to enter school “ready to learn” while others stress the need for a child friendly environment in schools and call for more child-centered, active learning.

This paper presents central features of child and school readiness arguments and findings, and practical features of a transitions framework based on relationships, drawing from CCF experiences in Honduras and Kenya.



▲ From Bisongo to Satellite Schools: Responding to the Need for Integrated Child Development in Burkina Faso

Panelist:

- Adama Traoré, Non-Formal Education, Ministry of Education, Burkina Faso

The Bisongo and the satellite school are educational innovations initiated in 1995 to meet the challenge of Education for All in Burkina Faso. The Bisongo is a village framework of supervision for the integrated development of young children. The satellite school is a school with three classes, located in a village more than 3 km from the nearest traditional primary school; it admits children from 7 to 9 years of age, at least 50% of whom are girls. One of the psychological, pedagogical and cultural particularities of the satellite school is the use of the child's mother tongue as the medium of instruction as from the first year, on an equal footing with French.

This paper reviews the results of these alternative educational solutions since 1995, particularly as regards access and gender parity, and discusses the prospects of taking them to scale.

Exploring the Links Between Adult Education and Children's Literacy: A Case Study of the Family Literacy Project, Kwazulu Natal, South Africa

Panelist:

- Wilna Botha, Director, Media in Education Trust Chairperson, Family Literacy Project, South Africa

The Family Literacy Project is a small non government organization (NGO) from rural KwaZulu Natal, South Africa. In most societies children grow up with their parents or a close family member, a grandparent or aunt. These adults, along with older siblings are the child's first teachers. The education and learning link between children and their adult carers is clear. Children learn from those around them.

There is another side to this relationship and this raises the question of if, and how, children influence their adult carers. Will the adults seek educational opportunities that will help them to be more effective parents?

This case study looked at both the adult-child link in education and learning, as well as the child's influence on the adult to seek further educational opportunities.

Discussant

- Ann-Therese Ndong-Jatta, Director, Division of Basic Education, UNESCO

In-depth Parallel Session 2

11:30 - 13:00

A. Effective Literacy Programs

**A 2. Effective and Promising Programs
Round Table**

Chairperson

- Vincent Snijders, First Secretary (Education), Netherlands Embassy, Lusaka

General introduction to the session

Panelist:

- Sonja Fagerberg-Diallo, Director, Associates in Research and Education for Development (ARED)
- Papa Madéfall Gueye, Deputy director, EEMAS-SA

Presentation

▲ Approaches and Processes Focused on Learners: the Link between Non-formal Education and the Creation of a Literate Environment

Panelist:

- Sonja Fagerberg Diallo, Director, ARED, Senegal

This paper is based on 20 years' experience in the design and creation of approaches to education and adult literacy in African languages in Francophone West Africa. In recent years, our thinking about literacy has gone far beyond the simple desire to eradicate illiteracy. Rather, educators have sought to create a literate environment based on the principle of continuing education and the creation of learning societies. The paper examines this fundamental issue, drawing on the experience of a linguistic community - pulaar (fulfulde) speakers in Senegal - who readily agreed to participate in literacy programs with the deliberate aim of strengthening both their language and their culture. The paper also takes into account the overall context of West Africa, examining among other things the "faire-faire" programs adopted by most countries.

▲ Diversifying education's offer and orientation towards general demand in Senegal

Panelist:

- Papa Madéfall Gueye, Deputy director, EEMAS-SA
- Kassa Diagne, Project Director, PAPA II Senegal

In Senegal, the diversification of the supply of non-formal education is based on analysis of demand. This implies that every project or program must observe certain principles relating to the diversity of situations on the ground and of the needs of the population. The lessons learned from the experiences undertaken in Senegal are that participatory study of the environment is a pre-requisite for constituting any relevant form of educational supply and that the use of African languages as the medium of instruction is an important factor. The major challenges to be met have to do with the establishment of partnerships,



mobilization of financial and local resources, training and qualification of trainers, the teaching of French and the revision of curricula to incorporate vocational training.

▲ **Project to Support Professional Training for Neo-literates: An Efficient and Promising Project (PAFPNA)**

Panelist:

- Paul Gérin-Lajoie Foundation

The project to support vocational training for the newly literate, initiated in August 2004 in Senegal with the Paul Gérin-Lajoie Foundation as the implementing agency, is testing an apprenticeship-based approach to training, with shorter-term apprenticeships of 14 months in six low-technology vocational tracks. This project is based on a contractual, “faire-faire” approach with self-employed. Implementation entails facing a large number of challenges:

- ▶ access to vocational training at lower cost;
- ▶ suitability of training for the local context, particularly as regards the language question;
- ▶ quality, to ensure that the training is in line with the needs of local development and the labor market;
- ▶ management of the apprenticeship system as a component of the vocational training sector;
- ▶ the gender approach in the supply of and demand for vocational training;
- ▶ linkages between the proposed apprenticeship training and poverty reduction strategies, which raises the issue of strategies regarding admission to vocational training programs.

Examples of Beneficial Formal / Non-Formal Connections in Africa

Panelist:

- Anne Ruhweza Katahoire, University of Makerere

This paper is based on a review of selected cases of meaningful interactions between formal and non-formal education in Africa undertaken to assess forms of integration and linkages that currently exist between these education programs. In its analysis, the study adopts a systemic approach which advocates for the recognition of a holistic system of education with linkages between both formal and non-formal systems, seeking to provide optimal structure and preparedness to accomplish the social, economic and human welfare objectives. It adopts three categorizations of forms of integration, namely systemic, institutional and programmatic.

Moderator

- Koumba Boly Barry, Swiss Agency for Cooperation and Development

B. Effective Schools and Quality Improvement

B 2. Teachers and School Principals at the Center of Changes in the School and the Classroom Round Table

Chairperson

- Jee-Peng Tan, Education Specialist, The World Bank

ADEA Film

Leadership and Effectiveness - A well managed primary school in the Republic of Guinea

In a neighborhood primary school in Conakry, the principal decided to upgrade the teaching approach of all the teachers working in the school. Through monitoring and training within the school itself, she improved the level of instruction dispensed by the teaching staff. She also called on a network of partners (parents, neighborhood community, NGOs, etc.) for help in continuing to develop her project for the school.

Roundtable discussion on:

▲ School principals' leadership as a factor of effectiveness: studies in Francophone and Anglophone countries

Panelist:

- Richard Charron, Secretary General of AFIDES

This study examines the characteristics of school management in 16 schools located in four African countries (Guinea, Mali, Central African Republic and Senegal). Despite difficult conditions, these schools obtained higher pass rates than other schools in their areas. Field surveys showed that the school teams interviewed were made up of people committed to and mobilized for the success of their pupils, and that the management of these schools was clearly able to rally and empower staff. Thus, despite the different contexts, policies and directions in these countries, it must be recognized that the basic unit of educational activity is indeed the individual school, and that it is within the school that the processes leading to increased scholastic success for all will, or will not, be established. Central to these dynamics are a number of exemplary management practices that play a significant role in pupil success in particular, and the effectiveness of the school in general.

▲ Synthesis of a questionnaire on the findings of the AFIDES study on school leadership

Panelist:

- Margaret Griffin, International Confederation of School Principals (ICP)

This paper is based on a survey conducted via a questionnaire administered to schools selected according to criteria of effectiveness in Ghana, Nigeria, South Africa, Tanzania and Zambia. The principals of these schools were asked to respond, on the basis of their own thoughts and experience, to the findings of a study on the relationship between the quality of school leadership and the effectiveness of the school. The questionnaire items had to do with categorization of schools, their distance from the capital city, the description of the relationship studied, the principal's point of view on the findings, standards of



success, dropout and repetition rates, attendance (overall and by sex), successful learning and management of sub-standard performance.

