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The Virtues of Policy Dialogue

ADEA's Biennial Meetings are first and foremost venues for strengthening policy dialogue. Mamadou Ndoye, ADEA Executive Secretary and former Minister of Education of Senegal reflects on their *raison d'être* and on lessons learned in Arusha.

At the conclusion of the Biennial Meeting in Arusha, one minister reflected: "What more could I hope to discover anywhere else? I found everything I could wish for in the exchanges we had here." This comment represents much more than just a source of pride for ADEA, for it highlights both a need and a response. It points to the need for dialogue to develop vision and policy; for ongoing interaction to deepen our understanding of the processes, conditions, and factors involved in reform; for exchanges on the strategic models and tools to implement change — in short, for the need to capitalize on and share African and international experience and knowledge so as to meet more effectively

the challenges posed in developing education in Africa.

Revitalizing and renewing policy

ADEA is indeed providing a response to this fundamental need to renew and revitalize educational policies and strategies. The Biennial Meeting offers a unique setting in which African education ministers, professionals and agencies find fertile ground for dynamic exchanges between African policy leadership and international cooperation players and between policy decision-making and scientific and technical expertise. This interaction takes place in a professional, de-

velopment-oriented atmosphere where there is no place for stilted monologues. Discussion is open and critical; it is a mutual endeavor, where introspection, discovery of the other, and imparting and taking on board good practices lead to greater mutual understanding. Common understandings are forged, leading to a convergence in outlook. All of this is conducive to creating dynamic, effective new partnerships. This social and constructive learning process made for remarkable progress at Arusha. The Johannesburg Biennial Meeting (1999) identified and analyzed promising initiatives that showed what works in Africa. The Arusha meeting (2001) deepened the "praxis" approach by focusing on what it takes to meet the major challenges facing these initiatives, in particular, to sustain and expand these efforts and to fight against HIV/AIDS. The articles in this newsletter offer an analysis that, though condensed, is enlightening, both about effective approaches and practices that were presented and about discussions that took place during the meeting. It is impossible here to capture just how rich the debate



School girls in Tanzania.
Photographer: JHU/CCP

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- **Experiences from Latin America and Asia**
- **Launching of the Africa Education Journalism Award**
- **Upgrading the distribution of books in Africa**

was; it shed conceptual light on mechanisms and types of innovative development policies; it identified factors and risks determining the outcome of innovation, and it presented strategies and tools to generalize and sustain initiatives. The main lesson that emerged in terms of scaling up an innovation is that attention should be given to reproducing the conditions rather than simply the content of the innovation. Furthermore, once launched, an innovation takes unforeseeable paths, and those who implement it recreate it in accordance with their own space for initiative and autonomy. Hence the importance of establishing networks to exchange and share experience in the process of developing innovation, which is also a learning process.

Lessons learned and future tasks

I would like to highlight two important lessons for all those responsible for reform in the education sector. Though seemingly contradictory, they are intrinsically linked. Taking an innovation (or reform) from the pilot stage to a larger scale is a complex process that is difficult to complete. Success is rare, and the obstacles numerous, including cost con-

straints, differing contexts, lack of local demand, inadequate capacity to manage and carry out the innovation, and trade union or social resistance and opposition. The success of an innovation can even, in some cases, depend on the small scale of its implementation, in which case it is not possible to envisage expanding it. This gives rise to some pessimism. The meeting showed that this pessimism is grounded in rational thinking, which demands that reforms be designed and implemented on a clear and realistic basis.

However, once the right choice has been made, this does not prevent “Reaching Out, Reaching All” [see the article on page 3]. On the contrary, a determined leadership, adequate resources, relevant communication strategies, delegation of responsibility to, and capacity building of local players, are all key factors for success. This is indeed the other side of the meeting: the optimism conveyed through will and the spirit that mobilizes, inspires, and creates a favorable environment for successful action. In this respect, Julius K. Nyerere’s commitment to reforming and democratizing education was a strong symbol for the meeting [see the article on the experience of Tanzania on page 9]. This kind of commitment is especially

called for in the fight against HIV/AIDS. By drawing on effective practices that have been identified, the discussion pointed above all to the urgency of action [see the article on page 7]. In the education sector, the key strategies in the fight against HIV/AIDS are based on intra- and extra-curricular activities and involve both teachers and students, not only as targets for changing behavior, but also as vectors in the fight. These strategies, linked to the use of the media and inter-sectoral cooperation, were advocated to pave the way for systemic, multi-sector, and multi-dimensional approaches within the framework of holistic, comprehensive, and consistent national policies. Finally, the discussion led to taking stock of the challenges posed to our understanding of these various points. We do not know enough about the scaling up of reforms, because there has been too little documentation of experience in Africa. We do not know enough about the impact of HIV/AIDS on the educational system, for there are too few data on this subject. These are analytical tasks that need to be taken up, and it is up to ADEA to do its part.

MAMADOU NDOYE
ADEA EXECUTIVE SECRETARY

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Reaching Out, Reaching All:

Sustaining effective policies and practices

In Arusha, ministers, representatives of development agencies and NGOs, researchers, and other education professionals put their heads together to reflect on an essential question facing countries striving to achieve Education for All: How to sustain and expand policies and practices that have proved effective? They explored several paths.

Begin on a small scale, extend the experiment beyond the initial context, then generalize it to the whole education system. This strategy offers numerous advantages, especially when applied to reforms that could be expanded to the whole country. It allows a pilot initiative to be tested and evaluated under controlled circumstances, limiting the risks if it turns out to be unsustainable, with the opportunity to develop a model that can be reproduced on a larger scale.

Despite the many promising experiments that have abounded in African countries over the past 20 years, few education reforms have survived beyond the confines and context of their origins. They have rarely become large-scale projects or programs or proved to be sustainable. What strategies allow a project to go to scale? What are the key factors for success? What must be avoided? What lessons can be drawn from the experience of African and other regions? These questions, debated in Arusha, are of particular interest to the majority of African countries that are now confronted with the need to reform their systems and to institute Education for All.

“Reaching Out, Reaching All: Sustaining Effective Policy and Practice in Africa”: Professors Joel Samoff and Molapi Sebatane introduced this theme based on a paper prepared for the Biennale¹. The paper describes the African experience of sustaining and scaling up education reforms. It served as a departure point for all the presentations made during the conference. A presentation on Tanzania explored the issues of universal schooling, sustainability, and quality. Experiences of scaling-up from Africa and other parts of the world were presented. In addition several instruments



Makonde sculpture by Robert Joseph Francis

ADEA uses a work of art from an artist of the country hosting the conference to illustrate the theme of each Biennale. For the 2001 Biennale, a Makonde woodcarving by Robert J. Francis was chosen. The selected woodcarving is a “tree of life” that conveys brotherhood and solidarity, the present firmly grounded in the past, love for life and for others, and an impulse towards the future. The sculpture is a fine illustration of the spirit of networking, partnership and sharing embodied in the Association for the Development of Education in Africa.

useful for taking a program to scale were also introduced, including networking, communication, and nonformal approaches.

Different ways and approaches to expansion

Professor Samoff began by defining the concept of expansion and offering a glimpse of different strategies for moving to scale. He first discussed different ways of scaling up and then reasons for doing so.

Scaling up by expansion (often called replication) is done gradually. This strategy is “a learning process” approach, entailing learning to be effective, then

What matters most is to recreate the conditions that nurtured the successful experience rather than the specific elements of the experience.

learning to be efficient, and, finally, learning to expand. It is commonly used to expand a pilot initiative while taking into account the existing local realities and organizational capacities.

