



EDUCATION TOWARDS FUTURE  
SECTOR PROJECT "POST-PRIMARY EDUCATION"

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## Study of Selected Development Partners' Strategies

for the Support of Post-Primary Education with Special Focus on Lower Secondary Education in Southern Saharan Africa

A Documentary Study Conducted by LINS – the Centre for International Education

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# Preface

This report has been prepared by a team from LINS, the Centre for International Education at Oslo University College. LINS staff involved included Karen Brit Feldberg, Titus Tenga, Robert Smith and Roald Skoelv (LINS Centre Leader).

Sources of information have been mainly documentary or through the official websites of the organisations included in the survey. Some follow-up questions were put directly to staff of selected development agencies by telephone or face-to-face. However, it should be emphasised that the views expressed in this report remain those of the authors and do not necessarily reflect the positions of the various agencies, including GTZ and the German Federal Ministry for Economic Cooperation and Development (BMZ).

LINS would like to thank the GTZ sector program on post-primary education and primarily the German Ministry of Economic Development and Cooperation (BMZ) for the opportunity to examine this important area of assistance to education in Southern Saharan Africa. We express the hope that our findings will prove useful to the future development cooperation in upper basic/lower secondary education in Africa.

Roald Skoelv  
LINS Centre Leader  
Oslo, January 14, 2008

# Executive summary

This summary descriptive paper provides an overview of donor assistance to post-primary education (PPE) in Sub-Saharan Africa (SSA) focused on lower secondary education, based on available documents and information. Commissioned by GTZ on behalf of the German Federal Ministry for Economic Cooperation and Development, the study describes support strategies and possible implementation arrangements in SSA countries by multi- and bilateral donors and development agencies. Some selected country examples will give more detailed information on the current activities in country.

The report states, as a general finding, that very few strategies or plans were found to be detailed; the rest are more general with expressions of good intentions. This underlines the concern stated in the last Global Monitoring Report 2008 that secondary education has not been given enough attention. The growing number of young people leaving primary education and finding neither jobs nor admission to secondary education may create a socially explosive situation. In addition, this situation represents a huge waste of human resources, because these young people are not given any way to contribute to the development of their countries.

More specifically, the report indicates that:

- There has been a major expansion of primary education since Jomtien and Dakar; this has led to increased demand in post-primary education, especially in lower secondary education.
- Around 70 percent of youths of post-primary age and eligible for secondary education in SSA remain out of school.
- In line with international agreements, children under the age of 16 should not enter the labour market in general.
- The number of students in need of admission to secondary education in SSA is the highest ever. This age group also has the highest share of the total population in SSA ever. After completing their education, these young people are to take care of the future development in their societies and countries, showing the importance of the education being offered to this group.
- The key arguments in favour of expanded secondary education are:
  - the social pressure to absorb graduates from primary education
  - the demand for improved education in civic values, life and employment skills
  - the high demand for trained teachers, e.g. for basic education
  - the need to reduce inequities caused by the lack of secondary school opportunities
  - the need to repair social and psychological damage in post-conflict situations
- Lower secondary education as an integral part of compulsory basic education should be seen as the terminal stage of formal education for most pupils.
- Consolidation of quality, access and equity should be ensured at the basic education level before expansion of upper secondary education.
- Quality and relevance should be improved through more relevant curricula related to life-skills and employment skills.

- For SSA, it would be most appropriate to combine primary and lower secondary education into a comprehensive basic education scheme followed by upper secondary opportunities.
- According to a study made by Deputy Director Francoise Caillods at IIEP, learning from the experiences of OECD and Asian countries might help African countries to ‘leap-frog’ the development process.
- There is a strong demand for political reforms, carefully designed and implemented, to achieve improved balanced and equitable access to secondary education.
- Strong, long-term government policies in combination with realistic planning are essential for successful post-primary education provision, including devolved leadership and the integration of civil society and NGO/INGO initiatives.
- The current provisions for financing post-primary education are neither sufficient nor sustainable; thus special attention should be given to financing:
  - increased funding by the various stakeholders
  - changed and adjusted funding modalities
- Alternatives to traditional classroom-based secondary education as well as decentralised management and administration should be explored.
- Bilateral agency support for post-primary education is mainly at the general political level. Only through general budget support or education sector budget support may some donor funding find its way into secondary education. Except for GTZ and AfDB, none of the agencies surveyed has specific projects or programmes for the support of secondary education.
- Many agencies plan to expand their support to post-primary education: this may be mainly through budget support or through NGOs/INGOs.
- Some donors have agreed in principle that, when partner countries prepare new sector plans for education including post-primary provision, the support provided can be utilised for activities of the whole sector.
- The World Bank’s initiatives in highlighting post-primary education as a major area of concern have influenced the bilateral agencies considerably.
- In multi- and bilateral funding for secondary education, the following goals figure prominently:
  - educational provisions, including life and employment skills
  - prevention of HIV/AIDS
  - poverty reduction and equal opportunities
  - relief in and prevention of post-conflict situations
- Some agencies see support to post-primary education as contributing to larger social and political goals, such as good governance, environmental improvement and longer term solutions to the challenges facing women and girls, vulnerable groups and fragile states in general.
- Implicitly or explicitly, life-skills and employment skills, rather than academic schooling, are seen as an important outcome; differentiated approaches are however identified for lower and upper secondary phases.
- The World Bank publication referred to in 5.1.5. summarises the key principles likely to be embraced by most development partners in future:

- Lower secondary education to become the terminal stage of compulsory basic education programs; its concepts must be unique and diverse in order to meet the needs of the students and prepare them for future life (chapters 1 and 2).
- Upper secondary education to become the post-compulsory terminal stage of general education, unique and diverse in its approaches to preparing students for various continuous education possibilities (chapters 1 and 2).
- Expanding equitable access and improving quality to ensure relevance are the twin challenges of secondary education worldwide (chapters 3 and 4).
- In the knowledge-based society, changing work patterns are leading to new approaches in the way curricular knowledge is selected, organised and sequenced (chapter 5).
- Qualified and motivated secondary school teachers are crucial to the success of reforms of secondary education (chapter 6).
- Multiple sources of funding and efficiency-enhancing measures should be considered to cover the significant financial investments required to expand access and improve the quality of secondary education (chapter 7).
- Traditional modes of state intervention and public management strategies need to be reformed in order to promote delivery of high-quality secondary education services (chapter 8).
- ADEA's work in the sub-sector (see 5.4. below) also provides guidelines and avenues for SSA countries and their development partners.