The similarities that emerge point to the following as criteria of effectiveness and success: structured, visible management of the school, transparent management, continual communication, professional support and in-service training, pedagogical leadership, and evaluation and monitoring activities.

▲ Teachers for rural schools

Panelist:

- Aidan Mulkeen, Principal Education Specialist, The World Bank

A number of obstacles, relating to both supply and demand, bar the way to access to schooling for rural children. Among these obstacles, problems related to teachers are particularly acute: the shortage of teachers, their under-qualification, weak supervision and support, insufficient time at work, difficulties in gaining access to information. Having established this, the study reviews the solutions that have been tried, evaluating their strengths and weaknesses. It analyzes in succession the modes of deployment used in different countries in connection with gender issues and the AIDS pandemic, various incentive systems, targeted recruitment and alternatives used in practice, and models for managing, inspecting and supporting rural teachers. Three major weaknesses in the supply of teachers to rural areas are identified: (i) deployment practices result in the abandonment of posts and increasing numbers of under-qualified teachers; (ii) operating practices result in overcrowding in the first years and assign the least qualified teachers to the most difficult classes; and (iii) limited management systems can lead to inadequate inspection and support of rural teachers, as well as to absenteeism and a reduction in time spent at work.

▲ Professional development for teachers and distance training: AVU's experience

Panelist:

- Kuzvinetsa Peter Dzimbo, Rector, African Virtual University (AVU)

This paper is an explication of how the African Virtual University (AVU) has implemented a Teacher Education Program. The project is meant to train teachers in mathematics, science and the use of information and communication technologies (ICTs) across the school curriculum. The program will make use of different Open, Distance and Electronic Learning (ODEL) methodologies to deliver content to teachers in ten Eastern African countries. The focus of the paper is on a case study description of what we consider to be an innovative multi country project because of the intended extensive use of ICTs and various ODeL methodologies using VSAT technologies. Specifically, the paper assesses the key challenges of teacher development that confront Africa today, traces and outlines the origins of the African Virtual University, its vision, mission and paradigm shift from brokering overseas content to capacity enhancement in ODeL in African institutions.

Discussant

- Virgilio Juvane, Coordinator, ADEA Working Group on the Teaching Profession

C. ECD Programs that Can Be Scaled Up

C 2. Preparing Children for School: Working with Parents and Communities

Chairperson:

- Khady Diop Mbaye, General Director, "Case des Tout Petits" National Agency, Senegal

Presentation

▲ Ensuring Effective Caring Practices within the Family and Community

Panelist:

- Modou Phall, National Nutrition Agency, The Gambia

The theme of this paper, «Ensuring effective care practices in families and communities», raises a number of questions: Are the concepts of "child care" and "care practices" well understood? How should care practices be defined in the African context? Where does the community's responsibility for ensuring effective care practices in families and communities begin? To answer these questions, the paper analyzes the current situation as regards care-giving practices, the factors influencing these practices and the associated challenges and opportunities.

▲ Fatherhood and Men's Role in Early Childhood Development: The Fatherhood Project, South Africa

Panelist:

- Alex Mashiane, Provincial Project Manager, Safe Schools, Department of Education of South Africa

In South Africa, it has been observed that fathers are often missing from their children's lives, owing to death or other reasons. A household survey conducted in 2002 reveals that 45.8% of children do not live with their fathers. The study presents the situation in the various ethnic groups and the emotional, psychological and cultural impact on children. It discusses the importance of fathers in the protection, care, guidance and disciplining of children. In interviews, children express what they expect from their fathers.

▲ Child-centered Community Capacity Building as a Strategy for IECD Programs: PLAN's Pilot Projects in Senegal, Togo and Burkina Faso

Panelist:

- Sven Coppens, PLAN Regional Learning Advisor for West Africa

The presentation covered PLAN's vision: a world in which all children realize their full potential in societies which respect people's rights and dignity. The NGO supports communities in developing the structures and skills they need to provide a safe, healthy and enabling environment for children. PLAN works in rural areas with the most vulnerable, poor children to strengthen community participation, management and ownership of programs.

Discussant

- Nurper Ulkuer, Program Officer, ECD Program Division, UNICEF, New York.



In-depth Parallel Session 3

14:30 - 16:00

A. Effective Literacy Programs

A 3. Stimulating Environments for Engaging in Literacy

Chairperson

- S.E. M. Chinwe Nora Obaji, Ministre de l'éducation, Ministère fédéral de l'éducation du Nigéria

Presentation

- ▲ **General Introduction on the stimulating environment for literacy: Creating a Literate Environment: Hidden Dimensions and Implications for Policy**

Panelist:

- Peter Easton, Associate Professor, University of Florida

A "literate environment" is one that offers new literates multiple opportunities for using their recently acquired knowledge, for enhancing it through continuing education, and for developing solid habits of lifelong learning. Experience with literacy campaigns, programs and projects over the last few decades have conclusively demonstrated that the quality of the literate environment is a major determinant of knowledge and skill retention among literacy or non formal education students as well as of the ultimate impact of the training that they received. This paper is devoted to analyzing and illustrating the different dimensions of a literate environment. Care is taken to demonstrate the mechanics and the complementarity of the four major varieties of «post-literacy» activity and programming: (i) provision of reading materials for new literates, (ii) organization of beneficial and accessible varieties of continuing education, (iii) local assumption of new responsibilities for production, investment and service delivery in the surrounding economy, and (iv) assistance to new literates in securing credit and creating new business ventures of their own.

- ▲ **Decentralization, Diversity Management and Curricular Renewal: Literacy in Four Countries (South Africa, Botswana, Kenya and Uganda)**

Panelist:

- John Aitchison, Professor, University of Kwazulu Natal, South Africa

This is a situational study of literacy education provision in four sub-Saharan African countries (Kenya, Uganda, South Africa and Botswana) that focuses on the decentralization of program management (particularly in relation to policies, planning, implementation strategies, curriculum and practices) to meet the diversity of language, culture and contextual requirements in these countries. It describes the literacy situation and various forms of provision by the state and civil society, as well as education policies, strategies and practices. It assesses the likely impact of the situation and possibilities for reaching the Education for All literacy goals. Additionally, it focuses on the extent to which decentralization and curriculum renovation respond to learner diversity and needs.

▲ Evaluating the “Faire-Faire” Strategy in Literacy and Non Formal Education Programs

Panelist:

- Amadou Wade Diagne, Director, cabinet d'appui en éducation et en formation
- Binta Rassouloula Sall, Coordinator, CCS/EQPT/ENF program, Senegal

This study provides a review of the «faire-faire” strategy implemented in Senegal in 1995. It is primarily based on interviews with those involved with the strategy (political leaders, technical managers, technical and financial partners, operators, etc.) and on analysis of the literature on the subject. The study’s assessment gives some grounds for concern, because although there has been some positive achievement, many problems continue to plague the “faire-faire” process. These problems are observed at the institutional, partnership, financial, technical (capacity building) and human levels.

This study examines the “faire-faire” strategy in the field of literacy training, now employed in a number of African countries after being launched in Senegal. It analyzes both the concept, placing it in a context of emergence, and the results in order to draw lessons concerning the institutional, partnership, technical and financial aspects. The review shows that the strategy has had a definite impact on illiteracy and has proved attractive to other sectors. The problems that have arisen during implementation, however, raise the question of whether the strategy should be readjusted (or overhauled); suggestions for adjustment include the repositioning of communities in the process, integration into local development plans, and anchoring the strategy in existing social structures.