Scaling up by explosion is a process through which an entire country adopts a reform without going through a pilot phase. The adjustments and changes needed to take account of local characteristics are usually made after the reform has been introduced. Large-scale reforms that are supported by political authority at the highest level are typical of this kind of initiative, which requires mobilizing

major resources. Several African countries have applied such a strategy to carry out national literacy campaigns. Recent initiatives in the battle against HIV/AIDS show a renewed interest in this kind of approach. Scaling up by association combines several distinct but uncoordinated efforts that respond to the needs of different groups of people. Thus, one might create centers for pedagogical support in one district and link them to a particular teaching program offered by another institution or link them to new ways of recruiting teachers so as to achieve a global reform in teacher training.

Scaling up has different purposes in different contexts. It can affect the structure, programs, strategy, or financial base of an organization. Organizations can grow in size or numbers of parts (quantitative expansion); they can increase the number or range of activities (functional expansion); they can change organizational strategy (political expansion); or they can strengthen their financial and institutional base (organizational expansion). Such categories are not mutually exclusive, and a quantitative expansion, for example, can be integrated into an effective strategy for functional or organizational expansion.

Risks and keys to success

A very important point was made: various strategies are used for scaling up; however, in all cases analysis indicates that it is more important to pay attention to the conditions that nurtured the successful experience rather than the specific elements of the experience. If the expansion

is to succeed, it is of lesser importance to reproduce its content than to recreate the conditions of its success.

Furthermore, three factors appear to be essential in all successful experiences of generalization:

- The firm resolve of the main actors in the reform;
- The interest of local actors and beneficiaries and their active participation which are necessary conditions for ownerships and success of the program;
- Adequate financing, follow-up, and monitoring to correct the program in response to needs.

The context and actors will vary as the intervention is scaled up, and this must be taken into account prior to the expansion. There is the risk that the support conditions that existed in the pilot experience cannot be reproduced. The costs of expansion may become unbearable, the management and administrative costs (local and/or central) may be overwhelming, or the resistance of stakeholders (bureaucracy, conservatism, or threatened self-interest) may be underestimated.

Experiences from Africa and other regions

After the presentation by Professors Samoff and Sebatane, others gave examples of pilots taken to scale. These included the mobilization of teachers in a decentralized program aimed at improving the quality of primary instruction in Guinea, the expansion of a mother-tongue reading program in Zambia, the mobili-

zation of South Africa’s latent human resources, and the use of terms of reference as steering tools for primary education in Senegal.

Conference participants saw two films giving an account of study tours taken by African ministers to Guatemala, El Salvador, Bangladesh, and India. The films elicited a great deal of interest, and their viewing was a high point of the Biennale [see “Lessons from elsewhere” on page 10]. The responses of African ministers to the Latin American and Asian experiences were especially interesting. They noted that participatory methods are not new to African pedagogues; yet this was the first time they had seen the methods applied confidently by teachers who had been well trained and exuded great enthusiasm. All agreed that key factors of success are continuing education organized at the local level and efficient pedagogical support given to the teachers on the ground.

Integrating nonformal education

During the past 30 years Africa has witnessed the development of nonformal education (called either “nonformal” or “informal” according to times and contexts) in parallel to the formal public system. In a context of great budgetary constraint, nonformal education is an essential part of a country’s efforts to offer an education to all its citizens. Cream Wright, head of the Commonwealth Education Department, advocated an approach that would integrate all forms of education into the same national system. In this way, formal



African Ministers present in Arusha and Vice President of Tanzania, Arusha International Conference Center

and nonformal education could benefit from the strengths of the other but without their differences being erased. The experience acquired would serve to implement an integrated, decentralized, and flexible system adapted to the needs of different regions and populations, which the ministry would actively orchestrate. Strategies must be drawn up that enable African ministries to oversee, manage and benefit from these diverse approaches to education.

Examples of successful integration of nonformal education in Mexico and Argentina as well as attempts made to integrate nonformal approaches in eight African countries (Burkina Faso, Kenya, Mali, Senegal, Sierra Leone, Uganda, Zambia, and Zimbabwe) were presented. The difficulties involved in getting nonformal schools accepted were brought forward.

Developing efficient communication strategies

Also emphasized was the need for good strategies of communication to facilitate the implementation of these new approaches. Effective communication strategies must be developed both within and outside of the ministry. The examples presented stressed the importance of dialogue among all types of stakeholders.

Communication strategies may have several objectives:

- The sharing of information in order to avoid negative rumors, mistaken interpretations, and unfounded opposition to innovations that may inhibit the process of scaling up;
- Facilitating dialogue to increase confidence, ownership, and commitment on the part of stakeholders;
- Consensus-building;
- Advocacy in order to enhance solidarity and support;
- Setting up networks to discuss problems encountered, propose solutions and lessons learned, which reinforces the solidity of the innovation;
- Mobilizing communities so as to incite acceptance of changes and, in the process, to ensure involvement and support.

There are as many approaches to communication as there are situations: meetings and seminars, new information and communications technologies, the media, theater. But communication has a cost, which must be anticipated and borne. Thus adequate budgets must be drawn up, and organized support is needed to develop and apply communication plans and strategies.

Reflections on HIV/AIDS

The Biennale presented the experience of a widely disseminated TV program used in the fight against HIV/AIDS, specifically aimed at young people. Produced in South Africa, the television program entitled "Soul City" was extended to several countries in southern Africa [see article on page 7]. Other Biennale sessions addressed the issues of HIV/AIDS. The actions carried out by countries to fight against the devastating effects of HIV/AIDS on the education system were analyzed, as were international conferences and their contribution in this area.

Conclusion

African experiences with going to scale are, unfortunately, not well documented or numerous, and countries can gain from enhancing their knowledge of scaling up. Lessons learned from experience so far are these:

- It is imperative to recreate those conditions that allowed an initiative to bloom;
- It is important to ensure the firm conviction and participation of local actors and beneficiaries;
- Adequate financing and follow up must be anticipated, as well as effective communication and coordination strategies;
- Well developed networks also contribute to the spreading of ideas, information and experiences.

These are the levers for widespread success of fruitful initiatives. ■

¹ "Scaling Up by Focusing Down : Creating space to expand education reform", by J. Samoff and E.M. Sebatane with M. Dembélé.

They said

On education and democracy...

“Education is essential in the whole process of democracy and good governance.”

Ali Mohammed Shein,
Vice President of Tanzania

On scaling up...

“What must be scaled up are the conditions that permitted the initial reform to be successful and the local roots that can sustain it.”

Professor Joël Samoff,
Stanford University

On HIV/AIDS...

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

Mwalimu Sawaya, Tanzania

On communication...

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

Professor Opubor, Communication for
Education Development (COMED)
Program, ADEA

Ali Mohammed Shein chairs the opening session

The Biennial Meeting in Arusha was honored by the presence of Ali Mohammed Shein, Vice President of Tanzania. Mr Shein recalled that since the independence of Tanzania, education and struggle against poverty have been considered as national priorities. He also recalled that education is the basis of democracy and good governance; that efforts made to offer an education to all were necessary but that the quality of education was also essential. Lastly, he appealed for particular attention to be given to girls' education without forgetting adult education.

On politics...

...I understand the linchpin is to tie policy to practical application, or, to borrow from your terminology, to ensure that "policy aims at what works on the ground". I commend that vision and practical approach.

...I also commend ADEA for stressing the democratization of education and matching quantitative development with improvement of quality. You also aim at relevance. All these are noble ideals which, if attained, will give Africa a competitive edge in the evolving environment of rapid globalization and dominance of advance information technology...

On education in Tanzania...