# 1. Introduction

## 1.1 The reason for concern

Secondary education (lower and upper) is at the hub of all education systems, strategically placed between primary and tertiary education / vocational training levels. Despite this fact, secondary level has for decades been ignored and marginalised. This was stated in the first World Bank Secondary Education in Africa (SEIA) conference in 2003<sup>1</sup>. The broad approach to post-primary education is now attracting increasing attention from governments in developing countries and from multi- and bilateral agencies alike. The marginalisation of post-primary education, especially secondary education, is most acute in SSA, where at the moment the gross enrolment rate stands at 32 percent.

This study, initiated by GTZ on behalf of the BMZ and conducted by LINS, is to highlight the existing approaches and initiatives towards the improvement of secondary opportunities – in particular lower secondary – in the programs of donors and development agencies.

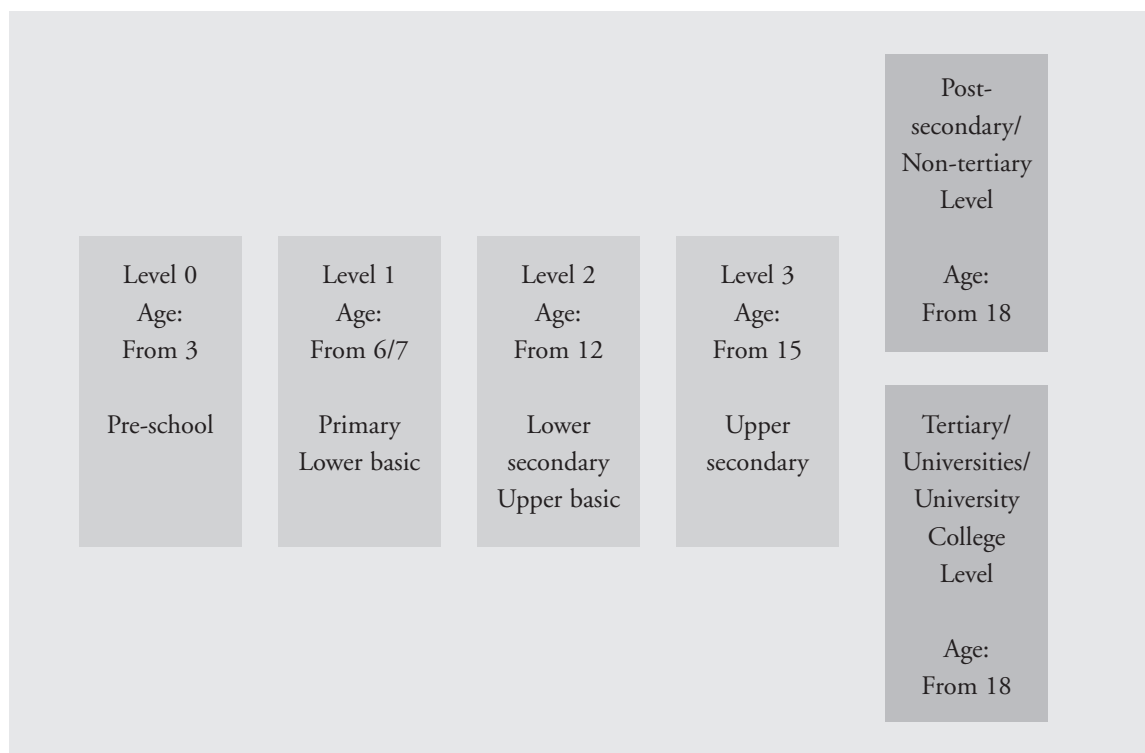
## 1.2 Terms of reference of the study

1. On behalf of the Federal Ministry for Economic Cooperation and Development (BMZ), GTZ is implementing a Sector Project for Post-Primary Education. The Sector Project is envisaged as focused on the development of strategies, concepts and instruments to support post-primary education, centred on Africa.
2. The specific objective of the study is to collect, review and validate relevant data from multilateral and bilateral donors and development agencies pertinent to the sector project's focus with special regard to their support strategies and possible implementation arrangements. The study is to be seen as part of the overall interest in supporting post-primary education initiatives and should assist in aligning activities with initiatives of other partners and donors (such as World Bank SEIA or the ADEA-Working Group on Post-Primary Education) in order to avoid overlapping of work. It will be a summary descriptive paper based on the documentation available and information provided.
3. The study will be carried out as a desk study. It will:
  - review strategies of multilateral and bilateral agencies and development agencies on post-primary education (status and prominence; sector paper or position paper available; determine the correlation within the education and training sub-sectors; kinds of support strategies)
  - describe and analyse the organisational setup and institutional provisions regarding post-primary education in each of the donor agencies (human resource base; funding, i.e. allocation per sub-sector; and assess the share)
  - describe current activities (programmes, projects) of development agencies to support post-primary education
  - specify how the strengthening of post-primary education will be operationalised and implemented, currently and/or in later years (as an integral part of sector support strategies, a single project or specified programme)
  - identify trends in supporting the post-primary education sub-sector (extent, components)

<sup>1</sup> SEIA conferences: (<http://www.worldbank.org/afr/seia>)

## 2. Description of educational levels

The structure of the education system differs between countries, regarding both duration and nomenclature of the different levels. In this study we shall keep in line with the proxy definitions given by UNESCO under ISCED.<sup>2</sup> The figure below illustrates common components of many education systems.