▲ Using African languages in Literacy Programs (Benin, Burkina Faso, Cameroon, Tanzania and Zambia)

Panelist:

- Hassana Alidou, associate professor, Alliant International University, USA

In light of several political declarations, charters, and plans of action, it is clear that African governments do recognize the need to promote African languages for literacy, education, and development. However, lack of political will has prevented most governments from implementing the various international and regional language policies and plans of actions. This document is a critical review of available Francophone (Benin, Burkina Faso, Cameroon, Mali and Niger) and Anglophone (Cameroon, Tanzania and Zambia,) studies related to language use and literacy in Africa. It serves as an initial step towards an understanding of the factors and conditions that facilitate or undermine the promotion of African languages and literacy.

Discussant

- Ingrid Jung, InWent

B. Effective Schools and Quality Improvement

B 3. For Effective Learning in Africa: Bilingual Education and Curriculum Reform

Chairperson

- Adriaan Verspoor, Education Expert and Coordinator of ADEA’s ad hoc Working group on Quality



Film

▲ Film on Bilingual Education

This film describes how Zambia has implemented a primary reading program which uses local languages. After a pilot phase, the program was extended to the whole country.

Presentation

▲ Effective models of bilingual education and use of African languages in education: UIE/GTZ/ADEA Study

Panelist:

- Kathleen Heugh, Research Specification Languages and Literacy Specialist, Human Sciences Research Council, South Africa
- Hassana Alidou, Associate Professor, Alliant International University, USA

The presentation is primarily based on a review of African experiences of bilingual education. This research is an integral part of the follow-up activities to the 2003 Biennale on improving the quality of education through the use of African languages as teaching languages. Drawing mainly on expert studies and independent evaluations, six academics analyzed learning outcomes in relation to models of bilingual education, along with the factors conducive to success or failure in the technical, financial, linguistic, political and social spheres. Experiences in the following countries were studied: Benin, Burkina Faso, Botswana, Cameroon, Chad, Eritrea, Ethiopia, Ghana, Guinea, Guinea-Bissau, Kenya, Liberia, Mali, Malawi, Mozambique, Namibia, Niger, Nigeria, Uganda, Senegal, Somalia, South Africa, Tanzania, Togo and Zambia.

Disputed issues such as costs, cost-effectiveness, equity, and the choice of which local language to use in teaching are also addressed. One of the major conclusions is that bilingual education models in which the pupil's first language is used as the language of instruction for at least six years have a much stronger positive impact not only on learning outcomes but also on social and economic development. To ensure the quality and relevance of the knowledge acquired, however, it will also be necessary to employ appropriate pedagogical methods and undertake relevant curricular reform.

▲ Reinforcing meaningful and effective learning through curricula adaptation: lessons from an inter-African seminar

Panelist:

- Charles Delorme, Director, Centre d'Etudes Pédagogiques pour l'Expérimentation et le Conseil International (CEPEC), France

The aim of the seminar was to stimulate the debate over the development of curricula meeting the current and future needs of African contexts. More specifically, it sought to identify and analyze the challenges raised by such a process, the successful experiences and good practices that should be promoted, and topics that could be documented for purposes of dissemination. Another aim was to constitute a network for sharing experience and knowledge and for defining methodologies and working procedures in the field of curricular reform. Some ten countries in Francophone and Anglophone Africa, as well as many resource persons specializing in educational reform, took part in the seminar.

The lessons drawn from the seminar relate to three aspects of adaptation of curricula: the skills-based approach, the gender dimension and the introduction of African languages. It was primarily a matter of identifying and analyzing the challenges that arise at these three levels and of sharing the experiences of and the strategies employed in ten African countries. Theoretical and international perspectives are also addressed.

Discussant

- Elisabeth Gfeller, Bilingual Education Consultant, SIL
- Andreas Schott, Program Coordination, GTZ Africa, Baic Education Program, Namibia

C. ECD Programs that Can be Scaled Up

C 3. Preparing Children for School:

The Role of Holistic Practices in the Early Years of Learning

Chairperson

- Hon. Mrs. Indranee Seebun, Minister of Women's Rights, Child Development and Family Welfare, Mauritius

Presentation

▲ One year of Pre-school Education for All?

Panelist:

- Rokhaya Diawara, UNESCO BREDa

Where early childhood is concerned, Africa faces a number of challenges: (i) improving the quality of pre-primary education; (ii) broadening the supply of education and diversifying the services provided; (iii) defining education policy, including for pre-primary education, on the basis of diversified strategies that are suitable for African countries; and (iv) promoting an integrated, efficient education system. To meet these challenges, it is proposed, as a matter of strategy, to introduce one year of compulsory pre-primary education for all children. This paper lays the foundations of this strategy and attempts to provide some insights on the implementation of such a strategy in Africa, based on the experience of Senegal and Gambia.

▲ Pre-School Education and School Readiness: Kenya's Experience

Panelist:

- Samuel Ngaruiya, Ministry of Education, Kenya

This discussion paper examines the impact of various pre-school models in promoting school readiness and effective transition from pre-schools to primary education programs in Kenya. Focusing on the findings from the school readiness study done in Nairobi, it provides examples on how different pre-school models in varying socio-economic statuses prepare children for formal learning in primary school. In this context, the effectiveness of pre-school models in enhancing developmental readiness amongst school aged children is questioned and the current transition challenges are addressed.

The study recommends a paradigm shift from an academically oriented pre-school model to one that embrace a holistic approach in program and assessment of children's school readiness as base to enhance effectiveness and efficiency in primary education.



▲ The ‘Case des Tout Petits’ in Senegal

Panelist:

- Khady Diop Mbaye, General Director, “Case des Tout Petits” National Agency, Senegal
- To promote early childhood development, Senegal has developed a national program called the Case des Tout-petits (“Toddler’s Corner”) targeting children 0 to 6 years old from the poorest population groups, rural areas and urban slums. This case study reports on this experience, presenting the program’s infrastructure, education program content, supervision, management, advocacy and partnership framework. It then provides extensive documentation on the various components of the program.

WEDNESDAY 29 MARCH: AFTERNOON

In-depth Parallel Session 4

16:30 - 18:00

A. Effective Literacy Programs

A 4. Mobilizing Resources and Capacity Building Improving Program Cost-Effectiveness Round Table

Chairperson

- Máire Matthews, Education Advisor, Irish Aid

Presentation

General Introduction

Panelist:

- Amina Osman, Coordinator, ADEA WG on Non Formal Education

▲ Capacity Building by Adult Educators in South Africa, Botswana, Kenya and Namibia

Panelist:

- Veronica McKay, Director, Institute for Adult Basic Education and Training, UNISA, South Africa
- This study discusses different modes of building capacity for literacy/non-formal education and focuses specifically on the roles and functions of the educators in the countries under examination (South Africa, Botswana and Namibia). The investigation for each country commences by describing different modes of training as well as the policies guiding educator capacity building. Furthermore, the study examines the involvement of untrained personnel within the sectors in the three countries and the extent to which the countries offer career-pathing and remunerated (and un-paid) work opportunities for literacy educators. It stresses the crucial role of adult educators to improve quality of literacy and non-formal education, and therefore demonstrating the need for professionalizing and improving the conditions of service and workplace conditions of adult educators.

▲ Financing Literacy and Non-formal Education, Burkina Faso's FONAENF

Panelist:

- Alice Tiendrebreggo, Director, FONAENF, Burkina Faso

This case study recounts the creation of the Fund for Literacy Training and Non-Formal Education (FONAENF) in Burkina Faso in 2002. The purpose of the fund, which relies on the «faire faire» strategy, is to collect and manage contributions from the state and from public and private partners to finance literacy training and non-formal education. Its objectives are as follows:

- ▶ Encouraging the state and development partners to increase their financial contributions for non-formal education;
- ▶ Broaden the funding base of non-formal education in order to collect fresh financial resources from new partners;
- ▶ Strengthen capacity for action in the field of non-formal education by granting subsidies in accordance with the criteria laid down in procedural manuals;
- ▶ Adopt new forms of financing of non-formal education that favor disadvantaged social groups.

