



Donors to African

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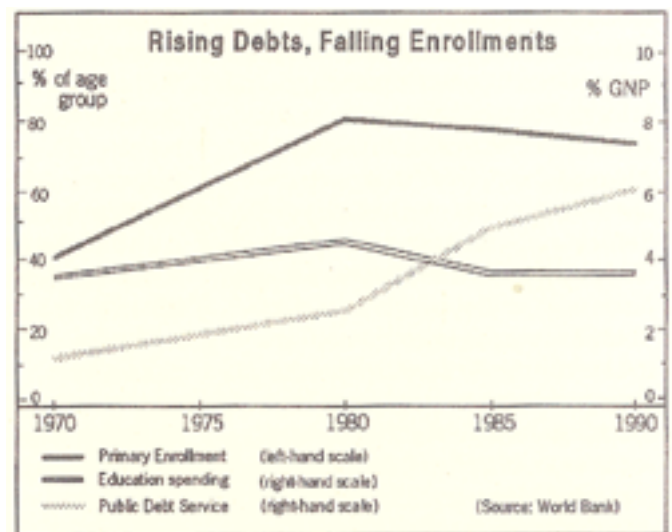
SEPTEMBER - NOVEMBER 1993

Can we swap debt for education?

In the first of a three-part series, the DAE examines the possibilities of using debt relief as a means of financing an improved education system.

The premise that education is a central pillar of development is widely accepted. Yet what hope is there for universal primary education when African treasuries are crippled by international debt repayments and facing pressure from all segments of their societies for scarce available resources? One creative solution that deserves attention is the “debt-for-social welfare improvement swap”. There has been a recent history of debt-for-environment swaps, in which commercial debts were bought on the secondary market and retired in

exchange for preserving lands as conservation areas. In addition, there has been a handful of debt-for-development swaps, in which debt relief prompted improvements in the health and education sectors. But how extensively can debt-for-education swaps be used?



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The push for greater enrollment in African primary education is not a new concept. Between 1970 and 1980, primary enrollment increased from 40% to 79% of the age group, however, that figure has declined since 1980 (see graph). By 1990, only 72% of African children of the relevant age group were in primary school. It comes as no surprise that this decline has corresponded to falling real levels of spending on education. Between 1980 and 1985, sub-Saharan African spending on education, as a proportion of GNP, actually decreased from 4.5% to 3.5%. For many African countries, this spending was still hovering around 3.5% in 1990 -- far short of the figure of 5% of GNP deemed necessary for a sustainable education system. These cutbacks occurred as the debt crisis was taking hold in Africa: in the period 1980 to 1990, debt service charges

increased from 3% of GNP to over 6%. Clearly, as the debt crisis continues to hit sub-Saharan Africa, education budgets suffer accordingly. And with continuing high levels of debt servicing expected in the 1990s, there appears little prospect that education budgets will be able to keep pace with demographic pressures, let alone increase enough to reach the goal of universal primary education.

If high debt servicing is crippling African education, then would simply canceling the debt be enough to get all children in school? Initial investigations suggest no. Canceling debt will free resources for African governments, but where these resources get spent is another matter. Sadly, education is not always given as high a priority as it deserves and any “windfall gains” from debt relief are

likely to be directed elsewhere. Part of the difficulty is the perception among macroeconomic planners that education is a consumption good, rather than an essential investment in human capital. Because the education sector is considered "non productive" - in that it is non tradable, does not generate revenue, does not improve the balance of payments or the government budget deficit -- it is viewed as costly social welfare spending. This ignores the fact that there is no example of significant economic growth occurring in an illiterate society. It also ignores the broader approach to development in which social improvements, poverty reduction and economic growth go hand in hand. Education and health lay the groundwork for a productive economy. Although the logic of this argument is clear, it is still often overlooked. Subsequently, health and education are likely to be given a low priority for any funds freed up through debt relief. Thus, if increasing primary enrollment is to be achieved, the funds made available through debt relief will have to be specifically earmarked. A debt-for-social welfare improvement swap presents itself as one of the most effective means for channeling this gain into education.

Proposing a debt-for-education swap, however, opens up another debate. With debt relief, foreign exchange is freed up. Therefore, should the new funds be spent on import-intense segments of the education budget? In addition, will any new available funds be captured by politically powerful constituencies within the education sector, such as universities? In other words, will a debt-for-education swap actually be effective in helping to improve basic education?

Part of the answer lies in the actual mechanism of the swap. Drawing on the experience of previous debt-for-environment swaps, essentially, an interested foreign third party agrees to buy some portion of a developing nation's debt -- to date almost always

commercial debt -- on the secondary market at a discounted price. The debt is then handed over to the recipient nation's central bank to be retired in exchange for providing local currency for new education spending on an agreed program. Local institutions and non governmental organizations then play a lead role in coordinating how this local currency will be spent, along the lines of the program.

Of course, this process is not without its problems. First, once a portion of the debt has been retired, how do we guarantee that money will be allocated in present and future years for education? Will a debt-for-education swap hamper a more natural expansion of education budgets? This suggests that a firm agreement must be in place beforehand between donor and recipient to guarantee that the swap is carried out in good faith. Second, an arbitrary injection of cash into an economy will tend to fuel inflation. However, if the proceeds are distributed over many years then the risk of inflation is kept to a minimum. Third, debt-for-environment swaps have been accused of not making a significant impact on the size of the debt: by 1990 these swaps had retired only US\$100 million of the total third-world debt of US\$1,300 billion (less than 0.0001%). Nevertheless, specific projects can make significant improvements in the field of education while also making valuable reductions in certain African debts.

We must remember that although in absolute terms the African debt is not overwhelming, the relative size of the sub-Saharan African debt is enormous. This debt accounts for fully 109% of total sub-Saharan African GNP, compared to the Latin American foreign debt at 38% of total GNP. This means that retiring any portion of African debt will have considerable effect. However, it is also worth noting that 86% of sub-Saharan African foreign debt is owed to governments and official multilateral lending

organizations, and only 14% to private banks. In comparison, 34% of Latin American debt is owed to private banks. Since almost all of the debt swaps previously undertaken have involved retiring commercial debt this presents a problem of how much scope exists for African debt swaps. Alternately, it suggests a need for governmental and intergovernmental bodies to consider debt swaps as official policy.

Despite these drawbacks, there is a very real appeal for debt-for-education swaps. First, we avoid the problem in educational aid of a mismatch between the type of funds available and the type of funds needed. At basic educational levels most spending is in local currency -- principally on salaries (accounting for over 80% of many African basic education budgets) -- while only small amounts are spent in foreign exchange. Many development and donor agencies have statutes that preclude the use of their foreign exchange funds for supporting local currency expenditures. Indeed, some agencies finance exclusively the foreign exchange costs of an education project, leaving all the local currency costs to be born by the government. Furthermore, almost all agencies have limitations on the use of such funds for supporting salaries of national civil servants. Given the low foreign exchange content of education sector expenditures, even for capital investments, and given also the substantial recurrent cost implications of such capital investments (principally requiring local currency), current development agency and donor financing restrictions run contrary to the education sector needs. Hence, aid donors find their budgets skewed toward providing technical assistance and overseas scholarships and away from supporting a sustainable education system. Therefore, one of the real attractions of a debt-for-education swap is that the problem of inappropriate funds is avoided, while at the same time donors help to build

the basis for universal primary schooling.

Finally, debt-for-education swaps have an appeal because they offer widespread potential gains. Donor agencies raise their profile by simultaneously addressing two critical issues, African politicians and Central Banks get to retire their debts at a discount, Ministries of Education get to command greater resources and the general public get an improved education system. This is not to say that everyone will be in favor of such sweeping changes, although debt-for-education swaps hold the potential for a genuine win - win outcome.