Pre-primary education is defined as starting from age 3.

Primary, or lower basic, is defined as 6 years of study beginning at age 6-7 as the start of systematic learning. Lower secondary, or upper basic, is defined as the final stage of 9 years of basic education, from age 12-13 up to age 15-16. Teachers at this level should be qualified for diversified subject teaching. This stage can be divided into 2 or 3 sub-programs, leading to academic or vocational training or to the world of work.

Beyond upper secondary level, entry qualifications are requested. Upper secondary is defined as from age 15-16 up to age 18-19. More qualified teachers and diversified teaching are required, with 3 or 4 sub-programs, one leading to tertiary education, one to technical education and vocational training, one to post-secondary level 4 and the last to the labour market.

Tertiary education, or higher education, has two levels, first and second stage and the doctoral level.

## 3. Upper basic / lower secondary education

### 3.1 Introduction

*This study focuses on children and youths aged between 12/13 and 15/16 years, thus ISCED level 2.* According to ISCED this level is usually called *lower secondary, junior secondary, upper primary* or *upper basic education*, depending on the system. Junior or middle high school is also used where the higher secondary level is called high school. In some countries compulsory education has been or is being extended to nine years, changing the system from 6/7 to 9 years of compulsory basic education.

At this stage teaching is more diversified, with teachers qualified for teaching particular subjects. In some countries, this level is organised in 2 or 3 streams. One stream qualifies for higher secondary and the following tertiary education, the second for vocational or technical post-primary education and the third for the labour market. However, in most SSA countries upper basic/lower secondary education is poorly developed and only one stream functions for the education of elites or most favoured groups. The trend in some northern countries is to move towards one integrated stream of general education.

Since non-formal literacy work and basic maths programs reach out to adults above school-going age, these groups should also have access to some kind of lower secondary education. They will therefore be included in this report as a target group for lower secondary education, to reach a level equalling that of 9 years of basic education.

Provision of lower secondary education includes both the government public system and many private providers. Although the government is expected to be the main provider, the situation demands a wide range of provision systems to be included to cover the full scope of secondary education.

### 3.2 Overview of the situation

From the year 2000, when Education for All (EFA) and the Millennium Development Goals (MDG) were given priority, the expansion in primary education has been substantial, with increased enrolment rates and thus increased numbers of students passing through primary education. The Global Monitoring Report 2008 states that the net enrolment rate (NER) for primary education for SSA had increased from 57 percent in 1999 to 70 percent in 2005. This has resulted in a *huge increase in the demand for access to post-primary education*. In 1990 the gross enrolment rate (GER) for secondary education was 19 percent for SSA and less than 7 percent in many countries, among them Tanzania. In 2005, when the world GER was 66 percent, the GER for SSA had changed to 32 percent, still far behind all other regions.

The table below show gross enrolment ratios (GER) for secondary education in SSA, divided by gender in lower and upper secondary level. The division indicates a slightly better situation in lower than in upper secondary, but the pressure is strongest on the lower level.

Sub-Saharan Africa								
Lower secondary education GER (%) 2005			Upper secondary education GER (%) 2005			Total secondary education GER (%) 2005		
Total	M	F	Total	M	F	Total	M	F
38	43	34	24	27	21	32	35	28

Source: GMR 2008

This is the challenging situation we are facing, indicating that over 2/3 of the age group is not continuing school after primary education. Although there might be some private options, and a number of young people may find opportunities in vocational or non-formal training, the number of out-of-school young people is disturbing. Participation patterns are also heavily skewed according to wealth, geography and gender. Children in rural areas, from poor families and disadvantaged groups, and girls rather than boys are most likely not to attend or to drop out of school and be unable to achieve access to secondary education. *There is a strong demand for political reforms that are carefully designed and managed to work towards more balanced and equitable access to secondary education*

On the financing side, Lewin (2004)<sup>3</sup> describes secondary education as the poor cousin, receiving only 15 percent of total public spending on education, in some of the poorest countries under 10 percent. This is also the case with partner funding going mainly to the primary and tertiary levels. In Norwegian bilateral assistance this is illustrated by the fact that although 15.1 percent was devoted to education in 2004, only 0.9 percent was allocated to secondary education.

To be able to finance the needs in secondary education, increased funding, changed patterns of funding and expanding the number of partners will all be necessary.

The situation is not new. A historical study supported by ADEA-WGESA describes how many of the new states in SSA in 1960-70 went through fundamental reforms of mass education, with the aim of increasing access and equity in basic education. The education systems had difficulties absorbing the large numbers of children in the schools and quality decreased considerably. The further consequence was that the increased number of students coming out of the mass education reforms flooded a very poorly prepared and planned secondary level. Existing financial, human and material means were far from adequate. Many adjustments, initiatives and relief measures were taken. But the consequence was a further decrease in the quality of education with discouraging effects on students, parents and politicians. Throughout the 1980s the education systems in many SSA countries went through a period of deep decline that severely disrupted the whole education system.

With primary education now given priority, it is again time to give more support to the demands for secondary education including both lower and upper secondary education. In ADEA's Newsletter of 2004, referring to the situation in secondary education in Africa, it is stated that "the time for reform is now". *Now the age group of secondary education has the highest share of the total population ever. It is they who will take care of the future development in their societies, which shows the importance of the education being offered to this group.*

### 3.3 Main concerns

During the last five years, many concerns about secondary education have been raised and many statements confirming these concerns have been made by ADEA, UNESCO-IIEP, the World Bank, AfDB, bilateral donors and numerous governments in the developing world.