Consideration is being given in several venues to the operating procedures of FONAENF and how to improve the management of funding requests and selection criteria.

▲ Costs and Financing of Adult Literacy Programs in Senegal

Panelist:

- Binta Rassouloula Sall, Program Coordinator, CCS/EQPT/EUF, Senegal
- Kassa Diagne, Project Director, PAPA II, Senegal

The Jomtien conference in 1990 confirmed a break-up of the "monopoly" position of formal education by granting an increasingly important role to non-formal education. Fifteen years later, however, questions still remain concerning sustainability and funding volumes for this sector. Analysts agree that national plans allocate a relatively meager budget share to literacy training: less than 1% of the education budget and a negligible percentage of the national budget. Yet promoting literacy is truly investing in the future of African societies. This case study on Senegal shows the necessity of giving greater attention to the financing and costs of literacy programs in order to find lasting responses to the enormous requirements that exist.

▲ Indicators and Financing for Literacy Programs

Panelist:

- David Archer, Head, International Education, Action Aid.

In 2005, ActionAid and the Global Campaign for Education undertook the largest-ever survey to systematise experience of effective methods in adult literacy and the cost of quality literacy programs: 67 successful literacy programs in 35 countries have been analysed and then developed into 12 core benchmarks in consultation with 142 respondents in 47 countries. These are designed as a starting point for policy dialogue between governments, funding agencies, NGOs, and adults who have been deprived of their right to education. As costs cannot be established in isolation of a clear set of principles concerning how programs should work, the calculation of the costs of adult literacy served as a crucial part of this process.



Moderator

- Máire Matthews, Education Advisor, Irish Aid

B. Effective Schools and Quality Improvement

B 4. Reinforcing Responsibilities and Capacity Building of Schools and Communities in view of Improving Student Performance Round Table

Chairperson

- Margaret Kilo, African Development Bank (AfDB)

ADEA Film

Participation and Ownership: A Community in Action in the Democratic Republic of Congo

In a neighborhood in an outlying working-class district of Kinshasa, parents and the local community are taking action: some ten years ago, they took over responsibility for building and operating the primary school, including payment of teachers' salaries. Today, in the middle of a teachers' strike, they are planning and scheduling the continuation of the construction work. Parents' contributions will again be the main source of funding for this project.

Round table discussion on:

- Decentralization and efficiency of school projects :

▲ Direct financing for schools: a synthesis of case studies

Panelist:

- Chérif Diarra, Coordinator, ADEA Working Group on Finance and Education

Direct assistance to schools is a mechanism in which lump-sum subsidies are granted to all public schools on the basis of a financing formula based on the number of pupils enrolled and the number of classes per school. Once the education ministry has calculated the funding requirements of each school, it transfers the funds directly to the bank account either of the administrative departments of the education system or of the school's own account at district level. The electronic transfers is accompanied by directives concerning the procedures to be followed in paying invoices as well as how the resources are to be allocated between learning materials and general operating expenditure. This study reviews experiences of direct assistance to schools in Kenya, Uganda, Tanzania and Mozambique.

▲ School Projects in Sub-Saharan Africa: lessons learned in Guinea, Madagascar and Senegal

Panelist:

- Bruno Suchaut, Université de Bourgogne, France

A school project is a contractual process through which stakeholders agree to put their educational plans into formal terms in a «school contract that sets forth the school's goals, determines its requirements and the resources needed, and sets the

contributions and obligations of the school's partners". Observations in three countries – Guinea, Madagascar and Senegal – show that there is real diversity among such projects, depending on whether they are adopted in public primary schools, community schools or the non-formal education sector. An important aspect of the school project is the approach used, which rallies a community to act on school issues and generates various positive interactions for universalizing access to education and for the quality of instruction. This paper highlights the contrasting nature of the outcomes, depending on the country and context, and reveals more generally that the allocation of funding to communities and to stakeholders in schools under such projects should be accompanied by studies and measures that avoid placing an excessive burden on the pedagogical and educational dimensions.

- Parent and Community Participation

▲ Rearranging and consolidating spaces for horizontal dialogue in view of the contributions of PTAs and communities to the achievement of EFA goals

Panelist:

- Boubacar Niane, Sociologist, Université de Dakar, Senegal

This study is based on analysis of the situation, role and actions in support of schools of parents' associations and communities in five countries: Burkina Faso, Niger, Republic of Congo, Democratic Republic of Congo and Senegal. It examines the real contribution of parents' associations to the education system and the tools, resources and skills that need to be developed to make them more effective. Today, parents' associations play a limited role in managing the educational and administrative affairs of schools. Generally speaking, they have very little in the way of infrastructure and logistical resources despite the financial contributions of parents. Nevertheless, parents' associations and local communities have the potential for broader action and participation in terms of social cohesion, community ownership of schools, better monitoring of children's schooling, and improved performance of both teachers and pupils. This is thus a worthwhile challenge, and the study explores means of meeting it, in a new approach to dialogue between the school and the surrounding community, notably including parents' associations.

▲ The contributions of PTAs to making EFA a reality

Panelist:

- Jordan Naidoo, Education Specialist, Save the Children

In the last decade, local, state and national parent associations (PAs) have become more involved in activities to promote education in Africa, with the growing recognition that PAs are important institutional partners in efforts to support EFA and improve educational quality. Within the context of decentralization, local parent and related school based management structures have been subjected to fairly intense study, while the role of national parent associations have received less attention. The main finding is that parent participation in education policy making at national levels is limited in these countries. Yet, there is some recognition of the need for formal mechanisms to ensure the organized participation of parents at national levels. In setting up public advisory forums and other opportunities for parent associations to participate in the policy making process, parent voice has to be strengthened as they are likely to be constrained by more powerful actors and interest groups including teacher organizations.

Discussant

- Faryal Khan, Coordinator, Program on Governance in Education, UNESCO
- Youssouf Cissé, Aide et action

C. ECD Programs that Can Be Scaled Up

C 4. The Cost of ECD Interventions

Chairperson

- Hon. Mr. Joseph Danquah Adu, Deputy Minister of Women's and Childrens' Affairs, Ghana

Presentation

▲ Investing in Early Childhood Development: the Potential Benefits and Cost Savings

Panelist:

- Karin Hyde, ADEA WGECD Consultant

Early childhood development (ECD) has been recognised as a key contributor to positive outcomes in school and in adulthood. However, questions remain as to its cost-effectiveness and financial sustainability in the African context. This paper tries to answer some of these questions by reviewing the potential benefits of ECD programs in three areas: education, health and adulthood. The review is supplemented by summaries of cost-benefit studies and a general discussion of the costing and funding issues.

▲ Evaluating the Costs of Scaling up Early Childhood Development Interventions: the World Bank Costing Model with Burkina Faso and the Gambia

Panelists:

- Alain Mingat, The World Bank
- Ndeban Joof-Ndong, Head, ECD Unit, Department of State Education, The Gambia

This paper presents two case studies concerning the identification of early child development programs in Burkina Faso and Gambia. From the standpoint of an operational definition, case studies raises questions concerning:

- ▶ the expected level of coverage of the young population by the level of service planned from now through 2015;
- ▶ the proposed services and the way they are organized;
- ▶ unit costs and the translation of these costs into budgetary terms;
- ▶ financial sustainability.