The debate on debt-for-social welfare improvement swaps was opened a year after the first debt-for-environment swap took place in 1987. While the number of debt-for-environment swaps has increased, however, there have been few concrete examples of swaps in the health and education sectors. This is partly because the analytical debate on debt-for-social welfare improvement swaps has been largely undeveloped. Nevertheless, this is an original idea that deserves further attention and certainly represents one of the more innovative approaches to financing a comprehensive primary education system in sub-Saharan Africa. The DAE has presented this article as the first in a series of three exploring the debt-for-education debate. The second article, examining the technical feasibility of debt-for-education swaps, and the third article, examining the policy implications for the donor community and sub-Saharan Africa, will appear in upcoming editions of the DAE newsletter.

**Christopher Shaw,
Neil Saravanamuttoo**

The Potential Impact of HIV/AIDS for DAE Working Groups

The spread of aids may affect the quantity, quality and nature of educational programs. Some of the primary areas concerned include teacher training and the organisation of school programs. The statistical profiles of educational systems may be influenced by the epidemic, and the financing of education may have to be reviewed. An international seminar later this year will address these issues.

HIV/AIDS affects the education system in two ways. First, there is the increasing pressure on educational programs -- both inside and outside of school -- to effectively deliver messages about AIDS. This involves very complex questions about what the messages should be and how they should be transmitted. Second, there is the impact of HIV/AIDS on education as a system and as a sector of development. This can effect:

- the size of the system -- fewer pupils (especially girls), teachers, classes and schools;
- how teaching and learning take place -- problems in schools with infected and ill students and teachers;
- the quality of education -- due to higher absentee rates of pupils and teachers and the replacement of experienced and well-trained teachers by those younger and less-trained;
- what schools teach -- the possible need to teach marketable skills sooner to children (especially to larger numbers of orphans and street children) who are more likely to drop out of school earlier;
- the financing of education -- whether larger, poorer families will be able to afford the costs of schooling; and,
- the planning of education -- whether the system can better anticipate and

plan for the above effects especially when education systems are already stretched to their financial, infrastructural and creative limits, in trying to achieve their primary task of teaching basic knowledge and skills.

Underlying all the possible "impacts" of HIV/AIDS on education is a basic fact: in many countries, the infection and disease will have a serious impact on the quantity and nature of available human resources on productivity and thus development. The most productive and able-bodied middle generation of society - both professional and working class - will be particularly affected. This group will experience increased mortality rates (perhaps double or triple current rates) and lowered life expectancies. They will be taken out of the work force and thus out of the economic life of their families, communities and nations. They will be replaced (if at all) by people younger, less educated and less skilled. How education systems respond to this kind of situation will be an important determinant in how seriously affected societies recover from the impact of HIV and AIDS on their economic, social, and political development.

The potential impact of HIV/AIDS on education may have particular effects for many of the DAE working groups. Such effects are presented briefly below. Given the paucity of research in this area, much of this presentation is based more on speculation and anecdote than data, although increasing evidence is coming to light in regard to many of these issues.

HIGHER EDUCATION

Assuming that young, well-educated, urban elites are often first affected by

(continued overleaf)

AIDS, increasing rates of illness and death may make difficult the recruitment and retention of university staff. Student enrollments in the short-term may also be affected as infected students leave school. In the longer-term, lower enrolment rates and higher drop-out rates in primary and secondary education may reduce the size of the pool of potential candidates for higher education. Parents may also be less willing to finance the costs of higher education for their children if they are uncertain that they will survive to adulthood. In addition, graduate study abroad may become more difficult to arrange as candidates who are sero-positive are rejected by donor countries.

GIRLS' EDUCATION

The gains made in girls' education over the last decade may partly be negated through the impact of AIDS. In larger extended families, when principal wage earners die, girls will likely be the first to be taken out of school - to save money or to care for ill relatives or younger children in the family. Girls in secondary and tertiary education may also get married earlier as they are pushed out of these larger, economically unviable families and as older men seek younger, presumably still uninfected, wives.

TEACHER MANAGEMENT

This area may also feel the effect of HIV/AIDS. An obvious concern is the management of infected and ill teachers, in terms of:

- employee rights to confidentiality and job retention;
- professional and personal interaction between infected teachers, their peers, and their students; and,
- employee treatment and care - for example, the need to transfer infected teachers to areas of the country with better medical care.

Another issue is the staffing of schools

in areas heavily-affected by AIDS. What policies might be needed to encourage teachers to remain in, or transfer to, such areas and what kinds of additional programmes might be needed to replace a growing number of teachers who are ill or have died?

VOCATIONAL EDUCATION AND TRAINING

On the assumption that students in vocational education and training programmes come more often from lower socio-economic segments of society and perhaps from less academically-favoured schools, the education they have received about AIDS (if any) may have been especially incomplete and ineffective. For this and other reasons, their rates of infection may be higher than other students. The teaching staff of these programs, as with school teachers and university lecturers, may also be reduced in number and have less experience and training. Because certain kinds of labour seem especially affected by the epidemic (for example long-haul truck drivers, miners), the recruitment and training of individuals in such fields may become especially difficult.

STATISTICS

As planners and managers need to understand better, and anticipate the actual impact of HIV/AIDS on their system, particular kinds of data may need to be collected more systematically and perhaps more frequently. Most important in this regard could be data on pupil absenteeism and drop-outs (especially of girls); on AIDS-related orphans; on classroom and school closures; and on teacher absenteeism, transfers and deaths.

FINANCE

HIV/AIDS may affect the financing of education in at least two important ways:

- at the micro-level, as communities

and families lose wage-earners, gain orphans, and are characterised by larger extended families, with ever lower productivity and wealth, the local financing of education may suffer. Fewer resources will be available for pupil expenses and school costs.

- at the macro-level, the national budget may decrease absolutely (especially if productivity and wealth decrease) and education, as a sector, may find its share of the budget being reduced relative to other sectors, particularly health and welfare.

The IIEP, in coordination with several other donors, is organising an international seminar later this year to discuss these and other issues related to the impact of HIV/AIDS on education. If you can provide further data, information or even speculation about these various ideas and if you would like further information on the planned seminar, please contact the DAE Executive Secretary, or the author.

Sheldon Shaeffer
IDRC

Has your attendance at the Taskforce Meeting been confirmed?

Agencies and ministries who plan to participate in the upcoming taskforce meeting (see article facing page) are reminded to contact the DAE secretariat to confirm their attendance.

TASK FORCE MEETING, October 22-24, 1993

“Implementation of Education Programs”

The Task Force meeting will be held on October 22-24, 1993, at Angers' International Conference Center in France. The Task Force meeting promotes policy dialogue on education between the donor and sub-Saharan African education communities that has become a hallmark of DAE operations. The central theme of this year's Task Force meeting is the “*Implementation of Education Programs*”.

Since its inception, the DAE has worked to improve the effectiveness of donor assistance to Africa, through greater collaboration and communication. However, there is a growing realization that educational development programs in sub-Saharan Africa fall short of their goals because of design weaknesses or problems with implementation.

Already, in addition to the majority of donor agencies, over twenty African ministers of education have indicated that they will attend. The spectrum of agencies varies from very large multilateral agencies (the World Bank, UNESCO and UNICEF) through major bilateral donors (French Cooperation, USAID etc..) to foundations and associations (the Commonwealth Secretariat, the Rockefeller Foundation and the Aga Khan Foundation). Newcomers to the DAE Task Force meeting, that have indicated their intention to attend, include the African Development Bank, the United Nations Economic Commission for Africa, and the European Economic Community.