Norway, for example, responded to this concern by establishing a Norwegian Post-Primary Education Fund (NPEF). At the launch seminar in September 2006, the main topics included:

- Post-primary education in Africa with focus on secondary education:  
Overview of the situation, policy choices and dilemmas
- Challenges in post-primary education in Africa:  
Academic versus vocational - relevance to the needs in society
- Policy choices in secondary education:  
Can the experience of OECD and Nordic countries provide useful lessons?
- Example from an OECD country:  
Korea's 60 years of experience in aligning secondary education to national priorities for social and economic progress
- Policy choices in secondary education in Africa:  
Challenges seen from different perspectives in an African country

The seminar included interesting presentations and discussions, and these have been used as sources of information for the present study. Documentation of the seminar is available on the Internet.<sup>4</sup>

<sup>4</sup> LINS: (<http://www.lins.no>)

### 3.4 Nine key arguments for post-primary education

The key arguments for post-primary education presented below come out of the concerns raised by agencies and governments.

1. Improved access to primary education in SSA results in increased pressure on the lower secondary education level to provide adequate opportunities.
2. Transition to the lower and upper secondary education levels is essential for general development in society, but it also serves as an incentive for school children to complete primary education and as an indication of the quality of primary education, for qualifying enough teachers, doctors, scientists, etc.
3. Young people out of school can easily become a threat to society. According to international agreements, children under the age of 16 should not be expected to go into the labour market in general. It is important in lower and upper secondary education to further promote positive social and civic values.
4. To prevent further spreading of HIV/AIDS, it is important to reach young people with information on the consequences of their choice of sexual behaviour. Also tolerance and caretaking for those affected by the pandemic are important.
5. Post-primary education is essential for the development of civic values such as participation in democratic activities.
6. Post-primary education is fundamental for economic growth and poverty reduction. Skills and knowledge are needed in a world of rapid technological changes and are essential for competing in the world economy.
7. Post-primary schooling is a major determinant of a person's life chances. When access is limited, inequity persists.
8. Strong and dedicated education sector policies and the political will to implement these policies are fundamental to secure equal opportunities.
9. Investment in post-primary education is especially important in post-conflict situations. Education may have further therapeutic effects beside the provision of basic skills and knowledge to generations shut off from schooling by conflict. Demobilised militia and former child soldiers will be especially important to reach.

### 3.5 Can experience from other parts of the world be useful for Africa?

During discussions on secondary education in Africa, suggestions have been made regarding learning from experience gained in OECD countries and from South and East Asia.

*“Lessons learned can provide a chance to leapfrog for Africa. Africa must try to achieve over a shorter period of time what took more than 100 years in Europe. Some tough decisions must be taken that go beyond financial resources; on content, changing behaviour, changing teaching and management practices...”*

*Contexts are differing in many ways and expansion of secondary education took more than 50 years after compulsory basic was established in OECD. This is not possible for Africa. Economic change is accelerating, technology is spreading fast. Still, the possibility for Africa to take part in and earn from these changes lies in the competence of their people.”*  
(Francoise Caillods)<sup>5</sup>

South Asia and East Asia have experience with secondary education that also might be worth looking into:

*“In East Asia the growth in post-primary education came alongside faster economic growth. In South Asia, population growth and expanding primary enrolment generated demand for expansion in secondary. But in all countries national governments have taken the challenge of making lower secondary schooling compulsory. A faster growth has been supported by measured steps to increase access by setting targets for growth and increased demand.*

*The need is strong for clear national policies, dedicated to improving the provision of secondary education in ways that prevent unequal access and favour the most needed. It is necessary to target specific areas and compensate specific groups with direct transfers instead of subsidizing schools.*

*To reach the un-reached will require alternative models. Merely looking within the formal school walls is not enough. It is necessary to break the intergenerational spiral of low or no education by reaching out-of-school youth through non-formal education. Alternative modes of delivery tend to have lower per student costs than conventional schools even while providing access to populations and areas that are typically more expensive to serve.”*  
(R. Govinda)<sup>6</sup>

<sup>5</sup> Francoise Caillods, IIEP - UNESCO at the NPEF seminar in September 2006  
<sup>6</sup> R. Govinda, NIEPA at the NPEF seminar in September 2006.

## 4. Key Policy Areas in Secondary Education

Based on studies of the available sources of information, the following chapter presents the main policy areas that seem to be commonly accepted as important.

### 4.1 Goals and functions of secondary education

It is generally agreed that secondary education fulfils a number of functions in society, but is largely looked upon as a direct preparation for employment, self-employment or access to further formal education. In general, lower secondary school should not be seen as a terminal stage of schooling, as is presently the case in many countries. This phase should be accessible to all young people. Upper secondary education should also, as a response to the needs in society, be available to the majority of young people.

Expansion must be done in stages, and basic education, composed of primary and lower secondary education, must be consolidated to provide basic general citizenship education. Quality is of utmost importance, leading to sustained growth and knowledge that can form a basis for lifelong learning. Quality also means adaptation to the needs of the individual so as to develop each student's potential.

### 4.2 Structure of secondary education systems

The overall trend is to recommend that lower secondary education should be included as the upper part of basic education and made compulsory as a continuation of primary education, aiming at consolidating basic skills and life skills, preferably without streaming into specialisations. To prepare students well for life and for future learning, an extended basic education is necessary. Low quality at primary level adds urgency to this need. Streaming or parallel systems, with one general stream leading to higher education, another to vocational training and a third to the labour market is warned against, as inequity in access can then be maintained and strengthened.

At upper secondary, the trend is to divide students into streams, with one stream for general education, preparing for the tertiary level, another for technical and vocational training, leading to higher qualifications for the world of work and further training as the needs in the workplace evolve. A third stream should prepare directly for the labour market. At the upper secondary level entry qualifications are usually required.

The different characteristics of lower and upper secondary are fundamental. They demand different discussions of policies and financing modes to expand the system and facilitate learning.

Caillods (NPEF 2006) presents the following models from developed countries:

- The *Nordic model* integrates primary and lower secondary levels without diversification.
- The *English model* integrates lower secondary and upper secondary levels.
- The *German model* diversifies lower secondary education
- The *US model* has a continuous integration from primary to upper secondary level.