▲ A Costing Model of the Madrasa ECD Program in East Africa

Panelist:

- Juliana Nzomo, ECD Program Officer, Aga Khan Foundation

Research findings (e.g. Young, 2002) suggest that early childhood development programs can make a highly cost-effective contribution, not only to learning in school but also the overall development of a child into a balanced adult that contributes

positively to a nation's development. These effects are particularly strong for children with disadvantaged home background due to poverty or low levels of parental education.

There is increasing international recognition (Jomtien, Dakar) that it is in one's early years that the foundations are laid for physical, cognitive, emotional and social development. However, despite the recognition and willingness to invest in ECD, governments find it difficult to afford major investments that would allow expansion of services, within a context of many priorities and only limited resources.

The aim of the costing study is to formulate policy options for governments that are willing to invest in ECD interventions as a major strategy to meet the Millennium Development Goals in health and education. This case study focuses on the Madrasa Early Childhood Development Program (hereafter Madrasa Program), a community-based initiative of the Aga Khan Foundation, currently operates in the three countries which comprise East Africa – Kenya, Tanzania (Zanzibar), and Uganda.

Discussant

- Hon. Naledi Pandor, Minister of Education, South Africa. Introduction of year zero into primary schools for South Africa: Cost and financing

THURSDAY 30 MARCH: MORNING

Plenary Session 5: Round Table discussion on Challenges and Opportunities

09:00 - 11:00

Round Table

Chairperson

- Carew Treffgarne, Senior Education Advisor-Africa. Department for International Development (DFID)

Challenges:

▲ **Quality Education for All: addressing the obstacles (HIV/AIDS, civil conflicts...)**

Panelist:

- Françoise Caillods, Assistant Director, IIEP/UNESCO (15-20 mn)

Although increased efforts and investments have been devoted to educational development in Africa since 1990, a large proportion of the poorest groups are still excluded from primary education owing to obstacles beyond the control of ministers of education. Some of the obstacles blocking progress toward EFA are extreme poverty, HIV/AIDS, conflicts and emergency situations, corruption and inefficient resource utilization. The paper analyzes how these factors are holding back EFA and proposes means of overcoming them.



Opportunities :

▲ Innovations in communications and NICTS

Panelist:

- Hon. Mr. Papa Youga Dieng, Minister of Education, Senegal (15-20 mn)

This paper by the ADEA Working Group on Distance Education and Open Learning emphasizes the importance of distance education in improving cost-effectiveness, access and quality in African education. However, political obstacles loom on the path to effective use of distance education. Questions are raised about the following:

- ▶ the relevance of ICT in African contexts;
- ▶ the confusion between ICT and distance education;
- ▶ the condition of technological infrastructure;
- ▶ the need for favorable policy frameworks.

It is ultimately seen that strong commitment on the part of governments, partnerships in the use of resources and the decentralization of supporting services are factors conducive to progress.

▲ The EFA Fast Track Initiative: A catalyst for quality education for all in Africa

Panelist:

- Hon. Mr. Haja Nirina Razafinjato, Minister of Education and Scientific Research, Madagascar
- Desmond Birmingham, DFID, former FTI co-Chair (15-20 mn)

If EFA is to be achieved in 2015, all six-year-old children will have to be in school within three years. The Fast Track Initiative (FTI) aims to help tackle this challenge by:

- ▶ supporting any country that meets two conditions: having a PRSP and an education sector strategy in conformity with it;
- ▶ enhancing aid effectiveness through cooperation and harmonization;
- ▶ providing a framework agreement between donors and countries for an adequate budgetary allocation and efficient resource management;
- ▶ creating a catalytic seed fund and a fund for educational program development to provide financial and technical assistance respectively.

A review of FTI activity shows progress in mobilizing resources and in the number of countries supported. Major challenges remain, however: the long-term commitment and predictability of the financial support provided, problems of educational quality, etc.

Discussion: 60 mn

Discussant

- Justine Sass, Program Specialist, UNESCO
- David Archer, Head International Education, Action Aid International

In-depth Parallel Session 5

11:30 - 13:00

A. Effective Literacy Programs

**A 5. From Literacy to Lifelong Learning
Round Table**

Chairperson

- Hon. Mr. Lamine Traoré, Minister of Education of Mali

Presentation

▲ General Introduction on Going from Literacy to Lifelong Learning

Panelist:

- Rosa Maria Torres, Director, Frónesis Institute, Ecuador

Many people would think that the notions of literacy and lifelong learning have nothing in common. In fact, most people - including many education specialists - think of literacy as a short, remedial, non-formal educational provision for poor youth and adults who did not attend school when they were children. This paper attempts to address these and other misconceptions about literacy, and show the intimate relationship between literacy and lifelong learning.

▲ Literacy and Globalization: Towards a Learning Society

Panelist:

- Catherine Odora-Hoppers, Visiting Professor Stockholm University (Sweden)

The central argument of this paper is as follows: today's problems cannot be solved with yesterday's ways of thinking. Mobilization for literacy is entering a period of rare uncertainty, and this paradox alone requires courageous initiatives that are determinedly innovative and strategic. If these uncertainties and paradoxes are seen not as a justification for paralysis and passive imitation of the past, but rather as a pre-requisite for innovation, then the need to shift to a different level of strategic action becomes so obvious as to need no further argument.

▲ Putting Lifelong Learning into Effect: the Challenges for Africa

Panelist:

- Carolyn Medel-Anonuevo, UNESCO Institute for Education, Hamburg (Germany)

The policy discourse of Lifelong Learning was introduced in the international scene in the seventies with the Faure Report issued by UNESCO in 1972. Since then, the discourse of lifelong learning has been interpreted in different ways and consequently, operationalized in a variety of ways. Varied as the practices are on lifelong learning, the term itself is more widely used in Europe and some countries in Asia. Briefly tracing the history of the discourse, the paper demonstrates the evolution of the term from lifelong education to lifelong learning, and additionally identifies the main issues that have emerged through time.



By giving examples of the implementation of the policy discourse of lifelong learning, it shows that lifelong learning is relevant to all countries in the world. This paper argues that lifelong learning as policy discourse is inherently related to the Education for All agenda; therefore countries in the African region will benefit from integrating its principles in their educational visions and consequent operationalization in their educational plans and programs.

▲ Continuing and Expanding Literacy Programs: From Literacy in Basic Education for Adults Onwards in Uganda

Panelist:

- Anthony Okech, Makerere University, Uganda

Uganda offers an example of a low intensity program of literacy and basic education for youth and adults carried out through a pluralistic approach with different actors. Adult literacy is treated as one of the strategies in the struggle against poverty, in which Uganda has made significant progress during the last decade. This paper explores the extent to which the varied literacy provisions in Uganda are offering a holistic lifelong learning perspective examining (i) the program structure and its link to continuing education, (ii) the current methodology and its contribution to empowerment for lifelong learning, (iii) skills development for work and life and (iv) the impact of literacy. It concludes that adult literacy programs in Uganda, although quite effective at the basic level, have very inadequate provision for adult continuing and lifelong education and have practically no links with the formal education.

▲ Indicators of the Right to Education in Burkina Faso

Panelist:

- Germaine Ouedraogo, Association pour la Promotion de l'Education Non Formelle (APNEF), Burkina Faso

In Burkina Faso, the creation of the Ministry for Basic Education and Mass Literacy in 1988 reflected the concern of the country's political leaders for fighting illiteracy both upstream, via efforts to achieve universal school enrollment (development of primary education), and downstream, via massive literacy campaigns (the "commando" and "bantaare" campaigns) aimed at an adult population that at the time was more than 85% illiterate. This vision required an effort to integrate two education sub-systems, the formal and non-formal sectors, for mutual reinforcement, building on past achievement and rational utilization of resources. However, the tendency, or the risk, is still to see the non-formal sector diluted in the formal, owing in particular to the lack of relevant tools for both individual and comparative evaluation of programs. This study on measuring the right to education enlarges and deepens the existing evaluation framework in order to identify what should be the subject of concern in both the formal and non-formal sectors.