The program for Angers has three distinct parts: the actual meeting on

“the implementation of education programs”; an opportunity for the African ministers of education to meet among themselves; and a short session in which the task Force will examine proposals for creating new DAE working groups or formally closing groups. Of course there will be opportunities for informal meetings and contacts between agencies and African ministers and

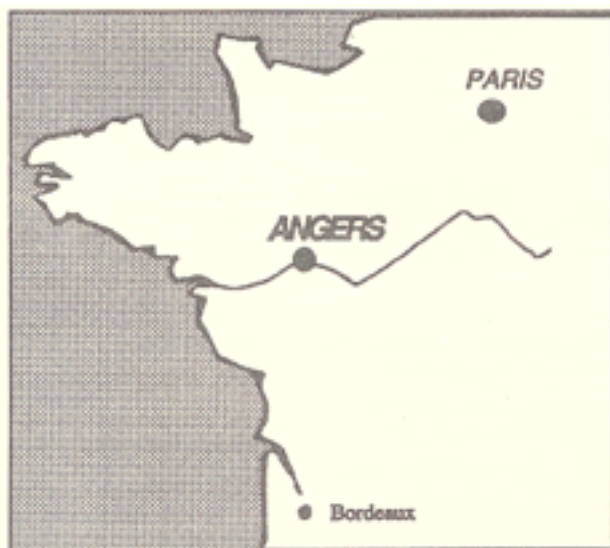
paper on the question of “implementation”. This paper will provide common definitions and terminology and raise several points for debate in the smaller discussion groups. To allow the Task Force to focus on the theme, the individual DAE Working Groups will not make presentations to the Task Force, instead written summaries of each

Working Group's ongoing program will be circulated. As usual, the Task Force meeting will represent an opportunity for the DAE Working Groups to meet outside the Task Force plenary session and there will be optional discussion sessions on topics of special interest run by specific groups.

The second part takes advantage of the presence of the African ministers at Angers. The DAE has reserved one afternoon for them to meet among themselves to discuss the issues raised during the discussions. Following these discussions, there will be a small panel discussion

to offer feedback to the full Task Force plenary session. Finally, in the third and closing session, the Task Force will also be asked to validate the creation and closure of DAE Working Groups. CIDA will present the proposal for a new working group on “Financing and Education in sub-Saharan Africa”.

All logistics for train travel to and from Angers, together with hotel reservations is being coordinated by the DAE Secretariat in Paris (for logistics contact **Ms. Irene Auger** at the DAE Secretariat).



Angers is situated in the region of Anjou; about 310 kilometers west of Paris. By train (TGV) it takes about 90 minutes to reach Angers from Paris.

optional meetings run by some of the DAE working groups.

The first and main part of the Task Force meeting on “implementation” will begin with four presentations from internationally renowned participants laying out the theme and related issues. These presentations are designed to open up discussions in both plenary and smaller groups, and will be followed by a panel summarizing the main points. No formal conference papers will be presented at the meeting, although the Secretariat will circulate a background

Conference of Ministers of Education of French-speaking countries

CONFEMEN, which was formed in 1960, held its 45th meeting in Dakar on 1st and 2nd July 1993. These forty-five general meetings, bringing together Ministers of Education of wholly or partly French-speaking countries, have enabled CONFEMEN to keep a collective record of, and establish a concordant approach to, educational development strategies. According to its statutes, the Conference of Ministers of Education of French-speaking countries stems from a joint resolve on the part of its members to co-operate in order to define objectives clearly and manage resources effectually with a view to the adequate integration of national education systems in economic and social development. CONFEMEN thus constitutes a structure for information, reflection and concerted action among Ministers of Education.

The extension of CONFEMEN to include all the States belonging to the French-speaking community is under consideration. At the present time, it comprises 32 members, distributed geographically as follows:

In Sub-Saharan Africa: Benin, Burkina Faso, Burundi, Central African Republic, Chad, Cameroon, Congo, Côte d'Ivoire, Djibouti, Gabon, Guinea, Mali, Mauritania, Niger, Rwanda, Senegal, Togo, and Zaire, plus **two Portuguese-speaking countries:** Cape Verde and Guinea Bissau.

In the Indian Ocean: Comoros, Mauritius, Madagascar, Seychelles.

In North America: Haiti, Canada, Canada Quebec and Canada New Brunswick.

In Europe: Belgium, France, Luxembourg and Switzerland.

The meeting held in Dakar in July 1993 was an essential turning point in the life of CONFEMEN. It provided an opportunity for the Ministers to examine the report of an institutional evaluation, requested in 1992, whose purpose was to identify "unnecessary malfunctioning, costly unwieldiness, and unproductive activity". After a wide-ranging discussion, the Ministers opted for a reorientation of CONFEMEN. It was decided to:

- Strengthen the policy of CONFEMEN so as to enable it to contribute to the formulation and evaluation of educational policies in its Member States; and establish guidelines for all education and training programming submitted to Heads of State for approval.
- Focus the operational role of CONFEMEN on measures necessary for the fulfilment of its mission of formulating and evaluating its Member States' educational policies; notably through the continuation of the Project for the Analysis of Education Systems (PASEC).
- Adapt the schedule of CONFEMEN meetings to fit in with other meetings of Francophone bodies; in other words, convene meetings biennially (instead of annually) and prior to the Conference of Foreign Ministers of French-speaking countries (CMF), and require the President in office of CONFEMEN to transmit the conclusions reached at CONFEMEN meetings directly to the President of CMF.

- Assign greater responsibility to the Bureau in office, which holds the mandate for implementing the decisions reached by the Ministerial Conferences, relying for this purpose on the permanent technical Secretariat.

Furthermore, CONFEMEN will carry forward to their conclusion projects currently under way and due for completion in 1994. These projects relate to the teaching of French, the training of educational personnel, and the production of teaching materials. The PASEC project will continue throughout 1994. Subsequently, for purposes of efficiency and integration, projects identified by CONFEMEN can be implemented by other Francophone operators, such as the Cultural and Technical Co-operation Agency (CCA), with which CONFEMEN maintains privileged relations.

Lastly, in accordance with the statutes of CONFEMEN and on the proposal of the Minister of Education of Senegal, the 45th Ministerial meeting appointed Mr Bougouma Ngom as Secretary-General. Furthermore, The Minister of Education of Cameroon confirmed his country's offer to host the 46th Ministerial meeting in 1994, while the representative of Belgium proposed that the 47th meeting be held in his country.

Bougouma Ngom

CONFEMEN

The Measurement of Gender Disparities in Education

Given the significance of female education for development, there is an enormous need for data across countries that can be used to inform policy discussions within and among individual countries. Nowhere, perhaps, is this need greater than in Sub-Saharan Africa where female participation in education is inordinately low, and where the disparities between females and males vary greatly among countries.

A recent World Bank report, "Statistical Indicators of Female Participation in Education," (AFTHR Technical note No. 7. June, 1993) by Teresa Hartnett and Ward Heneveld, responds in two ways to this need for statistics on female education. First, it defines a set of statistical indicators that can be used to describe the level of female participation and the disparities between males and females in

education systems. As one form for these indicators, the report introduces the concept of the *Gender Ratio* as a generic tool for comparing male and female participation in education across *all* indicators used to assess the performance of education systems. Second, the report presents data from existing sources for the forty-six countries in Sub-Saharan Africa. This article briefly describes the set of indicators and Gender Ratio as defined in the report, and profiles Sub-Saharan Africa (using regional medians) and, as a country example, the Central African Republic.

The report defines eighteen indicators that provide information on the performance of education systems, formulating them to take advantage of country-level statistics from existing sources. These indicators are grouped into three categories of educational

performance: access, attainment, and accomplishment. *Access* refers to the decision to enter girls in school (five indicators); *attainment* to the length of time girls remain in school and to the level of education to which they progress (nine indicators); and *accomplishment* to their success once they leave school (four indicators). *Achievement*, measuring academic performance once girls are enrolled in school, is certainly another category deserving inclusion. However, because cross-nationally comparable data on academic achievement are limited, this important area was excluded.