...At the very advent of our political freedom the government declared war on three major enemies, namely ignorance, poverty and disease. Education has long been a top priority. We are talking here of an experience of four decades of social development, successes and challenges, guided by the philosophy of the father of our nation, Mwalimu Julius Kambarage Nyerere; a philosophy that always put the welfare of the entire population, without discrimination, as the focus in development. No wonder then that Universal Primary Education (UPE) and Education for Self-Reliance have been principal objectives of all our administrations... Education is essential in every aspect today, including environmental management and maintenance of good habitat. It is the key to poverty alleviation...

On democracy...

..Education is essential in the whole process of democracy and good governance. Democratization of education has been the goal of the Tanzanian government since independence... Our efforts at UPE led to the phenomenal achievement of enrolment of 98% of all school age children by 1997. But that figure dropped to 74% by the year 2000.

On quality...

... We must make sure that quantitative development does not compromise the quality of education offered. You should deliberate on the causes of dropouts. It would be like pouring water into a sieve if we spend our resources on increasing intakes without solving the problem of dropouts...

On education of girls...

... Girls are the most affected with regard to failure in school. We know some of the causes, like early pregnancies and marriages. But perhaps parents in Africa have not attached much importance to the education of girls. The prevailing mentality is still that the place of a woman is in the kitchen. This is an absolute violation of human rights in the context of Education For All...

On adult education ...

... Here in Tanzania we have always attached great importance to adult education... in the spirit of ensuring education for people of all ages and social and economic status... We scored great success when we achieved 90% literacy in the seventies. But this dropped to 71% by 1991. There may be many reasons for this drop, including focus on literacy per se without making the learning process relevant to the day-to-day preoccupations of the targeted groups. Perhaps another factor is the absence of a culture of reading that makes the graduates of adult literacy schools go back to square one... I avail myself of this opportunity to issue a call to the whole continent to invest in adult education... It is never too late to learn and without education, Africa will be marginalized in this era of globalization.

**EXCERPTS FROM THE OPENING SPEECH DELIVERED
BY ALI MOHAMMED SHEIN,
VICE PRESIDENT OF TANZANIA**

HIV/AIDS and Education: Lessons from Arusha

Africa's education systems have not been spared the effects of HIV/AIDS. The pandemic has hit supply and demand for education as well as the general functioning of the system. In Arusha, the Biennial Meeting discussed concrete methods of fighting HIV/AIDS. The subject was examined from three angles: African countries' response to date, the contribution of international conferences, and successes in the use of "edutainment" to inform and bring about behavioral change in South Africa and the sub-region.

Identifying promising approaches

The Biennial Meeting first took stock of the "Identifying Effective Responses to HIV/AIDS" initiative launched by ADEA. The goal of this program is to identify promising approaches and practices implemented by African education systems to deal with the pandemic, with regard both to sector management, so as to ensure the ongoing development of a sector hit hard by HIV/AIDS, and halt the spread of HIV/AIDS through the dissemination of information, knowledge, and values.

A summary of studies that took place in 17 countries was presented. It revealed that all African ministers are aware of the danger HIV/AIDS poses to the development of education in their countries and that education is the only "vaccine" found to date to fight the epidemic. It also made clear that countries are more interested in integrating HIV/AIDS into school programs than in the issue of system management and survival. Only Ghana took up this second matter, describing the process by which strategic plans for action against HIV/AIDS have been developed in that country. The summary also pointed out that:

- Most countries have adopted programs aimed at bringing about changes in individual behavior;
- Broad acceptance of the need to break down the wall of silence surrounding this disease and the issue of sexuality in general is gaining ground;
- Countries want programs to be proposed to students before they become sexually active;

- Peer education is an effective means of communicating with students about HIV/AIDS;
 - It is urgent to ensure the broadest possible participation of partners and others involved in the fight against HIV/AIDS, in particular representatives of religious groups;
 - Anti-AIDS campaigns are beginning to have an impact on behavior and values.
- But the summary also revealed that:
- Most programs to fight HIV/AIDS in the field of education are recent; it is



South Africa, Durban. A young girl at the Kora All-Africa Awards HIV/AIDS Benefit Concert. On her forehead is a sticker that says "My friend with AIDS is still my friend." Photographer: Africa Alive! JHU/CCP.

thus difficult to evaluate their impact, especially since this involves analyzing behavioral changes, in particular sexual behavior;

- It is difficult to assess the impact of educational programs addressing behavioral change and that of other external programs or factors that are defined with varying degrees of precision;
- The training of teachers in information on HIV/AIDS is too fragmented and does not prepare them adequately to bring about the desired changes in behavior.

Soul City - Scaling up a TV program in Southern Africa

The next presentation described a multimedia health education program created in South Africa. Soul City was designed to simultaneously educate and entertain young people. It has achieved the following goals: i) informing about HIV/AIDS and its consequences and about ways to fight the spread of the disease; and ii) initiating changes in sexual behavior so as to fight the spread of the pandemic. An evaluation of the program showed that it reached 89% of those targeted, including people who are illiterate or live in remote parts of the country. The program also helped in delaying the onset of sexual activity and in promoting safer sexual practices. Soul City met with great success in South Africa and was adopted in the neighboring countries of Botswana, Lesotho, Namibia, and Swaziland. Several factors underlie the successful adaptation of the program:

- In each country various national partners were chosen to ensure ownership of the program.
- The project was developed in partnership with the ministries of education and health in each country;
- Pre-tests were carried out and the programs adapted based on the results;
- Material specific to each country was created, taking into account language, customs and other local features;
- The marketing of the program was adapted to each country, even though

the South African name was retained;

- A targeted campaign used a variety of methods to distribute brochures about the program (in sacks of corn, at service stations and schools, through NGOs).

As the program was broadcast only recently in four of the countries, its impact has not yet been analyzed. The process of scaling up is nonetheless of great interest to the ministries of education.

The role of international conferences

Finally, the conference was informed of an analysis of 17 conferences, meetings, and seminars on HIV/AIDS. While the large number of conferences proves that the pandemic is attracting the attention of many people, particularly in Africa, where 14 of the 17 conferences took place, it is still relatively difficult to see what concrete actions they have generated or to assess their actual impact on the ground. The presenter thus recommended that every conference:

- Be linked to all previous conferences and take account of their results;
- Set itself precise goals;
- Ensure that participants are of a sufficiently high rank to be capable of implementing conference decisions;
- Bring together people who truly know the disease and those who have been hit by it;
- Ensure that participants receive the information and documents needed early enough to be able to play their full role;
- Be limited in length so as not to preclude the involvement of leading figures in the field, who are usually extremely busy;
- Clearly define, at its conclusion, the recommendations and actions to be implemented;
- Disseminate the conference results broadly and in a targeted manner;
- Produce a report that is comprehensive and comprehensible to non-specialists.

The presenter also recommended that data, information, and experience con-

cerning the pandemic be centralized as well as results, recommendations, and actions to be implemented.

Comments of the participants

At Arusha, discussion groups examined in-depth various questions raised during the plenaries. The HIV/AIDS group took up two questions: How can the system be protected so that it continues to provide quality education to as many children as possible? How should the needs of system beneficiaries be met? Based on lessons learned, the groups attempted to summarize the positive approaches:

- **Advocacy:** A strong political will is crucial; the pandemic needs to be spoken about as much as possible, and society needs to be mobilized; legal means must be used to bring about positive changes in behavior to deal with the disease and protect women and girls, who are hit hardest by the virus.
- **Prevention:** HIV/AIDS needs to be included in school programs so as to involve young people, parents and religious figures; peer education, an effective information and prevention tool, must be used; HIV/AIDS needs to be included in higher education programs and initial and continuing teacher education programs; the media needs to be used to reach as many people as possible.
- **Teacher training:** Teachers must be trained to provide AIDS information and counseling.
- **Studies of the impact of the pandemic on the system:** Studies are needed to better define and anticipate needs, especially for teachers; cooperation is recommended with other ministries, in particular the health ministry.
- **Multisector and national action plans:** All partners need to be consulted and involved in fighting the spread of the pandemic.