▲ Educational Equivalence Systems in South Africa, Botswana, Kenya and Namibia

Panelist:

- Veronica McKay, Director, Institute for Adult Basic Education and Training, UNISA (South Africa)

This document locates the development of National Qualifications Frameworks (NQF) within the perspective of lifelong learning. It outlines the experiences and stages of development with the NQF processes in four countries (Botswana, Kenya, Namibia and South Africa) and delineates lessons learned from the investigation with regard to difficulties in implementation arising mainly from systemic and capacity problems. The central function of the NQF in all its stages of development is to

accredit unit standards which culminate in qualifications for even basic level learners. In addition, it seeks to permit portability, accessibility and transferability of credits, knowledge and abilities across qualification levels and across education and training and to recognize and accredit prior learning. It argues that learning acquired non-formally should be located within the NQFs to ensure the validation, accreditation, and certification of non-formal learning.

Moderator

- Joyce Kebathi, Director of the Department of Adult Education, Kenya

Discussant

- Hon. Mrs. Becky Ndjoze-Ojo, Deputy Minister of Education of Namibia

B. Effective Schools and Quality Improvement

B 5. The Equity Imperative

Chairperson

- Máire Matthews, Education Advisor, Irish Aid

Presentation

Effective Schools for Disadvantaged and Underserved Populations

Panelist:

- Joseph DeStefano, Education Quality Improvement Program (EQUIP)
- Audrey-Marie Moore, Deputy Director, EQUIP2, Academy for Educational Development

Achieving the goals of Education For All will require that countries more effectively meet the educational needs of the segments of their populations currently least able to access and succeed in school. Complementary education programs are designed specifically to extend the reach of formal public schooling in developing countries to better serve the most disadvantaged and/or remote areas. Through such programs, non-governmental actors support these underserved communities in creating and running their own schools. This paper summarizes the findings of eight case studies of complementary education programs in Afghanistan, Bangladesh, Egypt, Ghana, Honduras, Mali and Zambia. It reveals that these particular complementary models are helping address issues of access for underserved regions in their respective countries.

Gender Responsive Pedagogy

Panelist:

- Penina Mlama, Director of FAWE

In a nutshell, quality of education cannot be achieved without addressing the gender dimension. The Forum for African Women Educationalists (FAWE) has over the past five years been exploring the concept of a gender responsive school through the Centers of Excellence program. A gender responsive school is one where the academic, social and physical environment and its surrounding community take into account the specific needs of both girls and boys. The academic delivery including teaching methodologies, teaching and learning materials, classroom interaction and management of academic processes is also gender responsive. The physical environment in the school including buildings, furniture and equipment



is also gender friendly. This paper seeks to provide a synopsis of the issues covered in the Teacher's Handbook on Gender Responsive Pedagogy Handbook developed by FAWE.

Discussant

- Fay Chung, Secretary for the Association for Strengthening Higher Education for Women in Africa (ASHEWA), Chairperson of the Board of Trustees of the Women's University in Africa (WUA)

C. ECD Programs that Can Be Scaled Up

C 5. Coordination and Sustainability of Integrated Early Childhood Development Provision

Chairperson

- Hon. Mrs. Batilda Burian, Deputy Minister of Community Development, Gender and Children, Tanzania

Presentation

▲ Coordination and Implementation of ECD Policies and Policy Frameworks

Panelist:

- Eveline Pressoir, Regional Advisor, UNICEF Office for West and Central Africa

The integrated approach to early childhood development, which combines activities in the fields of health, nutrition, water, hygiene, sanitation, stimulation and protection, is seen as an optimal strategy for responding to the coming into effect of the Convention on the Rights of the Child. This approach entails actions at three complementary levels: strengthening families' ability to care for their children; providing basic services of good quality and ensuring they are used; the existence of a favorable policy environment. For each of these levels, since the actions required are multi-sectoral in nature, coordination becomes a necessity, as it is key to the scheduling and implementation process.

The presentation focuses on the policy framework for the development of programs for early childhood in West and Central Africa. It examines in turn the policy responses, the regional trend and regional coordination, constraints and challenges, lessons and prospects.

▲ Convergence, Coordination and Integration: Action at a National Level - Eritrean Integrated ECD Program

Panelist:

- Mussa Naib, Director General, Department of General Education of Eritrea

The Eritrean Integrated Early Childhood Development project became operational in September 2000. The goals of the program were to improve the holistic growth and development of Eritrean children in health, nutrition, cognitive and psychosocial aspects. There are four major components for the implementation of the program: Early Childhood Care and Education, maternal and child nutrition, maternal and child health and support for children in difficult circumstances.

The project has been implemented in an integrated way by involving four main line ministries of Labor, Education, Health and Agriculture. The presentation assesses what has been realized and analyzes the impact on communities, families and children.

▲ Convergence of Services for the Survival and Development of the Young Child in Cameroon

Panelist:

- Appolinaire Kingne, DPPS-MINPLAPDAT, Cameroon

The Program for the Survival and Integrated Development of Young Children was selected as the framework for implementing a strategy of convergence developed in Cameroon. Three programs targeting the 0-6, 6-12 and 12-18 year-old age groups are supported by two cross-cutting programs: Special Protection and Planning/Evaluation/Communication. The presentation analyzes trends, strategies, participating population groups, areas of intervention, the coordination mechanism and the monitoring, evaluation and reporting process.

Discussant

- Hon. Mrs. Marie-Solange Pagonendji-Ndakala, Minister of Family and Social Affairs and of National Solidarity, Central African Republic: Issues of Coordination and Inter-Ministerial Collaboration in Central African Republic

THURSDAY 30 MARCH: AFTERNOON

In-depth Parallel Sessions 6

14:30 - 16:00

These sessions will summarize the overall discussions and will reflect on:

- ▶ The emerging tendencies and main lessons learned on the theme
- ▶ The lessons learned from the experiences and research
- ▶ The messages and recommendations addressed to the various actors in view of promoting progress and reforms in the areas explored

A. Effective Literacy Programs

A 6. Conclusions Main findings and recommendations arising from the sessions on effective literacy programs

Chairperson

- Adama Ouane, UNESCO Institute for Education (UIE)

Rapporteur's presentation

- Esi Sutherland-Addy, Institute of African Studies, University of Ghana and Consultant, ADEA

Discussion



B. Effective Schools and Quality Improvement

B 6. Conclusions Main findings and recommendations arising from the sessions on effective schools and quality improvement

Chairperson

- Adriaan Verspoor, Education Specialist, ADEA Consultant

Rapporteur's presentation

- Ward Heneveld, Education Specialist

Discussion

C. ECD Programs that Can Be Scaled Up

C 6. Conclusions Main findings and recommendations arising from the sessions on ECD programs in Africa that can be scaled up

Chairperson

- Dzingai Mutumbuka, Sector Manager Human Development, World Bank

Rapporteur's presentation

- Agnes Aidoo, Consultant in Ghana and former UNICEF Representative for Tanzania and the Seychelles

Discussion

THURSDAY 30 MARCH: AFTERNOON

Innovations Fair

16:30 - 18:00

On the sidelines of the ADEA 2006 Biennale, an Innovations Fair will be held to showcase successful, promising or innovative experiences happening on African soil. These experiences will illustrate initiatives taken either by countries or by organizations working for the development of education in Africa.

The unifying theme of the Fair will be the same as that of the Biennale, "How to improve learning", and will be addressed in particular - but not exclusively - by presenting effective schools, adult literacy programs and early childhood development programs.