The Gender Ratio (GR) for each of these eighteen indicators is calculated by dividing the girls' rate by the boys' rate. A GR of 1.00 for a given country therefore means that girls are doing just as well as boys on that indicator; a female to male ratio of 0.50 suggests

Female Participation in Education in Sub-Saharan Africa: Regional Medians

| Indicator | Female Rate | Gender Ratio | No. of Observations |
|--|-------------|--------------|---------------------|
| Primary Admission Rate, 1987 | 76% | 0.88 | 28 |
| Gross Primary Enrollment Ratio, 1986 | 63% | 0.77 | 43 |
| Repetition Rate, Primary, 1987 | 22% | 1.01 | 27 |
| Persistence to Grade 4, 1985 | 83% | 0.99 | 22 |
| Primary Completion Rate, 1987 | 36% | 0.81 | 25 |
| Continuation Rate from Primary to Secondary, 1987 | 41% | 0.92 | 15 |
| Gross Secondary Enrollment Ratio, 1986 | 11% | 0.50 | 43 |
| Repetition Rate, Secondary, 1987 | 19% | 1.10 | 17 |
| Secondary Completion Rate, 1987 | 18% | 0.64 | 27 |
| Continuation Rate from Secondary to Tertiary, 1987 | 70% | 1.20 | 1 |
| Gross Tertiary Enrollment Ratio, 1986 | 0.6% | 0.22 | 38 |
| Enrollment in Sciences at Tertiary, 1987 | 23% | 0.67 | 19 |
| Female Teachers as % of Total, 1987: | | | |
| Primary | 34% | .. | 46 |
| Secondary | 22% | .. | 46 |
| Tertiary | 12% | .. | 10 |
| Mean Years of Schooling, 1990 | 0.8 | 0.40 | 46 |
| Adult Literacy Rate, 1990 | 30% | 0.57 | 34 |
| Labor Force Participation Rate, 1987 | 32% | 0.63 | 43 |

na = not available

Source: Hartnett and Heneveld, 1993. Data compiled from Unesco, World Bank, and other international sources.

that girls are doing half as well as boys; and a Gender Ratio of 0.32 implies that girls are at a rate that is approximately one-third of the boys' rate. By organizing the Gender Ratios to follow a student's flow through the entire education system (i.e. from admission to primary through employment), the Gender Ratios can pinpoint the level and/or area in which girls are at a disadvantage, particularly when compared with the profile of regional medians.

The regional profile of female participation in education is presented above. The female rate and the Gender Ratio are listed for each of the eighteen indicators. In Sub-Saharan Africa, a gender gap exists in education that increases in severity with each level of education. Girls are somewhat disadvantaged in both primary admission (GR=0.88) and gross enrollment (GR=0.77), and repeat at approximately the same rate as boys

(GR=1.01). Once girls are enrolled in primary school, an approximately equal percentage persists to Grade 4 compared to boys (GR=0.99). Although a smaller proportion of girls enrolled in Grade 1 actually completes primary school (GR=0.81), those enrolled in the final grade of primary continue on to secondary at close to the same rate as boys (GR=0.92). Severe disparities exist in girls' access to secondary school, however, as is indicated by the gross secondary enrollment Gender Ratio of 0.50, despite a primary completion Gender Ratio of 0.81. In secondary school, girls repeat at a rate slightly higher than boys (GR=1.10), and the secondary completion Gender Ratio of 0.64 indicates that substantially fewer girls than boys complete secondary school. At the tertiary level, females are underrepresented, with a gross tertiary enrollment Gender Ratio of 0.22, and proportionately fewer girls than boys are enrolled in a sciences curriculum.

Females make up 34 percent, 22 percent, and 12 percent of the primary, secondary, and tertiary level teaching staff, respectively. Disparities are evident on the output side as well. Women have, on average, slightly more than three-quarters of a year of schooling, a rate that is two-fifths of the male rate (GR=0.40), and only 30 percent of adult women are literate, just over half the male rate (GR=0.57). Finally, 32 percent of women participate in the labor force, a rate that is slightly less than two-thirds of the male rate (GR=0.63).

The data and Gender Ratios may be most useful when analyzing gender disparities in education within a country; a country profile for the Central African Republic is presented below. The data indicates that girls enter and remain enrolled in primary school at rates that are approximately two-thirds the boys' rates, indicating difficulties with girls' access to primary

Country Profile Example: Central African Republic

| Indicator | Female Rate | Gender Ratio |
|--|--------------------|---------------------|
| Primary Admission Rate, 1987 | 48% | 0.66 |
| Gross Primary Enrollment Ratio, 1986 | 50% | 0.62 |
| Repetition Rate, Primary, 1987 | 34% | 0.97 |
| Persistence to Grade 4, 1985 | 67% | 0.93 |
| Primary Completion Rate, 1987 | 30% | 0.56 |
| Continuation Rate from Primary to Secondary, 1987 | 28% | 0.95 |
| Gross Secondary Enrollment Ratio, 1986 | 8% | 0.42 |
| Repetition Rate, Secondary, 1987 | 24% | 1.01 |
| Secondary Completion Rate, 1987 | 15% | 0.52 |
| Continuation Rate from Secondary to Tertiary, 1987 | na | na |
| Gross Tertiary Enrollment Ratio, 1986 | 0.3% | 0.13 |
| Enrollment in Sciences at Tertiary, 1987 | 32% | 1.45 |
| Female Teachers as % of Total, 1987: | | |
| Primary | 24% .. | |
| Secondary | 10% .. | |
| Tertiary | na .. | |
| Mean Years of Schooling, 1990 | 0.5 | 0.31 |
| Adult Literacy Rate, 1990 | 24.9% | 0.48 |
| Labor Force Participation Rate, 1987 | 44.2% | 0.82 |

na = not available

Source: Hartnett and Heneveld, 1993. Data compiled from Unesco, World Bank, and other international sources. As the data are somewhat out of date, they may not necessarily reflect the current situation in CAR.

education. Inefficiency is high at this level, with high repetition rates for both boys and girls (GR=0.97), suggesting a system-wide problem rather than a gender disparity. Girls persist to Grade 4 at a rate slightly below the boys' rate (GR=0.93), but just 30 percent of girls complete primary school, slightly more than half the boys' rate (GR=0.56), indicating that girls are dropping out of school at a higher rate than boys. Gender differences are more substantial at the secondary level, with a female gross secondary enrollment ratio that is approximately two-fifths of the male rate (GR=0.42) and a girls' completion rate that is about half of the boys' rate (GR=0.52), indicating difficulties for girls in both access and attainment at the secondary level. Further, the tertiary enrollment Gender Ratio of 0.13 highlights the gender disparities at this level, particularly when compared with the regional median of 0.22. Women have, on average, just one-half of a year of schooling, a figure that is approximately one-third of the male rate (GR=0.31), and the female literacy rate is approximately half the male rate (GR=0.48).

We believe that the Gender Ratios for all indicators can be an excellent source for informing country-level policy discussions about female participation in education, especially if they are formulated into a country profile. This said, the data's incompleteness and inaccuracies need to be recognized. Also, the reporting period for the data varies among the indicators (but not within them), and no time series data has been introduced, so that it is impossible to assess whether conditions are changing in individual countries or in the region. Despite these problems with the data, we believe that this first comprehensive statistical report on the state of female participation in education in Sub-Saharan Africa will prove useful to policy makers, planners, and researchers.

Teresa Hartnett
World Bank

DAE attracts new funding

DAE is pleased to announce that NORAD, the Norwegian Agency for Development Cooperation, has joined the list of donor organizations supporting its operations. NORAD becomes the nineteenth member of the DAE Executive Committee (in addition to three representatives of the African ministers of education, the agencies that are members of the DAE Executive Committee are as follows: the British Overseas Development Administration -- ODA; the Canadian International Development Association -- CIDA; the Danish International Development Agency -- DANIDA; the French Ministry of Cooperation; the International Development Research Center -- IDRC; the International Institute for Educational Planning -- IIEP; the Netherlands Ministry of Foreign Affairs; the Norwegian Agency for Development Cooperation -- NORAD; the Rockefeller Foundation; the Swedish International Development Authority -- SIDA together with the Swedish Agency for Research Cooperation with Developing Countries -- SAREC; the Swiss Development Cooperation Agency; the United Nations Educational Scientific and Cultural Organization -- UNESCO; the United Nations Children's Fund -- UNICEF; the United States Agency for International Development -- USAID; and the World Bank).