Finally, the group recommended that ADEA set up a mechanism to monitor the development of the pandemic and its impact on the education system; it was suggested that a working group be formed. ■

Education For All: The Challenges Faced by Tanzania

Since Tanzania's Independence in 1961, a top priority has been to combat ignorance and poverty. Under the leadership of the father of the nation, Julius Nyerere, the country rapidly reached an almost 100% enrolment rate by the end of the 1970s. Unfortunately this rapid development was not maintained in the 1980s.

The history of basic education in Tanzania is closely linked to the political and economic history of the country. This was the subject of the paper presented in Arusha by Professor Justinian Galabawa of the University of Dar-Es-Salaam. Professor Galabawa recalled the commitment to education of the father of the nation, the former President J. K. Nyerere, whom his compatriots affectionately called "Mwalimu," the schoolmaster. After stating that only a collective national effort would make universal enrolment a reality, Professor Galabawa presented the three stages of the history of universal primary education in Tanzania:

- **A period of steep rise towards universal education during the 1960s and 1970s**, when the country succeeded in reaching a gross enrolment rate (GER) of almost 100%. This period is associated with the socialism and self-reliance advocated by J. K. Nyerere. Education was part and parcel of the socio-economic transformation announced by the government in the Arusha Declaration. Universal primary education (UPE) was initiated by the government, the sole provider of social services in the country, through centrally directed development plans, and education received very little assistance from international donor agencies. In 1980, GER reached 98%. However this "success story" masked internal and external structural weaknesses.
- **The second period (1980-1990) was marked by a sharp fall in enrolment rates and the introduction of liberal ideas**, of free choice, market-oriented schooling, and cost-efficiency. The

country experienced an economic crisis, during which it was unable to sustain the development of education. A structural adjustment plan was adopted, which led to the freezing of the recruitment of teachers, the reduction of the Ministry of Education's budget, and a drop in enrolment rates, which fell to 83% in 1990. The state's share of education expenditure was 67% before the introduction of the structural adjustment plan (SAP), and 43% after SAP. Parental share of education expenditure increased to 57%, a level not sustainable in the long term.

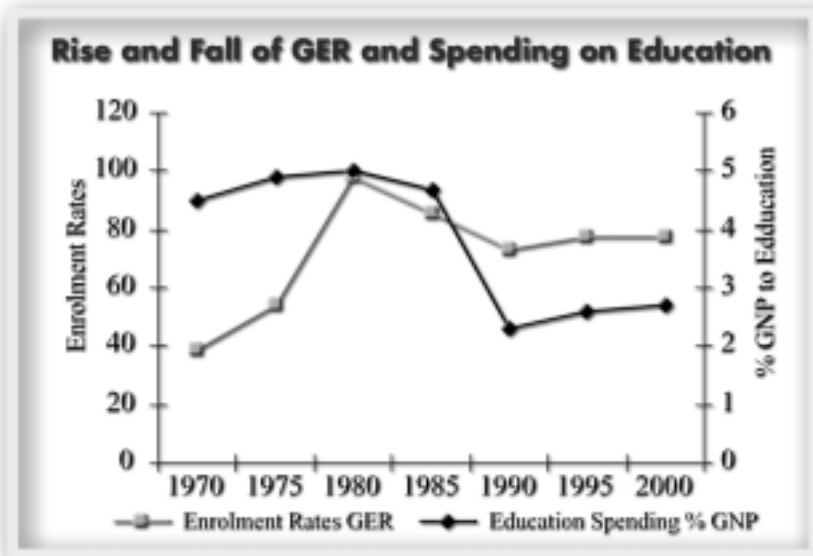
- **The present period is one of a grow-**

Factors contributing to the fall of GER in Tanzania

- The government's desire to finance education on its own;
- The strict application of structural adjustment plans;
- A too-demanding financial contribution from households;
- The drawn out financial crisis;
- An increasing level of debt;
- A decreasing education budget;
- High demographic growth rates;
- The spread of HIV/AIDS.

ing enrolment rate and a significant increase in state participation in the funding of education. Emphasis is now put on greater community involvement (in addition to parental in-

→ continued on page 12



Source: "Developments and Issues Regarding Universal Primary Education (UPE) in Tanzania" by Justinian Galabawa



Lessons from

The Experience of Guatemala, S

- " We saw with our very eyes relaxed and expressive children happily learning and taking initiative in the management of their school
... We saw self-learning
... We saw flexible education programs
... We saw trainees directing their own teacher education program
... We saw teachers become facilitators and guides
... We saw inspectors turned advisors
... We saw management in the hands of communities
... We saw illiterate parents involved in managing schools
... We saw it all happen with our own eyes..."**

African Ministers and other participants during the "Sharing and Learning" study tours in India, Bangladesh, Guatemala and El Salvador.

In Arusha, two documentary films presented Education for All strategies set up in two Latin American countries (Guatemala and El Salvador) and two South Asian countries (Bangladesh and India). These initiatives aimed at poor people, had been functioning for quite a few years. Each project had begun small but aimed towards expanding the effort to other children, other schools, and other regions.

Guatemala and El Salvador

In Guatemala and El Salvador, the education reforms formed part of a broader effort to establish peace after several years of civil war. Their objectives include improving access to education, ensuring quality education, reducing inequality, and encouraging community involvement in the schools. The reforms reflect both the government's political determination and the strong desires of the communities. Parents want to ensure their children's future in a country at peace as well as their right to an education. In Guatemala, the reforms are aimed above all at improving school coverage and the

quality of learning among disadvantaged groups, particularly in rural areas where the results are well below the national average. Two programs were set up: the Nueva Escuela Unidad (NEU) — New Unitary School — and NAPROED (the National Program for Educational Development). Introduced in 1992, NEU has undergone continual improvement. The methods used emphasize self-learning, learning progressing at the individual's own pace, and self-management by the governing bodies set up in the schools. In El Salvador, the reforms are also aimed at expanding access to education, improving the quality of education, and reducing repetition and dropout rates in disadvantaged rural areas. The reform has been implemented through a variety of programs, including EDUCO, which emphasizes the decentralization of school management and participation of village communities. Communities manage the finances, administration and resources of the schools as well as hiring and managing the teachers. The programs in Guatemala and El Salvador share the following features:

- The stakeholders (parents, children, teachers, government, media, private sector and development partners) share the same philosophy of education;
- The transition to a broader scale was made gradually;
- A constant concern of the implementors was to consolidate the project before bringing it to outside attention;
- The pupils organize school life (in particular discipline), and their education takes place cooperatively and through self-learning;
- The school is managed by the parents and the community, who are trained in school management;
- Democratic processes are the cornerstone of management and of education;
- The government and the private sector play an active role in school financing.

In both cases, the scaling-up process was facilitated by:

- Strong political determination;
- Adequate funding allocated directly to the local level;
- Regular monitoring of the innovation;
- Decentralized management at the level of the communities and, in the case of El Salvador, reform of the Ministry of Education, which effectively decentralized decision-making and budget control.

India and Bangladesh

In Bangladesh, basic education has been compulsory and free since 1971. Since then important progress has been achieved in terms of access and equity. Basic education is provided by two complementary systems, one government

The "Sharing and Learning" videos on the Asian and Latin America experiences can be ordered from the ADEA Secretariat [see pg. 20 for information on how to order].