Caillods suggests that the Nordic model would be most useful for SSA to follow, as it follows up an overall trend towards comprehensive lower secondary education, with efforts to smooth the transition from primary to lower secondary. In the Nordic model, all students are usually kept in the same school, sometimes in the same class. Although teachers are specialised subject teachers, they usually teach several subjects and should have many contact hours together with the students, and follow them up closely.

The structures and systems of upper secondary education vary from country to country. But a growing trend is to delay student specialisation until the later years of the upper secondary level.

### **4.3 The capacity of the system – expanding access**

With reference to the key concerns raised in point 2.4 above, it is obvious that there needs to be a steady increase in access to both lower and upper secondary education in SSA in the coming decades. Access relies on some key factors:

- Clear policies and plans in sector-wide approaches for extension of the secondary education level, with decentralisation of responsibilities to regional and/or local levels
- Strategic planning of school locations (school mapping) to ensure equitable access for all citizens
- Parental and community commitment to the support of new schools, especially financial support
- Available funds to invest in new school buildings and equipment
- Capacity in the education system to enter into contracts with builders, to monitor and follow up the construction and the financial management of infrastructure, both from a financial and technical point of view
- Capacity to administer a larger system
- Availability of teachers and head teachers
- Opportunities beyond the school for employment, self-employment or tertiary education

### **4.4 Quality and relevance – curriculum reforms**

Curriculum must be based on the situation in the country, the choice of system and its main functions. In general it is important that what should be learnt (the intended curriculum) is relevant to the local context and world of work. Further, it is equally important to develop competence to respond to change and to train for changes in society and in working conditions.

At the lower secondary level, education should mainly provide basic learning skills, including life skills, in contrast to specialised or vocational training and preparation for the world of work. The number of subjects can vary from 7 to 15, and the trend is to combine and reduce the number of subjects. A continuing and compulsory basic education structure will more easily be able to combine grades and subjects. A tendency has been to overload curricula with new elements. This should be warned against and, as far as possible, be solved by reducing less important elements before adding new. A more holistic approach could help to reduce the number of elements and release pressure in the curriculum.

At upper secondary education it is important to include vocational training and skills training. Also at lower secondary level it is important to start developing some pre-vocational skills since for many years to come lower secondary education will be the final stage of education for many children. Of special concern are the many children in rural areas where 70 percent of the population in developing countries lives, and where basic food production is the main source of living. They are among the poorest and they are the most neglected when it comes to education. For these groups topics about agriculture and rural life must be included in the curriculum and made relevant to the world of work in the area.

Students must be prepared for rapid changes in a modernising society in a globalising world. Bregman (ADEA Newsletter 2004) focuses on the need for four subject areas of knowledge and skills: science and mathematics; social life and geo-world skills; ICT and technology; and language and communication. Without disagreeing with this, Govinda<sup>7</sup> also reminds us of the concern to develop a curriculum fostering respect for and preservation of cultural traditions and indigenous values and ways of life.

More and more importance is also given to the provision of generic skills and process skills (communication, problem solving, creative thinking, analytical skills, team work, learning to learn, use of information etc.). The content should cover these three main objectives:

- Knowledge and skills in the traditional subject areas
- Teaching and learning of personal skills and life skills
- Teaching and learning of values

To improve quality, the need is first and foremost to professionalise teachers. Recruitment of qualified teachers for all levels demands expansion of the whole post-primary education system. Here perhaps is the main bottleneck to expanding a quality-based system within a reasonable time-scale and with the available financial resources.

It is generally agreed that good teachers are important for quality, but what it takes to become a good teacher is more debatable. Training of teachers demands time and money. Arguments for quality are from time to time mixed with the wish to reduce costs. *It should be stated clearly that adequately trained teachers for all children in all schools at all levels is a goal that needs to be set and achieved within a defined time limit.* Equally important is to value good results and good teaching practices that have been developed by informal providers of education outside the government system.

Besides training, teachers' motivation is most important for their work performance, and for teachers' motivation, working conditions are important. Salaries create the main costs in the system. Still teacher's salaries are often low<sup>8</sup>. Although in poor societies this is a situation teachers share with most of the population, it is important to accept and work for a salary level and working conditions that enable teachers to focus fully on their job as teachers.

Also important is teachers' involvement in decision-making processes, curriculum development and school improvements through decentralised management systems. Teachers should have the autonomy to innovate, develop and practice new teaching methods. Relevance and dedication are key words in quality education. Motivation and familiarity with the life situation in the area are important aspects in addition to pedagogical training. Content has already been mentioned under curriculum. In a rapidly changing society, relevant content is linked to the situation in the area and to the rapidly changing world of work: locally, nationally and globally. In rural areas aspects of rural life and basic competence on food production must be included in the schools' programs. Both at lower and upper secondary levels the content must be adjusted to these needs at the same time as the schools prepare for the changes that probably will lead the majority of young people to seek work in other sectors in the economy and/or take up self-employment.

Standards and systems for assessment and monitoring the learning achievements should be developed, as part of a system of quality assurance. Quality demands are in many ways linked closely to issues of management and accountability, policy and finance, and will be further discussed under these headings.

#### **4.5 Political commitment – policy choices and long-term development of the subsector**

*“The national political leadership must decide on strong, longer term and dedicated policies for secondary education and follow up with finances, plans and actions to implement these policies. A single, consolidated and coordinated set of targets for post-primary education is needed.”*

*(S. Sumra)<sup>9</sup>*

Many actors and levels are involved in secondary education and a main hurdle to efficiency and effectiveness is the lack or weakness of cooperation and coordination between them. Often many ministries and directorates are involved in the sector, with unclear distribution of responsibilities between them. Donors, both multilateral and bilateral have in the Paris Declaration agreed to harmonise their support under country leadership, but this has proved to be difficult and is not always happening on the ground. NGOs, both international and local, are also involved, often with their own agendas. Finally, private enterprises and local stakeholders are important actors, also with their varied agendas. All this requires a strong national leadership conducted in ways that do not restrict important contributions. A critical policy issue is also the devolving of more responsibility and decision making power to local levels, to schools and to local stakeholders to create more involvement and bottom-up change processes. Two-way information and communication streams are equally important to include and align all levels of the system in a process of change and improvement.