As well as the welcome new funding, DAE has received grant agreements that increase and extend the original financial support of both the Rockefeller Foundation and USAID. The World Bank has approved additional funds from its Special Grant Program to support the DAE initiative. DAE thanks these and all other funding members for their continued financial support.

The growing interest in DAE is also reflected in the initial working contacts that have developed with JICA, the Japanese International Cooperation Agency, the Development Directorate General of the European Community and the region's paramount development institution and bank -- the African Development Bank. These agencies, and many more will attend the upcoming DAE Task Force meeting in Angers. It is hoped that they will be able to play an active role in the DAE collaborative mechanism and even to make the contributions that will allow them to fill their "vacant seats" around the DAE funding table.

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TEACHER MANAGEMENT AND SUPPORT: a new approach to improving teacher performance

DEFINING THE PROBLEM

Both nationally and internationally, insufficient attention is paid to the central role played by teachers in providing quality education. In most sub-Saharan African countries, teachers' morale is low and their status and professionalism are in need of improvement. Teachers are demoralized, because teaching conditions are poor in terms of administration, benefits and professional support. Yet, systems keep running and many teachers teach with great distinction under intolerable conditions. The question is, how to support them so that they can teach with confidence and take pride in their profession. To answer this, it is necessary to identify those factors which most affect teacher performance, understand better their inter-relationships, and find ways of dealing with them systematically.

In attempting to tackle this issue, the Working Group on the Teaching Profession has chosen to concentrate first on improving teacher management and support (TMS). TMS is a new concept. It is an amalgam of management concerns (personnel procedures, records and information systems, decentralization, the role and function of teaching service commissions), and support issues (staff development, professional support, material resources), all of which impinge on the professionalism, morale and motivation of teachers. TMS is seen as fundamental to teacher performance and hence the quality of the teaching-learning environment in African schools.

It is clear that in sub-Saharan Africa there has been a general failure to train

educational managers able to keep up with the demands of large and complex educational systems. The situation is further complicated in that ministries of education do not always control all functions related to the management of teachers. Personnel, financial and establishment matters are, in many cases, partly or wholly the responsibility of other authorities. These different parts of government have not always been able to coordinate their tasks in any positive way. In effect, although the teaching profession is the largest cadre of public employees in sub-Saharan African countries, it is possibly the worst served. In examining this problem, the first stage of the TMS process identified those factors critical to the well-being of teachers at national and school level. The TMS approach grouped these factors around five critical issues: financing; national administration; national quality-control and professional support; in-school management; and in-school pedagogical support.

Financing issues

It is beyond the scope of TMS to analyze the relationship between the level of teachers' salaries and the relative wealth of different countries. Nevertheless, in many sub-Saharan African countries, the monthly wage for a primary teacher is close to, or below, the minimum wage required by an average family. In the last decade, teachers' salaries have not kept pace with inflation; consequently their real value has been eroded. Hence, teachers increasingly depend on several alternate sources of income. These other income sources are not necessarily reliable and often detract from the teacher's ability to deliver quality instruction. The TMS program will not address these

macroeconomic issues. However, there is another issue related to salaries which is of great concern to teachers. Payment of salaries is not always timely or accurate. In many countries payment of teachers' salaries are several months in arrears (and has contributed to civil unrest). Indeed, in some countries, payment procedures have deteriorated to such an extent that, in rural areas, teachers are obliged absent themselves from the classroom in order to collect their salaries from the capital.

National administrative issues

Teachers are often not clear about the identity of their employer. This is a result of a lack of clarity in the structure and function of the different authorities and between levels within authorities. Consequently, there are delays in dealing with teachers' appraisal, promotion, confirmation, deployment, payment, pensions and discipline. Often teachers do not have information about their conditions of service, nor do they work to a professional code of conduct. Because of implementation difficulties, decentralized infrastructures and devolution of authority have been slow to make a practical impact on teachers' welfare. Because of expansion in the teaching services, teachers' registries (the service responsible for the management of personnel records) have been under great pressure. They often continue using outmoded or inappropriate procedures, facilities, equipment and staff. The systematic collection, analysis, retrieval and use of data on teachers is not always prevalent. Modern management information systems, designed by planning units in conjunction with international agencies, have often ignored teachers' registries and the need to develop a

rational teacher records system as a basis for sound management of the teaching profession.

National quality-control and professional support issues

Because of persistent under-resourcing (insufficient staff, materials, transport, budget etc.), inspectorate functions and structures have, in many countries, not been reviewed for some time. Under-resourcing has undermined the operation of the essential quality-control functions and weakened the screening of teachers for advancement. Thus, staff development and promotion is often not based on transparent or rational, systematic and reliable criteria. And teachers and heads with demonstrated potential are overlooked in favor of others. In-service training schemes for large cadres of untrained teachers are still problematic. In many countries teachers have few opportunities to make professional contributions to pedagogical policy or the implementation of specialist education programs. The potential of pro-cost-effective approaches to in-servicing (school and cluster-based staff development, distance and open learning, self-development), remained unexploited.

In-school management issues

School heads are rarely prepared for their managerial and professional responsibilities, even where appointment procedures succeed in selecting talented candidates for headship. Although ultimately responsible, teachers are often not consulted in setting school objectives, implementing curriculum reform and general school management. Head teachers give little professional guidance to teachers with employment difficulties, and often fail to take account of teachers' viewpoints in disciplinary matters. Consequently, the transparency and reliability of the system of teacher appraisal is often questioned.

In-school pedagogical support issues

Teachers' work is hampered by lack of essential instructional materials and poor physical facilities. Staff development for teachers is likely to be ad hoc, inconsistent and remote. Centrally-mandated curricula have often been overly demanding of teachers who have not been consulted in the development of the programs and who lack essential professional support for the implementation of such programs.

PLAN OF ACTION

Some of these problems may be overcome by improving management procedures and styles and by stressing accountability practices in government and schools. To this end, at its fifth meeting (Manchester, 1991), the Working Group on the Teaching Profession suggested that a joint program be established to develop country action plans on TMS in selected African countries. This proposal has set in motion a series of national investigations to identify the TMS problems which most affect teacher morale and performance in Africa, and to suggest ways of taking action to address them. African ministries of education, that successfully mobilize national or external bilateral funds for their national teams, are all eligible to participate in the program or to adapt the program to their own requirements. In fact, the Working Group has always insisted on high levels of African participation and consultation, and the importance of effective partnerships between agencies and ministries of education, in promoting valuable initiatives. The country teams, (comprising government officials, teacher trainers, teachers and representatives of professional associations and the community), and a modest program secretariat, are supported by agencies associated with

the DAE Working Group. By operating on commonly agreed guidelines, such country teams will:

- identify and analyze TMS issues in terms of government policy and practice;
- arrive at a national consensus about priorities for improving TMS with relevant ministries, NGOs, institutions and agencies;
- take account of issues important to women in the teaching service; and
- make recommendations to government and the international community for appropriate policy and action to improve management and support of the teaching service.

The recommendations coming from each country team will form the basis for national action (where necessary with international and/or bilateral agency support), to improve the conditions under which teachers serve. Action plans will most likely look at ways of overcoming the problems highlighted above under the issues of finance, national administration, national quality control and professional support, in-school management and in-school pedagogical support. Once the country action plans are completed, further regional consultation will make suggestions for joint action to supplement national strategies. In addition to concentrating on the country action plan program, the Working Group will promote related research and the development of conceptual papers and practical resource materials. Publications on aspects of TMS are available from the Education Program of the Commonwealth Secretariat.

Carol Coombe
Commonwealth Secretariat

Implementing the Country Action Plan for Teacher Management Support (T.M.S.)