Salvador, India and Bangladesh

and the other non-government. NGOs have focused on disadvantaged groups and cover 8% of the children. The Bangladesh Rural Advancement Committee (BRAC), which was set up in 1972 to rebuild and develop rural areas, is aimed at the poorest strata. The education program uses alternative, results-oriented teaching schemes. The school infrastructure is very simple; schoolrooms have neither tables nor chairs. Great attention is given to training the teachers (mostly women), who undergo initial training and subsequently benefit from on-going support and supervision systems as well as regular further education. An external evaluation has shown that learning acquisition in the BRAC schools exceeds that in the public school system.

India has succeeded in reaching the dual goal of meeting the very diverse learning needs of its minority populations while expanding mass education. Its education system is one of the most extensive in the world. In 2000, primary schooling alone covered 156 million pupils. In 1994, the government launched the District Primary Education Project (DPEP) to improve education access for disadvantaged children in the minority communities, as well as educational quality and results, and to close the gap between girls and boys. This large-scale program covered half the districts (248 districts) and 18 states. The states are given ample liberty to define their own needs and priorities. The program has been an overall success. In the districts where it was implemented, enrolment rates rose by 6% annually (compared with a 1% rate in the

other districts), and repetition rates fell from 9% in 1995/96 to 6% in 1998/99.

In Arusha, attention focused on the following features of the experiences in India and Bangladesh:

- Starting program implementation by raising awareness in the affected communities;
- Creating village committees and parent-teacher associations to ensure ownership;

According to the African Ministers, the obvious success of the programs observed in the countries they visited was due, on the one hand, to the high quality of the continuing education provided and the regular support, however modest, given to the teachers, and, on the other hand, to the active participation of the community in school management.

- Hiring junior teachers to hold down costs;
- Keeping school costs as low as possible;
- Generalizing the continuing education of teachers;
- Regularly evaluating projects and making modifications to facilitate the scaling-up process;
- Carrying out the scaling-up process gradually, while monitoring the sustainability of the project.

The African min-

isters who took part in the study tour to the four countries emphasized that, while they were not unfamiliar with these participatory methods in conceptual terms, it was the first time they had seen the methods applied by well-trained, enthusiastic and self-confident teachers. They also emphasized their belief that the obvious success of the programs observed in the countries they visited was due, on the one hand, to the high quality of the continuing education provided and the regular support, however modest, given to the teachers, and, on the other hand, to the active participation of the community in school management. ■



BRAC classroom in Bangladesh.

→ continued from page 12

volvement). In 2001, the government's share of education expenditure was 67%, and that of parents and the community fell to the acceptable level of 33%. Enrolment levels have increased. Present priorities include improving the quality of education.

Present challenges

Tanzania, like many African countries, has to make difficult choices. Education faces the two-fold challenge of increasing access while improving quality. The country has begun a process of redefining the role of the state in education through the restructuring of the public services, which was begun in 1993. The restructuring of regional administrations and the Local Governments Reform Program (LGRP) are aimed at decentralizing education and encouraging active community participation. According to Pro-

fessor Galabawa, achievement of universal primary education would require scaling up of the reform undertaken in 73 districts to the whole country. The three main components of the reform are as follows:

- Creation of a district-based Community Education Fund (CEF) in order to increase enrolment rates, while stressing educational quality;
- Implementation of school mapping at the district level;
- District-Based Support to Primary Education (DBSPE): This program, developed to improve the quality and access to primary education, includes the creation of Teacher Resource Centers (TRCs), in-service teacher training, and community mobilization. To achieve this, the following conditions will have to be met:
 - Steadfast national commitment;
 - A wider partnership in favor of education, in which all forms of educa-

tion would be mobilized (formal and nonformal, public and private);

- Community commitment to education, with the communities taking over from parents impoverished by the crisis and affected by the HIV/AIDS pandemic;
- Spreading of expenditure between the different regions, in order not to penalize the country's poor regions;
- Re-evaluation of structural adjustment, which has had catastrophic consequences for education;
- Alleviation of debt service;
- Improvement of educational quality, in order to encourage parents to send their children to school;
- Strengthening of the administrative capacities of the state and, in particular, of the Ministry of Education, facilitated by decentralization, a greater degree of democracy, and greater transparency. ■

Guinea: A Program to Improve Quality

The Program for Small Grants to Schools (PPSE)¹ is a unique effort to mobilize teachers around a decentralized project intended to improve the quality of instruction in primary schools.

Initiated in a small number of Guinean schools, the PPSE program aims at improving the quality of teaching by putting the teacher at the heart of the innovation process. This program was presented at Arusha by Mahmoudou Diallo, National Director of Elementary Education at the Ministry of Pre-University Education and Civic Education of Guinea.

The program invited teachers to develop projects to resolve problems they had encountered. The best projects were chosen by regional juries and received a small grant from the ministry. Units for Educational Renewal were put in charge of facilitating the implementation of the projects.

Thanks to the enthusiasm of the teachers and a warm reception from the ministry, projects were set up in 1,200 Units for Educational Renewal between 1995 and 2000. In Guinea's eight provinces, some 15,000 teachers were involved, or 89% of the teaching staff in primary schools. About 8,000 teachers proposed projects, and 6,000 of them actually implemented them. An analysis of the program points to several factors that were key to its success:

- The development of a genuine partnership between the top and bottom of the hierarchy;
- A gradual roll-out of the project, with a flexible approach, taking local conditions into account;
- A positive spirit of competition between the schools and the provinces;
- Motivation of the teachers through the allocation of small grants;
- The organization of workshops to

sum up experience and disseminate the results;

- The use of research/action methods;
- Regular support from advisers, who exercised a supervisory role;
- Regular evaluation of the experience as an integral part of the project.

The most innovative aspect of the program was the ministry's commitment to support proposals formulated from within the ranks and its clear determination to respond to these, both on the part of the central departments and the decentralized regional departments.

Guinea's experience is a wonderful example of democracy and genuine partnership among the different levels of the education hierarchy, all taking into account the needs of the users. ■

1. Programme des petites subventions d'école (PPSE).

The Caucus of Ministers

Strengthening regional and sub-regional cooperation

ADEA organizes a meeting of the Caucus of African Ministers of Education at each Biennial meeting. This is a summary of the Arusha meeting, during which a new Bureau of Ministers was established.

The ADEA Caucus of Ministers of Education held its 11th session on October 10, 2001, in Arusha, chaired by Hon. Bireme Abderahim Hamid, then Minister of Education in Chad. Twenty-eight ministers, deputy ministers, or their representatives attended the meeting. The president of the Bureau presented a report on the main activities of the Bureau since the last meeting, which had taken place in Johannesburg. He also informed the ministers of two important studies: An evaluation of the ADEA Working Groups (WGs), and an analytical document on ADEA's future. The evaluation of the Working Groups recommended that the activities of advocacy, analysis and capacity-building be intensified; the role of senior ministry officials within the WGs be better defined and strengthened; efforts be made to ensure better coordination of the WGs at the national level, and regional exchanges be reinforced. The WGs should also devise mechanisms to help them better identify the needs and requests of the ministers.