<sup>8</sup> The use of such tools as the per capita annual GDP as a means of comparing teachers' salaries with average national incomes is misleading as high levels of poverty in many societies skew such statistics. The basic problem confronted by many countries is the recruitment and retention of teachers at the secondary level where salaries and conditions in the private sector are so much more attractive.

<sup>9</sup> (S. Sumra, Haki Elimu at the NPEF seminar September 2006).

## 4.6 Financing

In SSA countries, average spending on education has increased from 3.9 percent of GDP in 1999 to 5 percent in 2005. (GMR 2008). Of this amount around half was spent on the primary level and less than a quarter on secondary education by 2001 (Mingat, ADEA Newsletter 2004). If universal access to lower secondary education is to be achieved, Mingat calculates the education sector will require 6.2 percent of GDP and secondary level 50 percent more than the current share of public expenditures (SEIA Synthesis Report, 2007). At present unit costs in secondary education are much higher than in primary education. However, great variations in unit costs for secondary education are found between countries. One reason for high unit costs is inefficient use of resources. Still, if participation is to increase, costs will have to increase to unsustainable levels given the present financial situation of the SSA countries. *It is therefore evident that financing is far from sustainable and financial aspects must be given much more attention.*

In general it is argued that secondary education should be planned by the state and financed by the public sector at all levels. Still, the private sector provides a substantial part of secondary education and most of the vocational training in many countries. A partnership between the private and the public sector will therefore continue to be necessary, both for financial and quality reasons. Lower and upper secondary education will have different financing needs and should be discussed separately. If lower secondary is to be included in basic education and kept general, unit costs will be more comparable to primary level costs, since vocational education and skills training will be less emphasised. As a general rule this should also be part of the public education provision.

How private financing and private firms should interact and take part in vocational training is the subject of intense debate. It is argued that school-based vocational training is expensive, and that training should depend on labour market needs. It is also argued that generic skills will be more relevant for future work than low quality vocational subjects that often are out of step with labour market realities. This report focuses mainly on lower secondary education. Financial needs and cooperation arrangements between the private and public sectors will therefore not be so important to discuss here, although the positive aspects and the need for co-operation should be taken into account.

Govinda<sup>10</sup> claims that there is rapid, almost uncontrolled, expansion of self-financing private schools in many developing countries. In the poorest countries this could be an issue for concern. He claims that the government should take major responsibility for expansion in order to ensure that scarce public resources benefit the really needy and, at the same time, private resources are attracted to public education. Govinda also suggests exploring additional ways of expansion of educational provision besides building classrooms and appointing teachers. ICT can be an important tool and a supplement to both formal and informal education provision as it has the potential to reach out and change almost every dimension of school provision and might be able to do this in cheaper ways than the traditional approach.

#### **4.7 Management and administration - the governance issues**

Decentralisation has become a common practise in OECD countries. This path is now followed in many SSA countries. However, how decentralisation is practised varies substantially between the different countries. The main rationale for decentralisation is to make public services more available to all people in a country, with improved efficiency and quality. In many countries teacher management and financial management are decentralised to local government or local level administration. Pre-service training of teachers is usually kept as a centralised issue, while in-service training is often handed over to the local levels. Issues and funding which are mainly kept at the centralised level include the curriculum framework and standards, monitoring and quality assurance and examinations.

A common experience is that decentralisation works better when the central government is strong with well-formulated policies, and where the tasks that can most appropriately be carried out at the central level are kept centralised, while at the same time tasks and decision-making authority are decentralised when appropriate. The division of responsibility between the centre and the periphery is determined by local circumstances, and no standard patterns have emerged. For example, teachers' salary payments may be determined centrally but disbursed locally; the curriculum may be laid down centrally, with certain elements developed and implemented locally. The emerging trend is for the central ministry to determine policies, standards and procedures but the region or district to implement according to agreed criteria.

# 5. Bilateral Agencies - policy and programmes for the promotion of education with special focus on lower secondary education

This section of the report provides an overview of selected development partners' policies regarding support to secondary education. In each case a brief overview is given of the general development assistance policy of the agency and then where available, specific information on the educational implications of the policy are discussed.