Part of the Fair will highlight African countries' participation in the activities of the ADEA's inter-country quality nodes; it will also provide information on this exercise to countries that are interested but do not yet participate in these activities.

There will also be a projection area where visitors can view five films on themes related to those of the Biennale:

- Learning and Self Sufficiency - An adult literacy program in Burkina Faso (Produced by ADEA and *Les films du Passeur*)

- ▶ Leadership and Effectiveness - A Well Managed School in the Republic of Guinea (Produced by ADEA and *Les films du Passeur*)
- ▶ Early childhood development in a village in the Kassese region of Uganda (Produced by ADEA and *Les films du Passeur*)
- ▶ Participation and Ownership - A Community in Action in the Democratic Republic of Congo (Produced by ADEA and *Les films du Passeur*)
- ▶ The primary school reading program in Zambia (Produced by the Ministry of Education of Zambia)

ADEA Gala Dinner and Book Launch

19:30

During the evening, the UNESCO Institute for Education (UIE) will launch a book by Michael Omolewa, entitled - "Widening Access to Education as Social Justice". Michael Omolewa is Nigeria's Ambassador and Permanent Delegate to UNESCO. He currently on leave of absence as Professor of Adult Education from the University of Ibadan, Nigeria.

FRIDAY 31 MARCH: MORNING

Plenary Session 6 : Presentation of conclusions of in-depth parallel sessions

09:00 - 11:15

**This session will be devoted to hearing the syntheses prepared by the rapporteurs
of the in-depth parallel sessions**

Chairperson

- Hon. Antonio Burity da Silva Neto, Minister of Education of Angola

09:00 - 09:45

Presentation and discussion of conclusions on Effective Literacy Program

09:45 - 10:30

Presentation and discussion of conclusions on Effective Schools

10:30 - 11:15

Presentation and discussion of conclusions on Early Childhood Development programs that can be scaled up.



Plenary Session 7: Wrap-Up session and Closing

11:45 - 13:00

**This session will assess the Biennale and discuss the next steps
including follow-up work**

Chairperson

- Ahlin Byll-Cataria, ADEA Chair

11:45 – 12:30

General conclusions: Findings and lessons learnt on effective learning and effective education and training systems in Africa

Presentation of the Report of the Caucus of Ministers

12:30 – 13:00

Closing Ceremony

13:00 – 13:45

Press Conference followed by Press Luncheon

APPENDIX 2. PAPERS PRESENTED AT THE 2006 ADEA BIENNALE

Plenary Sessions

- PL-1.1 EFA Global Monitoring Report. Literacy for Life. Regional Overview – Sub-Saharan Africa (EFA Global Monitoring Report Team)
- PL-2.1 Education By All: A brief for Literacy Investment (Peter Easton)
- PL-2.1+ Investing In Literacy: Where, Why and How? (Peter Easton)
- PL-2.2 Creating a Literate Environment: Hidden Dimensions and Implications for Policy (Peter Easton)
- PL-3.1 Effective Schools for Sub-Saharan Africa (Adriaan Verspoor)
- PL-4.1 Ensuring a Policy Supportive Environment (Agnes Aidoo)
- PL-4.1+ Planning Policies for Early Childhood Development: Guidelines For Action (Emily Vargas Baron)
- PL-4.2 Early Childhood Care and Education in Sub-Saharan Africa: Towards Expansion of Coverage and Targeting Efficient Services (Alain Mingat)
- PL-4.2+ Early Childhood Care and Education in Sub-Saharan Africa: What Would it Take to Meet the MDGs? (Alain Mingat) (In English Only)
- PL-5.1 Overcoming the Obstacles to EFA (Françoise Caillods, Michelle Phillip, Muriel Poisson, Chris Talbot)
- PL-5.2 Distance Education, Information and Communication Technologies – Policy Challenges (ADEA WG on Distance Education and Open Learning)
- PL-5.3 The Education For All Fast-Track Initiative (FTI)

Parallel sessions on Literacy

Parallel Session A-1: Vision, policy and strategy: Analysis and prospects for future development

- A-1.1 What makes visions, policies and strategies in the field of literacy in Africa ? (Tonic Maruatona)
- A-1.2 Integrating literacy and non-formal education in Burkina Faso's education policy (Pierre Balima)
- A-1.3 Brazilian National Policy of Adult and Youth Education (Ricardo Henriques et Timothy Ireland)



Parallel Session A-2: Effective and Promising Programs

- A-2.1 Learner-centered processes and approaches : the connection between non-formal education and creating a literate environment (Sonja Fagerberg Diallo)
- A-2.2 Diversifying the provision of education in Senegal: examples from the non-formal sector (Papa Madéfall Gueye et Kassa Diagne)
- A-2.3 The PAFNA project in Senegal: An efficient and promising literacy project (Fondation Paul Gérin-Lajoie)
- A-2.4 Processes, Approaches and Pedagogies in Literacy Programs - Case study on the experience of the Institute for Popular Education (IEP) in Mali (Maria Diarra Keita)
- A-2.5 Selected cases of fruitful interactions between formal and non-formal education in Africa (Anna Katahoire)

Parallel Session A-3: Stimulating environments for engaging in literacy

- A-3.1 Creating a literate environment: hidden dimensions and implications for policy (Peter Easton)
- A-3.2 Decentralization, management of diversity and curriculum renovation: A study of literacy education in four African countries (Botswana, Kenya, South Africa and Uganda) (John Aitchison)
- A-3.3 Assessing the 'faire faire' strategy in literacy in Senegal (Amadou Wade Diagne et Binta Rassouloula Aw Sall)
- A-3.4 Use of African Languages and Literacy: Conditions, factors and processes (Benin, Burkina Faso, Cameroun, Tanzania and Zambia) (Hassana Alidou)

Parallel Session A-4 Mobilizing resources and capacity building Improving program cost-effectiveness

- A-4.1 Capacity Building for Educators of Adults in Three Southern African Countries: South Africa, Botswana and Namibia (Veronica McKay and Norma Romm with Herman Kotze)
- A-4.2 The Financing of Literacy and Non-Formal Education by the FONAENF in Burkina Faso (Alice Tiendebreogo et Cora Mathias Batabe)
- A-4.3 Study on the costs and financing of adult literacy in Senegal (Binta Rassouloula Sall et Kassa Diagne)
- A-4.4 Benchmarks and Financing for Adult Literacy (David Archer)

Parallel Session A-5: From literacy to lifelong learning

- A-5.1 Literacy and Lifelong Learning: The linkages (Rosa Maria Torres)
- A-5.2 Literacy and globalization: Towards a learning society in Africa - Growth points for policy and practice (Catherine Odora-Hoppers)

- A-5.3 Operationalizing the policy discourse of lifelong learning: The challenges for Africa (Carolyn Medel-Anonuevo)
- A-5.4 Continuation and extension of literacy programs: From literacy to adult basic education and beyond in Uganda (Anthony Okech)
- A-5.5 Measuring the right to education in Burkina Faso (Valérie Liecht and Germaine Ouedraogo)
- A-5.6 The NQF and its implementation in non-formal education – with special reference to South Africa, Namibia, Botswana and Kenya (Veronica McKay and Norma Romm with Joyce Kebathi and Herman Kotze)