Mamadou Ndoeye, the new Executive Secretary of ADEA, presented an analytical document on the association's future orientations. These orientations will be guided by major objectives: How can ADEA combine reflection and action? Reach the actors in the field? Contribute to the development of a knowledge base that would help countries devise better policies and educational practices? The Steering Committee will be empowered to give greater priority to substantive issues and to analyze the emerging challenges and themes in the field of education; the WGs should be more respon-

sive to the needs expressed by the ministers; ADEA should build new partnerships with civil society groups. Because the Bureau of Ministers meets only twice a year, it decided to improve its effectiveness by organizing sub-regional fora. These would (i) create links between the bureau and the sub-regions, (ii) strengthen the links between ministers and education specialists, (iii) develop guidelines at the sub-regional level, (iv) ensure a greater degree of harmonization between the actions carried out in the individual countries, and (v) ensure that the activities carried out in the sub-region are organized between the Biennial Meetings.

The new Bureau

The Caucus of Ministers also defined the new membership of the Bureau of Ministers. Member countries are chosen based

on a system of rotation and by alphabetical order, ensuring that all countries will become Bureau members at one time or another. The members of the new Bureau are as follows:

- Southern Africa: Hon. Lesao A. Lehohla (Lesotho) and Hon. Valentine Kayope (Zambia)
- Central Africa: Hon. André Mba-Obame (Gabon)
- West Africa: Hon. Evelyn Kandakai (Liberia) and Hon. Alpha T. Wurie (Sierra Leone)
- East Africa: Hon. Osman Saleh Mohammed (Eritrea) and Hon. Henry Kosgey (Kenya)
- Indian Ocean: Hon. Abdi Ibrahim Absieh (Djibouti)

The new president of the Bureau is Hon. Lesao A. Lehohla (Lesotho), and the new Vice-President, Hon. André Mba-Obame (Gabon). ■

The Bureau of Ministers
 Hon. Mr. Lesao Archibald LEHOHLA – Lesotho
 President

Region	Member	Country	Ministry
Western Africa	Hon. Prof. Abraham Babalola BORISHADE	Nigeria	Federal Ministry of Education
Western Africa	Hon. Dr. Evelyn KANDAKAI	Liberia	Ministry of Education
Western Africa	Hon. Dr. Alpha Tejan WURIE	Sierra Leone	Ministry of Youth, Education and Sports
Central Africa	Hon. Prospère MPAWENAYO	Burundi	Ministry of Education
Central Africa	Hon. Mr. André MBA-OBAME	Gabon	Ministry of Education
Southern Africa	Hon. Mr. Lesao Archibald LEHOHLA	Lesotho	Ministry of Education and Manpower Development
Southern Africa	Hon. Mr. Valentine KAYOPE	Zambia	Ministry of Science, Technology and Vocational Training
Eastern Africa	Hon. Mr. Osman SALEH MOHAMMED	Eritrea	Ministry of Education
Eastern Africa	Hon. Mr. Henry KOSGEY	Kenya	Ministry of Education
Indian Ocean	Hon. Mr. Abdi Ibrahim ABSIEH	Djibouti	Ministry of Education

Going to Scale Across Borders

During the plenary session of the Biennale program on HIV/AIDS, the **Working Group on Books and Learning Materials** facilitated a presentation on Soul City's experience of going to scale across South Africa's borders to Namibia, Swaziland, Botswana and Lesotho with the "Choose Life" project.

Harriet Perlman, Regional Manager for Soul City, Institute for Health and Development Communication in Johannesburg, described how this organisation has extended the concept of *edutainment* (educating while entertaining) in the Choose Life materials aimed at young people in the 12-16 year age group.

Making relevant materials

Soul City had found that they could not simply adapt existing materials in order to reach the teenage audience in South Africa. The material had to be re-designed and re-written in a language that young people knew and presented in a way with which they could identify. The language and the images used are therefore vibrant and lively in order to attract young people's attention.

Similarly, when adapting the Choose Life materials developed for similar age groups in neighboring countries, Soul City had to undertake extensive situational analyses and consultation so that the material could be made acceptable and relevant to the target audience.

Mrs. Perlman described the process Soul City went through in selecting part-

ner agencies (Population Services International in Botswana, the Lesotho Network for Aids Service Organizations in Lesotho, the Red Cross in Namibia and the Schools HIV/AIDS and Population program in Swaziland) in order to bring legitimacy, local buy-in and understanding of the local context.

Trialling the materials

The research methodology entailed administering a questionnaire to young people before and after giving them the Choose Life booklet, conducting focus group discussions and following this up with a stakeholder workshop in order to discuss the findings. The local version emerged from this workshop not only through feedback from a sample of potential users, but also through participation of senior officials within ministries, the church, local funding agencies and NGOs.

Adapting materials for different audiences

During an informal meeting organized by the Working Group, Mrs. Perlman provided specific examples from the Choose Life materials used in different countries of what had been changed. Different celebrities were chosen as role models and, in all four cases, the page on death and dying was replaced by other stories. Local issues, such as the problem of sugar daddies in Lesotho, and alcohol abuse in Namibia, were included in the versions used in those countries.

In the frank discussion that took place with the participants at that meeting, the need to be sensitive about the reactions and perceptions of the target audience was stressed. Several people appreciated the importance of dealing with the personal morality issues that affect social behavior in a way that gets through to young people. Participants from Angola, Botswana, Cameroon, Kenya, Lesotho, Malawi, Namibia, Netherlands, South Africa, Tanzania, UK, Uganda, Zambia and Zimbabwe commented on the examples given by Mrs. Perlman in relation to the complex process of changing attitudes and behavior, through challenging myths, prejudice and ignorance about HIV/AIDS. Above all, the need to approach life skills, including HIV/AIDS awareness, in a holistic, sensitive way, was perceived to be significant in the search for more appropriate strategies for not only preventing its spread, but also supporting those communities affected by this disease.

Educating while entertaining

Soul City's presentation in Arusha demonstrated how different combinations of media can be used to enhance the dramatic impact of their social and health messages. However, the key educational challenge is how to ensure that these messages are followed up in school and the community in ways that ensure that they are understood.

CAREW TREFFGARNE

LEADER OF THE ADEA WORKING GROUP
ON BOOKS AND LEARNING MATERIALS

Changes in addresses

◆ **ADEA Secretariat**

Please note the new telephone number of the ADEA Secretariat:
+33/(0)1 4503 7757

◆ **ADEA Working Group on Books and Learning Materials**

Department for International Development (DFID)
1 Palace Street, London SW1E 5HE, U.K.
Tel. + 44 (207) 023 0658
Fax + 44 (207) 023 0287

Mainstreaming Nonformal Education: Towards a Grounded Theory

The Working Group on Non-Formal Education organized a plenary session during the ADEA Biennale (October 7-11, Arusha, Tanzania), on “Mainstreaming Nonformal Education.” The session explored the issue of moving nonformal education and alternative approaches to basic education from the margins of the main system and taking them to scale to make them credible means of gaining quality basic education. An introductory paper set out a framework for mainstreaming, and three other presentations highlighted examples of successful case studies from Eastern and Southern Africa, Mexico, Argentina and Ethiopia, followed by general discussions. The session marked a radical shift from descriptive case studies to strong analysis to develop a grounded theory that can guide policy makers, planners and practitioners who are keen to mainstream nonformal education and alternative approaches to basic education.

Making alternative provisions part of mainstream education

The Working Group on Non-Formal Education was able to promote concepts and strategies for dealing with two of the central problems facing countries. The first relates to the need to strengthen alternative education provision (out-of-school youths, street children, illiterate adults, etc.) so that disadvantaged groups can have access to quality learning opportunities. The second concerns how to make these alternative provisions an integral part of a holistic education system, so that they are included in the education statistics and the annual education budget, and are also part of a plan for creating a system of testing and accreditation.