## 5.1 Canada - Canadian International Development Agency (CIDA)

### General organisational setup and policy framework

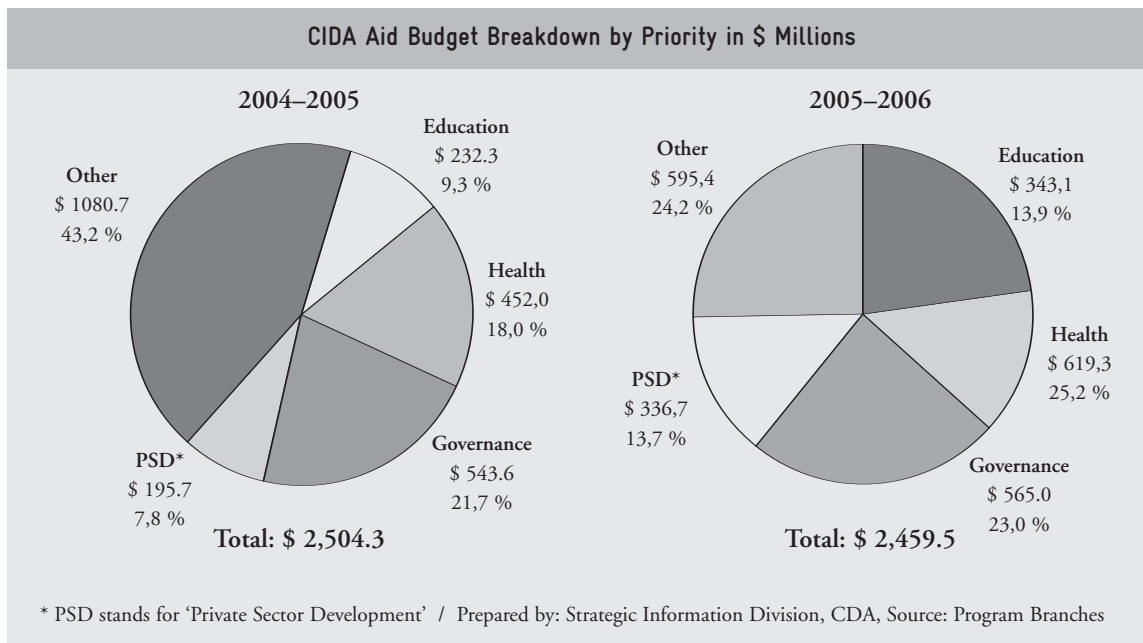
Canadian CIDA was established in 1968 to administer the bulk of Canada's official development assistance. It focuses largely on bilateral aid to a group of countries which have shown that they can use aid effectively. Key policy areas for CIDA are poverty reduction, democratic governance, private sector development, health, basic education, equality between men and women and environmental sustainability. The agency falls under the Minister of International Cooperation and is headed by a president supported by an executive vice-president and a corporate secretariat. The agency has a further 12 branches covering geographical and thematic areas. The agency's headquarters are in Quebec but there are regional offices established across Canada. The agency works closely with other federal departments, Canadian organisations, international agencies and partner countries in the South.

CIDA states that education is the single best development investment a country can make. It contributes to better health, higher incomes, and increased participation in community life. These social and economic returns have been proven to be particularly high when girls are educated.

The world community has been committed to achieving universal primary education since 1990. The eight millennium development goals (MDGs) agreed by the UN Assembly in 2000 identify some of the main causes of extreme poverty in today's world. Two of the MDGs -universal primary education and reducing the gender gap at all levels of education -underscore the importance of this issue and the importance of educating girls. In the light of this international trend, Canada, a world leader in child-centred, girl-friendly education, has identified basic education as a program priority. This is also clearly reflected in the resources spent on education as a whole, and on basic education within this allocation.

### Assistance to lower secondary education

Of bilateral spending in 2004-05, 9.3 percent was allocated to education, with only 0.9 percent going to secondary education (Statistical Report on ODA 2004-2005 table L, p. 35). The resources spent on supporting education as a whole were increased from 2004-05 to 2006-07, from 9.3 percent to 13.9 percent, a formidable increase of 50 percent. Whether support to secondary education is more or less than 0.9 percent is yet too early to tell, as the Statistical Report on ODA 2005-2006 is not yet available on the CIDA website.



The main conclusion is that CIDA is consistent in giving priority to basic education under the MDGs, which is also reflected in the plans for 2007. Secondary education is not part of the MDG framework, except for the gender equality reference in MDG 3, for gender equality in primary and secondary education to be reached by 2005. As we now know, that target was not achieved by 2005.

The planned breakdown of current programming for 2006-2007 shows a continued strong support for basic education by 15.7 percent being allocated to this sector. There is little doubt that Canada at this stage sees supporting the MDG on primary education as being the central target within education, and that for all practical purposes Canada has neither a strong policy, nor is it spending much of its resources in support of secondary education.

## 5.2 Denmark - Danish International Development Agency (Danida)

### General organisational setup and policy framework

Denmark's development agency, Danida, falls under the control of the Ministry of Foreign Affairs. Sub-Saharan Africa is the main recipient of Danish aid, accounting for around 60 percent of bilateral assistance to the Danish program countries. Poverty reduction remains the fundamental challenge for Danish development cooperation. At the same time, Danish development policy is recognised as a central and integral part of Danish foreign and security policy, hence the location of Danida within the Danish Ministry of Foreign Affairs. (Danish Development Policy, 2006)

“Africa - Development and Security” (2005-2009) is the title of Danida’s policy framework document, indicating immediately where the agency sees the priorities. The central message is that the Danish Government feels that it can contribute to development in Africa by “creating better coherence between our efforts for peace, economic growth and development”.

In summary, Danish policy requires foreign policies and development, trade and security policies to interact and mutually reinforce each other to support development in Africa in the best manner possible. A poverty-oriented development policy is essential for Africa, and approximately two-thirds of Denmark’s bilateral assistance will go to Africa and to the work of multilaterals also focusing on Africa. In general, the Africa policy is focused on the following six goals:

- integration of Africa into the global economy
- promotion of business development in Africa
- peace and stability as pre-conditions for development in Africa
- the ‘Regions of Origin’ initiative in Africa to be strengthened as a response to refugee problems
- human rights and democracy in Africa
- health, education, water and a sustainable environment for the most impoverished Africans

These goals have been formulated in the light of the UN’s Millennium Declaration and the MDGs (2000), the launching of the Doha round of the WTO (2001), the launching of the NEPAD reform initiative (2001), the pledge of the Monterrey summit concerning better governance (2002) and the World Summit on Sustainable Development (2002).

The thrust of Danish development policy is therefore clear and echoes World Bank thinking in that more focus is given to the enabling conditions of peace, stability and economic growth as a context for social development than direct support for social sector issues such as health and education.