Documents on Literacy not attached to Biennale sessions

- Integrating Literacy and Income Generation for Rural Adults - Adult Literacy Education in the People's Republic of China (Zhang Tiedao Ph.D, Beijing Academy of Educational Sciences, China) (In English Only)
- Etude longitudinale sur l'alphabétisation au Mali (Denis Dougnon) (In French Only)
- Capitalisation des expériences en alphabétisation et éducation de base des adultes de la direction du développement et de la coopération suisse au Burkina Faso, au Cap Vert et au Niger des années 70 à 2005 (Rosemarie Lausset - A la demande de la Direction du développement et de la coopération - Section Développement)
- Estudio sobre políticas y programas de Alfabetización y Educación Básica de Jóvenes y Adultos (Dr. Jaime Canfux Gutiérrez, Dra. Águeda Mayra Pérez García, Lic. Leonela Relys Díaz, MSc José del Real Hernández) (In Spanish Only)
- Longitudinal Development of Non-Formal Education in Thailand (Office of the Non-Formal Education Commission - The Permanent Secretary Office, Ministry of Education Bangkok, Thailand) (In English Only)
- Literacy in Post-Conflict Situations - Lessons from Sierra Leone (Ekundayo J.D. Thompson, Mohammed B. Lamin, Edward D.A. Turay and Olive B. Musa) (In English Only)
- L'édition en langues nationales - Etude de cas du Mali (Abou Diarra) (In French Only)

Parallel sessions on Effective Schools

Session B-1 : Characteristics of Effective Schools

- B1.1 Synthesis Report: Local studies on the Quality of Primary Education in Four Countries (Madagascar, Mozambique, Uganda and Tanzania) (Ward Heneveld)



- B1.1+ Local study on the characteristics of effective primary schools in the province of Toamasina - Madagascar (LinaRajonhson) (only on CD-Rom)
- B1.1++ Local Research on the Characteristics of Effective Primary Schools in Singida Tanzania (Fulgence Swai, Alice Ndidde) (only on CD-Rom)
- B1.1+++ Critical Characteristics of Effective Primary Education in the Rwenzori Region of Uganda - A Study of 30 Schools in 5 Districts in Uganda (by a team of educators from the five districts) (only on CD-Rom)
- B1.2 Cost-Effective Inputs: a meta-analysis of the SACMEQ and PASEC Evaluations (Katharina Michaelowa et Annika Wechtle)
- B1.3 Le redoublement : mirage de l'école africaine (Jean Marc Bernard, Odile Simon, Katia Vianou) (Only in French)

Session B-2 : Teachers and School Principals at the Center of Changes in the School and in the Classroom

- B2.1a School Management and Pupil Success - Case Studies of Sixteen African Schools - Summary of the Country Reports from Guinea, Mali, the Central African Republic and Senegal (Guy Pelletier)
- B2.1b Synthesis of the ICP Questionnaires related to findings of the AFIDES report (ICP)
- B2.2 Teachers for Rural Schools: A Challenge for Africa (Aiden Mulkeen)
- B2.3 The AVU Teacher Education Initiative : An African Response to the Challenges of Teacher Development and ICT Opportunities (Kuzvinetsa Peter Dzvimbo, Fred Simiyu Barasa and Catherine Wangesi Kairuki)
- B2.3+ Utilizing Open Educational Resources (OERs) to Support Higher Education and Training in Africa (Peter Bateman, Eliot Pence and Benjamin Bett) (only on CD-Rom)

Session B-3: For Effective Learning: Bilingual Education and Curriculum Reform

- B3.1 Optimizing Learning and Education in Africa - the Language Factor - A Stock-taking Research on Mother Tongue and Bilingual Education in Sub-Saharan Africa (ADEA/GTZ/UIE)
- B3.1+ Report of the Conference on Bilingual Education and the Use of local Languages, Windhoek, Namibia, August 3-5, 2006 (Conference rapporteurs) (only on CD-Rom)
- B3.2 Proceedings of the Seminar on Curricula Adaptation, Cotonou, Benin, December 1^{er}-15, 2005 (CEPEC International)

Session B-4: Reinforcing Responsibilities and Capacity-Building of Schools and Communities in View of Improving Student Performance

- B4.1 Lessons of the Experience with Direct Support to Schools Mechanism: A synthesis (Aloys Blasie' Ayako)
- B4.2 School Projects in Sub-Saharan Africa: Lessons learned in Guinea, Madagascar and Senegal (Georges Solaux et Bruno Suchaux)
- B4.2+ The School Project: An Educational Activity Contract Between Schools and Their Environment (Aide et Action) (only on CD-Rom)
- B4.3 Rearranging and consolidating spaces for horizontal dialogue in view of the contributions of PTAs and communities to the achievement of EFA goals (Boubacar Niane)
- B4.4 The contribution of National Parent Organizations to the achievement of EFA (Jordan Naidoo)

Session B- 5: The Equity Imperative

- B5.1 Effective Schools for Disadvantaged and Underserved Populations (Joseph DeStefano, Ash Hartwell, David Balwanz and Audrey Moore)
- B5.1+ Complementary Education Programs in ADEA Countries (Balwanz, Audrey-Marie Schuh Moore and Joe De Stefano) (only on CD-Rom)
- B5.2 Gender Responsive Pedagogy (FAWE)

Parallel sessions on Early Childhood Development

Session C-1: Preparing Schools for Children

- C-1.1 Making Schools Friendly for Small Children (Kate Webley) (In English only)
- C-1.2 From Bisongo to Satellite Schools: Responding to the Need for Integrated Child Development in Burkina Faso
- C-1.3 Exploring the Links Between Adult Education and Children's Literacy: A Case Study of the Family Literacy Project, Kwazulu Natal, South Africa (Snoeks Desmond) (In English only)

Session C-2: Preparing Children for School: Working with Parents and Communities

- C-2.1 Ensuring Effective Caring Practices within the Family and Community (Isatou Jallow)
- C-2.2 Fatherhood and Men's Role in Early Childhood Development: The Fatherhood Project, South Africa (Alex Mashiane) (In English only)



- C-2.3 Strengthening Families' Abilities to help HIV/AIDS-affected Children Prepare for School (Lydia Nyesigomwe) (In English only)

Session C-3: Preparing Children for School: The Role of Holistic Practices in the Early Years of Learning

- C-3.1 Une année d'éducation pré-primaire obligatoire pour tous les enfants (Rokhaya Fall Diawara) (In French Only)
- C-3.2 Pre-School Education and School Readiness: Kenya's Experience (Samuel Ngaruiya)
- C-3.3 Senegal's Experience in Early Childhood Management: The Little Children's Home (La case des tout petits) (Ndeye Khady Diop Mbaye)
- C-3.4 Making Schools Ready for the Children: The Case of Schools in Pastoral Communities in East Africa (Nathan Chelimo)

Session C-4: The Cost of Early Childhood Interventions

- C-4.1 Investing in Early Childhood Development: the Potential Benefits and Cost Savings (Karen Hyde)
- C-4.2 Evaluating the Costs of Scaling up Early Childhood Development Interventions: the World Bank Costing Model with Burkina Faso and the Gambia (Alain Mingat)
- C-4.3 A Costing Model of the Madrasa Early Childhood Development Program in East Africa (Juliana Nzomo, Aga Khan Foundation)

Session C-5: From Literacy to Lifelong Learning

- C-5.1 Coordination du développement et de la mise en œuvre des politiques (Eveline pressoir) (In French only)
- C-5.2 Convergence, Coordination and Integration: Action at a National Level - Eritrea's Integrated Early Childhood Development Program (Mussa Hussein Naib) (In English only)
- C-5.3 Convergence des activités pour la survie et le développement du jeune enfant : l'expérience du Cameroun (Apollinaire Kingne et Jim Watts Munang) (In French only)

Documents on ECD not attached to Biennale sessions

- Ensuring Access to Quality Basic Services (Peter A. M. Mwaura)
- Early Childhood Development as an Important Strategy to Improve Learning Outcomes (Karin A. L. Hyde and Margaret N. Kabiru)

APPENDIX 3. LIST OF PARTICIPANTS

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