Twelve agencies and four African countries were represented at a meeting in Paris of the mobilization group of the DAE Working Group on the Teaching Profession in April of this year. The aim was to work out details for implementing the working group's Country Action Plan Program on Teacher Management Support (TMS). The program, which relies heavily on African professionals for both its coordination at the regional level and for its implementation by country teams, is expected to last 12-15 months.

Of the anglophone ministries of education invited to participate in the TMS Program, twelve have expressed interest. Guidelines for French speaking national teams have been prepared by a team working from the University of Dijon with financial support from France's Ministry of Cooperation. UNESCO is linking

Portuguese speaking countries to the program. Following an invitation to participate in the TMS program addressed to French and Portuguese speaking ministries of education, an additional six countries have expressed interest in joining the TMS program. The final number of participating countries depends on the availability of direct sponsorship of each national team by a bilateral or multilateral agency. The working group anticipates that between ten to fourteen countries from the three language regimes will be successful in attracting such sponsorship.

A common "generic" handbook on TMS issues which can be adapted to the needs of French, English or Portuguese-speaking national teams, is being prepared. Although there are differences in current practices across different countries, the "generic"

handbook allows for a coordinated front in addressing TMS issues throughout Africa.

The launching of the TMS Program will take place in Dar-es Salaam in September (see calendar for details) and it will be combined with a colloquium on TMS issues and a meeting of the full DAE WG on the Teaching Profession. Regional workshops are now scheduled for September and October 1993 in Africa (Dar-es-Salaam and Ouagadougou). At these workshops leaders of country teams and national consultants will be briefed about the TMS Program. For further details on the TMS program of the DAE's Working Group on the Teaching Profession, please contact Henry Kaluba at the Commonwealth Secretariat and Alain Mingat at the University of Dijon.

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DIS Strengthens its Performance

One of the coordinating activities of the Donors to African Education (DAE) has been the production of the "Donors Information System" (DIS): a database of donor projects in sub-Saharan Africa. The DIS is designed to help communication and the exchange of information, to avoid duplication of donor activities. The DIS does this by providing enough information to allow the identification of a project in general terms, thereby allowing donors to contact each other.

The DIS was produced in 1989 and needs to be updated. A user survey carried out this summer indicated the need for some revision of the database as well as the updating of its data. The questionnaire responses suggested that:

- agencies appreciated DIS but didn't use it frequently;
- users would like to see more details on project rationale, but did not feel the need for greater statistical information;
- access to information in the DIS should be broadened (DIS is presently limited to DAE agency members only)

A report summarizing the results of the survey is under preparation, and will be sent out to all respondents in early September. Taking the questionnaire replies into account, the database program will then be revised and the new version is expected to be completed in November 1993. Meanwhile, up-to-date information will be collected from all the DAE members to be entered into the new database. With the cooperation of DAE members in returning updated information rapidly, the new DIS should be ready for distribution by late November.

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Strengthening Education Statistical Information

THE PROBLEM

The story is told that an education minister said: "What good are statistics? We need schools and books!" -- An education planner replied, "Yes, but how many?" Increasing numbers of planners and decision-makers in Africa have come to realize the necessity of national education statistical information systems as a prerequisite for improving planning and management functions. Notwithstanding, the lack of relevant, reliable and timely information and support to decision-making continues to be a major obstacle to effective planning and management of education in Africa. Not only are the education statistical services lagging well behind modern information requirements, but many have difficulties in maintaining even the past low levels of information production. To tackle this problem, the DAE formed the Working Group on Education Statistics.

THE NESIS PROGRAM

The Swedish International Development Authority (SIDA), as lead agency of the working group, joined with other agencies to discuss various ways in which to jointly promote efforts aimed at building efficient and sustainable national education statistical information systems. With financial support from SIDA, a small technical team was set up and located in UNESCO's Division of Statistics. This location offers the team the benefit of the accumulated expertise of UNESCO's statisticians, their facilities, as well as its worldwide network in education statistics. Together with the Division of Statistics, the team developed a program aimed at providing direct technical assistance to "Strengthen National Education Statistical Information Systems" (NESIS) in Sub-Saharan Africa. The NESIS initiative received an overwhelming response from the sub-

Saharan Africa. Soon after its announcement, 31 countries contacted the NESIS coordinator expressing interest in carrying out the initial national diagnosis and needs assessment as recommended by the working group. National NESIS teams were formed and preparations were made to collaborate with the NESIS program in conducting the in-depth diagnosis. These expressions of national commitment clearly reflect the high degree of awareness and serious interest of the national authorities to improve the existing statistical information systems for education. In close collaboration with the national NESIS teams, in-depth diagnostic surveys were conducted in eight Anglophone countries (Ethiopia, Kenya, Malawi, Mauritius, Tanzania, Uganda, Zambia and Zimbabwe) and three Francophone countries (Burundi, Mali and Mauritania). Such in-depth diagnoses help to identify priority needs and the formulation of comprehensive NESIS action plans. The diagnosis methodology developed by NESIS comprises four steps:

- assessing the existing national education statistical information system;
- surveying the information needs of the major consumers;
- surveying the needs of the information producers; and
- identifying ways to strengthen NESIS.

An immediate outcome of the diagnoses and needs assessments has been the initiation of pilot projects on methodology development in Ethiopia, Zambia, Guinea, Mauritius and Mauritania, all of which aim at addressing some of these countries' urgent needs. During mission, NESIS frequently provided direct advisory services on how to streamline the national data collection mechanisms. Specialized training was provided in the concepts and methods of educational management information

systems (EMIS) and the analysis of education statistics using microcomputers.

THE FINDINGS

The results of the NESIS diagnostic surveys reveal great variation across countries. In some, the diagnostic work has clearly identified a deterioration of statistical services. In others, it has revealed common patterns that underline the inaccessibility of information for planning and management. The findings show that there are five major issues which hamper statistical systems. They are:

- the gap between the information needed and the information supplied;
- poor data recording at the source together with multiple sources;
- difficulties in collecting data on resources such as finance and educational materials and facilities;
- ill-defined responsibilities and over-compartmentalized departments; and
- unexploited data together with delays in the publication of basic information.

The survey on consumer information needs revealed many gaps between information demand and supply. Information services are still not consumer demand-driven. Very few planners and decision-makers use the voluminous tabulated reports crammed with numbers. These major consumers require policy-related information in terms of interpretive texts and graphs, resulting from analysis of the changes from the past, summaries of current situations, and a forecast of significant changes anticipated in alternative policy scenarios. In some instances, the gap is due to a deterioration in the quality of the statistical services. Often, the reason for the gap is that the demand for statistical information has changed -- in terms of coverage, mode of delivery and usage -- in line with the diffusion of modern education and planning management methods, but there had been little change in the

priorities of statistical services, nor has the statistical service developed to keep pace with information needs or modern information techniques. In many countries, the statistical service is relegated as a tabulation unit, structurally located far below and removed from policy-making levels. Furthermore, neither the statistical unit nor the decision-making levels of the ministries have staff development programs to produce adequately staff trained in analysis and presentation. Availability of printed information will not make a significant impact unless the information is also presented orally in terms relevant to decision-makers.

Technical problems related to data collection have come to light. Most published statistics are collected through an annual school census. But the lack of standardized record-keeping forms and record-management training at the sources render the data unreliable. In addition to the statistics unit, several other sections of the ministries of education are engaged in data-collection directly from schools. School authorities report that there are repeated demands for the same information from too many departments often in different or incompatible forms. One of the most frequent requests from the schools is that the ministry coordinates data collection so that unnecessary duplication is minimized. This would also help cut the cost of duplication in terms of staff time and logistics.