The sessions organized by the Working Group on Non-Formal Education triggered some major discussions and brainstorming among ministers, agencies and education experts. It was suggested that

the need for a new approach, as highlighted in the sessions, was critical for progress towards meeting the international development targets. The significance of the new direction set by the Working Group on Non-Formal education led to an important suggestion that the group consider changing its name to reflect the new role that has evolved. One suggestion was to be renamed the ADEA Work-

ing Group on Diversity and Integration.

The Caucus of Ministers agreed to review the outcomes from the sessions organized by the Working Group on Non-Formal Education, and to provide feedback on the key areas in which the group could be of assistance to their ministries.

AMINA OSMAN
ADEA WORKING GROUP
ON NON-FORMAL EDUCATION



The Working Group on Non-Formal Education has recently launched a web site on its activities: www.adeanet.org/wgnfe

Africa Education Journalism Award

Launching the African Education Journalism Award

Officially launched on October 9, 2001, in Arusha, the Africa Education Journalism Award follows a recommendation formulated during a seminar organized in Cotonou, Benin, by the Communication for Education and Development (COMED) program. COMED is an initiative that promotes the use of communication for the achievement of quality education for all. The COMED program is designed to help African governments build the capacity to design and implement information and communication programs for education. COMED targets journalists who have particular interest in education issues and communications officers of African ministries of education.

The award will recognize the best articles on education written by African journalists and published in the African press. Selection of articles will be made once a year. The specific objectives of this award are to:

- Encourage African journalists to write relevant articles on education in Africa;
- Encourage African newspapers to publish regular columns and supplements on education;
- Foster the development of a network of African journalists specialized in covering education topics;
- Strengthen ADEA's ties with the African media, a major partner in the effort to promote and exchange information about education in Africa.

Articles should be written in English or in French. A jury made up of senior African education and communication specialists will select the winners. Four articles — two in French and two in English — will be selected each year. The following criteria will be taken into consideration in the selection process:

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

- Creativity of the work.
The awards will include the following:
- Winning articles will be published in a special section of the ADEA Newsletter entitled **Kiosk**.
- Winners and their editors-in-chief will be invited to Paris and London for a ten-day study visit, including participation in training workshops and visits to major media houses (partner organizations): Le Monde Interactif, Radio France International (RFI), and La Cinquième (television station) in Paris; The Times Education Supplement, and the BBC in London.
- A cash award of 2000 euros will be given to the first-place winners; second-place winners will be given a cash award of 1000 euros.

Articles should be sent to:

Kiosk, ADEA Secretariat

7-9 rue Eugène Delacroix, 75116 Paris, France

Web site: www.adeanet.org/award_prix/



Journalists and Education Statistics:

A Workshop of the Communication for Education and Development Program (COMED)

Statistics must cease to be considered a preserve of an elite few; they need to be seen instead as a tool for effective communication of precise information in every field, including education. This is why 30 journalists from Senegal and the surrounding region asked to go back to the “school for figures.” They wanted to be better equipped to use statistical information in their articles on the education sector and thus facilitate public dialogue.

In a context of economic crisis and budget cutbacks, governments need relevant, comprehensive data to define their educational policies and manage existing resources. This is true of every sector, in particular education, which accounts for a very substantial part of the government budget, often employing more than half of all civil servants.

Statistics are a key tool for reinforcing communication between the various social partners. Statistics provide the partners with clear, precise information that promotes transparency and thus dialogue. Journalists who specialize in educational issues in Senegal, having taken note of the value of numerical data in improving their reporting on educational developments, expressed a desire to learn more

about statistics.

To meet this demand, the Communication for Education and Development (COMED) program of the ADEA and the Network of Journalists for Education, Training and Research in Senegal (REJEF) organized a workshop from June 20 to 22, 2001, at the UNESCO Regional Office in Dakar. The National Education Statistical Information Systems Program for West and Central Africa of the ADEA Working Group on Education Statistics joined with the International Institute for Education Planning (IIEP) in Paris to set up a training program built on three modules: *Introduction to education statistics*; *Main education indicators*; and *How to communicate statistics*.

Thirty journalists and communications chiefs from the ministries of education of Burkina Faso, Côte d’Ivoire, Guinea, and Senegal thus benefited from a three-day introduction to education statistics. Based on concrete exercises and exchanges with specialists in education planning, the workshop enabled journalists to get acquainted with the reality behind the figures. They learned how statistics are developed, where to find them, how to analyze them, and how to communicate them. At the end of the work-

shop, the journalists produced a workshop newsletter, EDUCOM², which includes a number of articles using education statistics and indicators from the region.

The participants assessed the workshop very positively. Nonetheless, the journalists will inevitably need to deepen their understanding. They will be able to do this by consulting the modules provided them by the workshop. They might also approach the statistics departments of the education ministries and ask them to organize further training. The journalists would then be better equipped to use education statistics in their articles, which would enhance their communications skills and enable civil society to play a greater role in debates on education.

BERNARD AUDINOS

NESIS PROGRAM COORDINATOR
FOR WEST AND CENTRAL AFRICA
ADEA WORKING GROUP
ON EDUCATION STATISTICS

1. The NESIS Program anchors the work of the ADEA Working Group on Education Statistics (WGES).

2. EDUCOM will be available on-line and may be downloaded from the ADEA Web Site.

**Papers presented at the Arusha Biennial Meeting
can be downloaded from the ADEA Website:
www.adeanet.org**

Upgrading Book Distribution in Africa

Upgrading Book Distribution in Africa examines the various issues that affect the distribution of school materials in fifteen African countries¹. It looks at the economic and political climate that affects the sale and distribution of books as well as the impact of government and development agency policies.

Published by ADEA's Working Group on Books and Learning Materials, this book is part of a series on Perspectives on African Book Development. It documents various aspects of book publishing and distribution in 15 sub-Saharan African countries¹ and brings together the common features and the differences that best describe various book trade environments in those countries. It describes the different policies and institutional traditions that distinguish francophone from anglophone countries, and it analyzes the larger context of economic and political changes that influence book selling and distribution. This book also displays a disquieting view of how development partners, together with governments, sometimes promote harmful policies. Finally, it proposes a set of key options that policymakers need to consider in developing a national framework for textbook delivery.

The present book distribution systems

According to the authors, book distribution systems have failed for a number of reasons:

- The absence of professionally trained logistics experts who understand inventory control and stock management;
- The poor system management evidenced by stock leakages, which sometimes amount to textbook stock losses of up to 65% a year during warehousing and transportation;
- Chronic underfunding;
- Inability to service schools in rural and remote areas;
- Lack of financial incentives for a state supplier to distribute correctly and efficiently, because payment is not conditional upon results.

Most countries share common prob-

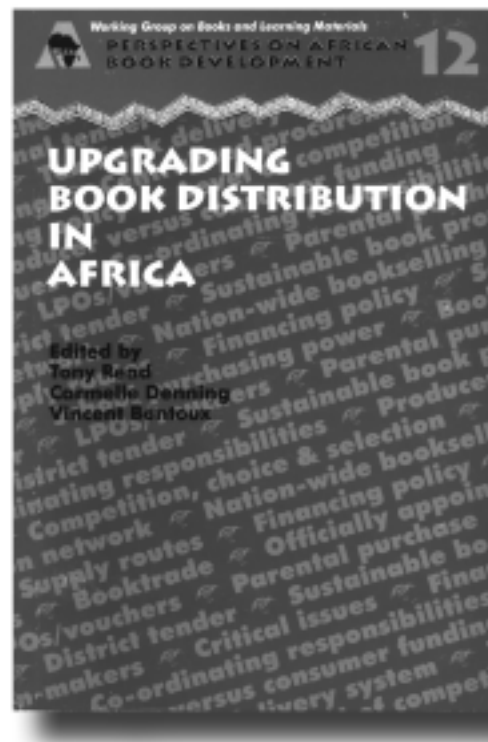
lems and issues. In their assessment, the editors conclude that "... state control over textbook distribution frequently destroyed or seriously damaged the existing private sector book wholesalers and retailers while not providing a reasonable alternative book service to schools. This is perhaps the most tragic aspect of state domination over textbook distribution in Africa over the past 40 years." They show that donor policies have often exacerbated the negative consequences.