Almost all countries have great difficulty collecting data on education finance; some countries have similar difficulties collecting data on school facilities and teaching materials. One explanation cited for the frequent non-response on these items is the reluctance -- on the part of the school principals -- to reveal information on availability. In most countries, the ministry of education controls the distribution of materials and also manages the educational infrastructure, yet information on them is often neither reported to -- nor collected by -- the

statistics unit. In the case of educational expenditures, there are very few countries where the ministries of education collect data on educational expenditures in a form that allows analysis for financial planning or management purposes. This is often due to a budgetary nomenclature which is inappropriate for sectoral management - the budget classification having been derived from the nomenclature of the ministry of finance. What little information on expenditure that exists is held by the ministry of finance and is not readily available to the education ministry's statistics section.

Organizational obstacles inside the ministries of education are also present. Information collected by different departments flows upwards through separate administrative hierarchies. Departments are obliged to report upwards following their hierarchy and not laterally to a statistics unit. They view "their" data as belonging to their own domain for their own reports. Compliance with the standards, forms and procedures of the statistics and planning unit is generally obtained from the lower-level entities (e.g. schools). Difficulties, however, are encountered when dealing with personnel administration or when moving up the hierarchy (e.g. financial control). Where cooperation exists across departments, the other departments provide the statistical tables to be included in a publication to the statistics service, but rarely provide the source data for inclusion in an integrated database analysis.

As a result of this uncoordinated data collection, there exists within ministries of education -- but separate from the statistical services -- a wealth of detail on: teaching and administrative staff; school facilities and teaching materials; expenditures and other educational finances; and national examination results. These, however, are rarely available for statistical purposes, because record format and storage media are not

amenable to easy retrieval, codification and tabulation, or because their existence is not known. Even when such "extra" information is ignored and the statistical services concentrate exclusively on the "their" data, they are frequently overwhelmed by a backlog of unprocessed questionnaires. Computers -- present now in almost all countries -- though perceived as being a panacea for bottlenecks, are not effectively utilized, because of the lack of a coordinated and integrated approach to the modernization of NESIS and educational management information systems. Rather than being harnessed to analyze and provide the various information services demanded by the potential clients, they are used instead mainly to replace the manual production of tables and diagrams. Bottlenecks can also be linked to the apparent lack of delegation and capacity for prior verification and data-processing tasks at the lower levels of the statistics units.

CURRENT AND FUTURE ACTIONS

The identification of these issues and the needs of the educational statistics community clearly points the way for the DAE working group on Educational Statistics. So far, the work of the group has included methodological studies (devising the diagnostic modules); limited operational support (field testing the modules in a limited number of countries); feedback and fine-tuning (sub-regional workshops with several of the national teams working with the NESIS team); and sensitization of the donor agencies (the NESIS team has presented preliminary results to USAID, UNICEF and the World Bank).

With DAE support, one sub-regional workshop for Anglophone countries took place in Harare earlier in 1993. The second workshop for Francophone countries will be held in Paris in December 1993. These workshops provide the fora for reflections on major innovative future orientations for improving the information systems for education and inter-country and regional

cooperation within the NESIS program.

The Working Group met in Paris in April to consider progress and to map out its immediate program. At this meeting, and subsequently during a mission to sensitize North-american based development and donor agencies, the working group's program received concrete support from donor agencies. SIDA agreed to extend the period of its initial financial support; USAID indicated that it would channel its financial support through the DAE Secretariat; and UNICEF indicated support. UNICEF's interest lay in direct support for design and methodological work that would contribute to greater accuracy in the monitoring of education participation rates, especially of sub-national groups

(gender or geographical groupings). As a result of the working group meeting, it was decided that the NESIS program will develop and pilot test a number of technical assistance modules (consisting of training and reference materials and good practice guidelines) to support the development of the action plans. These modules are:

- a general diagnosis kit consisting of guidelines, field instructions and survey instruments for the assessment of educational statistical information systems;
- management guidelines for the organization of statistical information systems, micro-computer applications and the development of statistical services;
- data modules for developing and maintaining statistical data on

schools, teachers, and financial expenditures;

- training packages for administrative personnel on the analysis of statistics for basic and advanced education and the dissemination of materials and statistics.

Once these modules have been prepared and tested, the group will move towards its medium term goal: the preparation of country-specific project proposals. To do this, the group will help national teams formulate national and regional action plans. The formulation of such national action plans -- needed for the prioritization and development of project proposals -- will be undertaken by the national teams with help from the group.

K. Tung
NESIS Coordinator

The African Forum for Children's Literacy in Science and Technology

THE FORUM: Begun in 1988 with funding from the Rockefeller Foundation, the African Forum for Children's Literacy in Science and Technology is a consortium of prominent African educators, scientists and media specialists. It serves as a focal point for promoting children's scientific and technological literacy on the continent. The rationale for the group's formation is recognition that:

- widespread appreciation of modern science and technology is indispensable to realizing the goals of science-led development;
- learning about science and technology must become rooted in popular culture, stimulating people in their daily lives to reach out for labor-saving or health-creating or income-producing devices and ideas and then to engage in adaptations, inventions and applications; and;
- such learning must begin early and be offered to children in a fashion linking imported text-and-test science, with community-based improvisational science and its power of local investigation and discovery.

PRESENT ACTIVITIES: Thus far, the Forum has given particular attention to four different activities. First, it promotes media innovations having the potential to change the delivery mode of science instruction for children's activities such as science camps and fairs that can sensitize influential science educators to the links between school science and informal knowledge. Second, the Forum provides limited support for the production and distribution of interactive magazines and informal learning materials. Third, it encourages scientific institutions to become more active in popularizing technological literacy and in tracking promising experiments. Finally, the Forum publishes a newsletter and is producing a video record of the complete portfolio of grantee projects aimed at bringing unusually creative activities to media attention. During 1993, the Forum is exploring opportunities to bring media specialists together on a regular basis to enhance problem-solving skills, and to establish awards that encourage young African inventors.

ADMINISTRATION: Each project supported under the Forum's small-grants program is designed and directed by Africans, has attracted funding by multiple donors, and offers the possibility of expansion or replication. The Forum's program of small-grants administered by a small secretariat, managed by Michael Savage. It works out of the Rockefeller Foundation's Nairobi office and is regulated by a local technical grants committee and an international advisory board.

Joyce Lewinger Mook
Rockefeller Foundation

Recent Working Group meeting on Vocational Education and Training

The WG on VET meeting at the DAE Secretariat in the IIEP on 21 April, 1993 was well attended with several agency participants and three African professionals invited by the DAE Secretariat from African countries. Two ILO staff (the ILO is this group's lead agency), Mr. W. Dürri (ILO, Geneva) and Mr. I. McKenzie (ILO, Turin Center) presided over the meeting.

As a considerable time had elapsed since the last meeting, and many faces had changed, the first item on the meeting's agenda was donor coordination in Tanzania (DANIDA and SIDA), Mozambique (DANIDA), Botswana and Namibia. The interventions were greatly enriched by the participants from Kenya, Zimbabwe and Ethiopia who described specific examples of donor coordination in VET at various levels. The discussions on donor coordination highlighted implications for the future work of the Working Group. In terms of any targeted interventions in the VET policy, the experiences of DANIDA (Tanzania and Mozambique) and ILO (Namibia), and the Kenyan government pointed to the effectiveness of such country and sector specific work. In addition within sectoral considerations, certain priority concerns are shared by all countries, in particular the financing of VET, the informal sector and the need to involve employers to a greater extent.

The meeting then examined the goals of the Working Group, as outlined in a recently produced information brochure. There was general support for the goals and minor modifications were discussed. The first goal should be "the promotion of the necessary analytical work which is critical to shaping national and regional VET policies and programs". The second

goal concerning capacity building efforts for governments should be modified so that employers, trade unions and NGOs are also included as beneficiaries. The meeting questioned whether it was realistic to think that the Working Group could actually "improve capacity". In this context it was agreed the Group did not wish to function only as a network providing a rather passive and intermittent means of exchanging information but should be pro-active and urge agencies to examine their way of doing business. It was agreed that the group should go beyond this function to an advocacy role aimed at policy reform. To do so, it would be essential to identify what information would be required, and hence the Working Group would also have an important research and development function.