Things are changing, however. While education authority is being decentralized to regions and local communities, and new public-private partnerships are replacing state monopolies and marketplace rules, and competition is increasingly taking the place of supply-led policies, so the book industry is responding to similar pressures.

Reformed national book policies

The final chapter sees the emergence of reformed national book policies with an upsurge of funding agency and government interest in market-oriented, private sector involvement. Countries are re-creating national bookseller networks and recognizing that the lack of reading materials and books outside the capital is at least part of the reason for a decline in reading standards. Governments must be encouraged to support school libraries and develop appropriately priced materials in local languages. They must also acknowledge that high tariffs on imports of paper and ink should be eliminated if a local book industry is to thrive.

The book makes it clear that national publishing industries must be seen within the broader development context. Na-



Upgrading Book Distribution in Africa
Tony Read, Carmelle Denning, and Vincent Bontoux, eds. (2001). Published by the ADEA Working Group on Books and Learning Materials.

tional planning, tax incentives, low-interest loans to local players, training, bookselling skills, regular and reliable financing and credit are all necessary ingredients for improving the publishing chain. Clearly, the stakes go well beyond books. According to the authors, "... governments and funding agencies must recognize in turn that their approaches to these issues will have an impact that extends far beyond basic efficiencies in school textbook supply. Good policies and implementation strategies will support reading within the wider society and this will have an impact on democratization and good governance." ■

1. Botswana, Burkina Faso, Cameroon, Chad, Côte d'Ivoire, Ghana, Guinea, Kenya, Malawi, Mali, Niger, Senegal, Tanzania, Togo, and Uganda.

Towards Competent Management of Teaching Staff

The national teams of the Working Group on the Teaching Profession work towards improving the management and motivation of teachers. Some of the lessons learned from their studies are presented below.

The Working Group on the Teaching Profession, Francophone Section (WGTP/fs) has set itself the task of helping African ministers of education enhance the quality of basic education by improving the management and support of teachers. To this end it is setting up a network of experts who can analyze problems of teacher management and motivation and help ministries take action to solve those problems.

The WGTP/fs operates through national teams in 14 countries.¹ Ten of these contributed studies to the publication *Towards Competent Management of Teaching Staff* (*Pour une expertise en management des personnels enseignants*), which provides lessons from the past two years. Each study was approved by the relevant minister of education and raises issues of importance in that country (see table below).

Public sector policy formation generally consists of managing imbalances

between different sectors or within a sector. Thus, it was in the context of analyzing and redressing imbalances that the work of the national teams was carried out. This work has rendered several benefits. It has helped shed light on the functioning of education systems and highlighted the fundamental importance of human behavior in conducting public policy. It has shown that actors must be taken into account when taking political decisions and that these decisions must be implemented within a framework of “pluralistic strategies by actors who are themselves multi-dimensional.”²

The studies demonstrate that civil service employees are not content to simply apply the rules, using official responses, but that they enjoy more liberties than their status would suggest. The studies also show that in implementing policies on the management and motivation of teachers, information and communications play a crucial role, particularly



Pour une expertise en management des personnels enseignants. Available in French only. By Georges Solaux, Bruno Suchaut, Paul Dogoh-Bibi, Marlène Zébangou, Alamah Condé. Published by the ADEA Working Group on the Teaching Profession, francophone section.

when those policies are part of a reform process.

Finally, the studies reveal the need for inter-ministerial co-operation to resolve some problems encountered in implementing Education for All (EFA), particularly between the ministry of education, the civil service (which handles administrative matters regarding teachers), and the ministry of finance (which pays teachers). Each study concludes with a series of recommendations that should prove interesting for ministries, teachers, parents, professional associations, and all others concerned with the development of education in Africa. ■

Studies conducted by the national teams of the WGTP/fs

- Management of part-time staff and assessment of their impact on the education system (Guinea)
- Recruitment, professional integration, training and supervision of volunteer staff (Niger)
- Union participation in guiding and managing educational policy (Benin)
- Teacher dissatisfaction (Senegal)
- Teaching conditions in Burkina Faso: Reasons for resistance to postings and transfers in rural areas
- Introduction of a system for managing staff postings, classifications and job descriptions in Togo: An experiment in the coastal region
- Assessment of the postings-classifications-job descriptions triangle in the Côte d'Ivoire
- Feasibility study for redeploying teaching staff in primary and secondary schools (Chad)
- Topics for reflection on the Malagasy education system (Madagascar)
- The problem of grade-repeaters: A study of automatic pass-rates for 85% of students in the first cycle of basic education (Mali).

1. Benin, Burkina Faso, Central African Republic, Côte d'Ivoire, Djibouti, Gabon, Guinea, Madagascar, Mali, Mauritania, Niger, Senegal, Chad, and Togo.

2. A. Prost, "Ecole, société et politique".

ADEA Activities

28-30 January, 2002

Working Group on the Teaching Profession, francophone section
Workshop on Communication within the WG.
Dakar, Senegal

3-9 February, 2002

Communication for Education and Development (COMED) program
National training workshop
Abuja, Nigeria

4-8 February, 2002

WG on Education Statistics/WG on Non-Formal Education
Workshop on Nonformal education Management Information Systems
Nairobi, Kenya

18-23 February, 2002

WG on the Teaching Profession, anglophone section
Training Workshop
Manzini, Swaziland

11-22 February, 2002

WG on Education Statistics
Training Workshop: Statistical indicators, publications, information services.
Nairobi, Kenya

15-16 February, 2002

WG on Non-Formal Education
Discussion on WG activities.
Paris, France

25-26 February, 2002

WG on Education Sector Analysis
Steering Committee Meeting.
Paris, France

February/March, 2002

WG on Books and Learning Materials
Regional Workshop on Strategic Planning Issues for the Book Sector
Niamey, Niger

4-10 March, 2002

WG on the Teaching Profession, francophone section
Annual review, and follow-up of activities/studies
Abidjan, Côte d'Ivoire

14-15 March, 2002

Working Group on Books and Learning Materials
Steering Committee Meeting
London, United Kingdom

2 April, 2002

Meeting of the ADEA Bureau of African Ministers
Paris, France

2-4 April, 2002

ADEA Steering Committee Meeting
Paris, France

5 April, 2002

ADEA Working Group Leaders and Coordinators Meeting
Paris, France

8-13 April, 2002

WG on the Teaching Profession, anglophone section/Forum for African Women Educationalists (FAWE)
Training Workshop for FAWE's pilot Schools of Excellence
Nairobi, Kenya

16-18 May, 2002

WG on the Teaching Profession, anglophone section
Training Workshop: Newly Appointed School Inspectors
Zanzibar, Tanzania

Other Activities

21-23 January, 2002

UNICEF/UNESCO
Meeting on the UN Girls' Education Initiative (UNGEI). Consultation on improving partnerships to attain gender equity in education.
Paris, France

21-23 January, 2002

BREDA
First meeting of the contact group for the creation of an African Forum of Parliamentarians for Education (FAPED).
Dakar, Senegal

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

Video Orders

The 'Sharing and Learning' video cassettes can be ordered through ADEA (address opposite). Each cassette costs \$10 US. Cheques must be made out to the order of ADEA.

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