The Group then reviewed its work prior to the 1991 Manchester meeting. It was suggested that while the ongoing program reflected concerns of the time, there were now likely to be modifications and changes. Participants were invited to contact the lead agency with suggestions for such modifications. Through a brainstorming session, the meeting identified the following as areas in which the group could undertake additional work: information (how to improve access and sharing); financing of VET; training for the informal sector; partnerships (including role of the State and the private sector); and finally sector analyses. Following lunch, the discussion of issues was summarized and each participant was then requested to indicate priorities. A clear consensus emerged for concentrated efforts in the area of sector analysis. It was also agreed that sector analysis should embrace several of the remaining priority areas especially training for the

informal sector; orienting VET to the labour market; equity issues; and creating the enabling environment needed for VET development. The financing of VET was seen by all as an area of great concern. However, as a new DAE Working Group is being organized to focus on the general issue of financing education in sub-Saharan Africa, it was agreed that the VET group would wait to see their program and then link up with relevant activities.

Discussion was then focused on preparing a workplan for 1993/94. A list of activities, based on the earlier work of the Working Group was presented so that participants could identify which activities should be pursued. This gave rise to considerable discussion since the activities did not, in all cases, reflect the issues and priorities expressed in the meeting this far. However, due to time constraints, no clear agreement was reached. It was suggested by several participants that a couple of country specific sector analyses could be carried out over the next 18 months. To sharpen these proposals the meeting asked a sub-group of the Working Group (composed of the ILO, DANIDA, CESO and the IIEP) to convene and identify activities which could be reasonably carried out by the Working Group. The ILO will organize this follow-up by fax. The meeting concluded with a strong feeling of agreement as regards the validity of the Working Group, its goals, and that its activities should focus, in the future, on practical concrete country-specific initiatives.

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The International Literacy and Education Program links Africa with a World Literacy Network

THE NETWORK

The International literacy and Education Program (ILEP) utilizes linkages with international and bilateral agencies, foundations, and non-governmental organizations to create programs of training, research and development in literacy and basic education around the world. ILEP is a program of the National Center on Adult Literacy (NCAL) at the University of Pennsylvania, U.S.A. In order to improve the quality and efficiency of literacy programs (both in and out of school settings), ILEP has established a worldwide network of research and development institutions, by building upon regional centers of expertise, including NCAL. This network is used to disseminate expertise and information on a regional and international basis, and will provide further opportunities for innovation, training and development.

GOALS

The basic goals of ILEP include training, applied research, development and dissemination focused on five major areas :

- establishment of a world-wide network of regional literacy centers;
- intersectorial approaches to literacy development ;
- applied research and evaluation methodologies ;
- technology and program management ; and
- curriculum and instruction.

ACTIVITIES IN AFRICA

As part of its programs of activities, ILEP has organized the Literacy Training and Development Program for Africa (LTDPA), funded by grants from

USAID and UNESCO. The LTDPA provides a broad-based and regional linkage between NCAL at the University of Pennsylvania and three African universities - the University of Botswana, the University of Ibadan (Nigeria) and the University of Tunis (Tunisia). The LTDPA country partners have established regional literacy centers at each of the universities, and are currently carrying out research and development in literacy under the program. The LTDPA expects to use the network to promote the use of local "literacy service centers" as self-sufficient local agencies, where groups or individuals engaged in literacy work can procure expertise, literacy materials and other support for their programs.

TRAINING WORKSHOPS

LTDPA holds two training workshops each year: an annual Summer Literacy Workshop at the University of Pennsylvania, and one each winter at one of the three African universities in the partnership. The first Summer Literacy Workshop was held in June, 1992, with participants attending from each of the three Africa linkage countries and with individual participation from South Africa, Morocco and Bangladesh. The first winter Workshop was held in Gaborone, Botswana, in February 1993. The Botswana Forum, which focused on Southern Africa regional issues, brought together over thirty researchers, practitioners and policy-makers from thirteen nations to present and discuss topics such as Literacy, Agriculture and the Environment, Literacy and AIDS, and NGOs and literacy.

NCAL'S RESEARCH INTERESTS

As an institution which supports education and training activities in Sub-Saharan Africa, the National Center on Adult Literacy of the University of Pennsylvania (NCAL), participated in the DAE working group meetings in April, 1993. The research interests of NCAL coincide with several DAE Working Group topics, such as Educational Statistics, Vocational Education and Training, Textbooks and Libraries, and Female Participation in Education. The DAE working group meetings in Paris were an excellent opportunity to learn first hand what donor agencies and African governments are doing in the way of research and policy activities in Sub-Saharan Africa.

NCAL has a particular interest in the links between formal and non-formal education. Family or inter-generational literacy, for example, is a topic of NCAL specialization which cuts across boundaries between age groups and between education sectors. The topic of literacy measurements and statistics also has broad applications within the field of education. NCAL's participation in the Working Group meeting on Educational Statistics may lead to the development of a subgroup on Literacy Statistics. For further details on NCAL, ILEP and LTDPA contact the author at the University of Pennsylvania.

Laurel D. Puchner
NCAL

Calendar of Events

| S E P T E M B E R | |
|-------------------|------|
| 1 | Wed |
| 2 | Thur |
| 3 | Fri |
| 4 | Sat |
| 5 | Sun |
| 6 | Mon |
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| 9 | Thur |
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| 11 | Sat |
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DAE Activities

WG1 The WG on Higher Education will meet in Dar es Salaam on September 20-22. Topics for discussion include: (i) capacity loss and staff retention; (ii) capacity building; (iii) the impact of AIDS; (iv) information exchange systems. Attendance by invitation; contact Mr. William Saint of the World Bank.

WG2 The Minister of Education of Mauritius will host a meeting in Grande Baie on September 25-26 to examine CIDA's proposal for the creation of a WG on Finance and Education. The meeting will gather comments and suggestions from prominent Africans to guide the WG's program. Attendance by invitation; contact Linda English, CIDA.

WG3 The WG on the Teaching Profession will launch its Teacher Management and Support program (TMS) with a colloquium in Dar es Salaam on October 4-8. Events include: the official launch of the TMS program with several SSA ministers of education attending, a formal WG meeting, and the briefing of about ten TMS country-teams. Attendance by invitation; contact Carol Coombe, Commonwealth Secretariat

WG4 The French-speaking section of the WG on the Teaching Profession will meet in Ouagadougou on October 11-15 to hold a practical workshop for the TMS country-teams from francophone and lusophone Africa. Attendance by invitation;

contact Alain Mingat of the University of Bourgogne, Dijon, France.

WG5 Immediately following a closed meeting of the committee of the Forum of African Women Educationalists (FAWE), the WG on Female Participation will meet at the IIEP, Paris on October 20-21.

WG6 The WG on School Examinations will meet briefly at the IIEP on October 21, to examine the post-evaluation of the costed action plans prepared in 14 SSA countries. Attendance by invitation; contact: John Lynch of HEDCO.

Taskforce & Executive Committee

The DAE TASK FORCE will meet at the International Conference Center in Angers, France on October 22-24. The meeting's theme is "Implementation of education projects and programs". Several working groups will also hold optional information meetings during the Task Force. The majority of ministers of education from SSA have indicated their intention to participate. Attendance by invitation; contact: the DAE Secretariat in Paris.

The DAE Executive Committee will hold its second meeting at the IIEP, Paris on October 25-26. Attendance by invitation; contact the DAE Secretariat.

Other meetings

- The second international consultative forum on Education For All will be held in New Delhi from 8 to 10 September; contact Michael Lakin, UNESCO.
- A joint IIEP/Unicef meeting entitled "Three Years after Jomtien" will take place on September 21 to 23, in Kampala. Seven English-speaking SSA countries will participate. Attendance by invitation; contact: E. Govinda, IIEP.
- The Tokyo International Conference on African Development (TICAD) will be held in Tokyo, Japan on October 3-8.



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