In the section of the policy document devoted to human development (page 25 ff), the following statement gives an insight into Danida’s thinking on the social sector:

*An efficient, healthy and well-educated work force is paramount for sustainable economic growth and poverty reduction. The development of human resources must - as emphasised in many African countries’ own policies and strategies - for that reason be at the core of the development process.*

The policy document goes on to state that targeted investment in the social and economic sectors will enable the poor to utilise their own resources in the best possible way and thereby improve their living conditions. Water and sanitation, health and education are particularly critical sub-sectors as far as women and girls are concerned. Continued dialogue with the World Bank and IMF will strengthen social sector work, which is again seen as supportive to economic development and poverty reduction. Interestingly enough Denmark’s policies towards the HIV/AIDS pandemic focus very much on the health sector for support rather than emphasising the education and social development aspects of the disease.



Education is dealt with in the policy document in terms of human resource development. Important aspects from Danida's point of view are long-term solutions to educational challenges, investment in girls' education and vocationally relevant forms of schooling. New education programmes in Burkina Faso and Benin are earmarked in the document as well as the strengthening of national planning capacities. Focusing on the needs of vulnerable children, encouraging inclusive education and other initiatives directed at children will be integral parts of Danida's development policy.

#### **Assistance to lower secondary education**

Like other development partners, Danida is looking again at the pressure to invest in post-primary education. The need to respond to the impact of EFA is growing and the agency is working on suitable responses. Where Danida is already engaged in budget support or education sector support, certain proportions of its development assistance funding may be channelled into post-primary or even tertiary. For some 18 months, Denmark has been supporting a modest initiative in Mozambique regarding TVET policy development and an exercise in equivalence for qualifications. However, at present there is no declared policy on how post-primary education should be addressed; the emphasis for the time being remains on EFA and the MDGs, although the arguments regarding the poverty impact of diversified post-primary education and training are being re-examined by the agency.

### **5.3 Germany - Federal Ministry for Economic Cooperation and Development**

#### **General organisational setup and policy framework**

Four main principles guide the German Federal Government in their development cooperation: poverty reduction, promoting equitable forms of globalisation, building peace and environmental protection. Within this policy framework a key task is to promote education as a human right, because:

- Education is fundamental to a functioning democracy; knowledge is a prerequisite for participation in democratic processes; education enhances self-confidence.
- Education is a prerequisite for poverty reduction through economic growth.
- Education has a positive impact on the society through improved health and nutrition, environmental awareness etc.

The German Federal Government's commitment in the education sector is geared towards the internationally agreed targets of the Millennium Development Goals (MDG) and the Dakar EFA Framework for Action. Germany is also committed to supporting the EFA Fast Track Initiative. Policy statements emphasise that education is a priority area.<sup>11</sup> Since the early 1990s, primary education has therefore played a key role in Germany's international cooperation in education and research with partner countries. This also includes out-of-school youth and adult education aimed at promoting literacy skills. Germany is one of the few donors actively contributing to the primary and secondary education sector as well as to the development of vocational training and higher education.

<sup>11</sup> See e.g. Action Plan 2015: <http://bmz.de/en/principles/aims/programme2015/index.html> or the Education Sector Concept (2004)

The German strategy for implementing the MDG is defined in the Program of Action 2015. "Realising human rights", including the right to education and gender equity, is one of ten priority areas. Further priority areas of action which involve the promotion of education are "Boosting the economy and enhancing the active participation of the poor", "Ensuring the participation of the poor in social, political and economic life and strengthening good governance" as well as "Guaranteeing basic social services and strengthening social protection". The Program of Action 2015 calls for higher public spending to benefit the poor, especially in the health and education sectors, with a particular focus on measures intended to increase school enrolment of girls.

The responsibility for implementing these policies lies with the German Federal Ministry for Economic Cooperation and Development (BMZ). They work through the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH – German Technical Cooperation - the German Development Service (DED), the KfW Entwicklungsbank (KfW development bank), InWent, Capacity Building International, Germany, and other German NGOs. Each agency has its specific responsibilities and expertise. Depending on country partners, the needs and focus of the activities are carried out either individually or jointly by the respective agencies through sector-wide approaches, programmes, individual projects, basket funding, budget support or silent partnerships.

In 2006, Germany allocated 1.1 billion euros to the promotion of education, which amounts to 15.5 percent of the German bilateral ODA. However, 717 million euros were used to cover tuition fees for students from developing countries studying in Germany. Furthermore, 36 million euros were assigned to tertiary education and 92 million euros to support technical and vocational training in partner countries.

#### **Assistance to lower secondary education**

In 2006, 68.5 million euros were earmarked for basic education and 58.5 million euros for general education reform measures such as supporting education policy and administration, teacher training and research. Some support for lower secondary education is included here since basic education – as defined in many countries – covers primary and lower secondary education. Yet specific support to lower and upper secondary education usually amounts to less than 10 million euros. In 2006, however, it added up to 66 million euros due to measures of the Ministry of Foreign Affairs, e.g. in Afghanistan.

## Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH – German Technical Cooperation

### General organisational setup and policy framework

The federally owned Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH -German Technical Cooperation - primarily carries out activities on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ) in achieving its development-policy objectives. GTZ also operates on behalf of other German ministries, the governments of other countries and international clients, such as the European Commission, the United Nations and the World Bank, as well as on behalf of private enterprises. In addition, GTZ cooperates with political foundations, the two major Christian churches and numerous NGOs at national and international level, including German Agro Action, the largest German NGO, and the World Conservation Union (IUCN). Cooperation with the private sector is becoming increasingly important. In the past five years, GTZ launched some 300 public-private partnership (PPP) projects (i.e. joint projects between private sector companies and GTZ) in over 60 countries throughout the world. Using synergies for mutual benefit is the motto behind GTZ's growing strategic alliances with external partners from all areas of society. To improve networking and efficiency of cooperation at the European level, GTZ joined other European partners to form EUNIDA, the European Network of Implementing Development Agencies. Currently, the network covers the UK, Luxembourg, Belgium, France and Germany. The network seeks to use its services to mobilise the specific competences which the member organisations and their national governments have developed for cooperation with the European Union.

In the field of education, GTZ, on behalf of BMZ, is committed to promoting learning potentials and building basic qualifications for lifelong learning. Holistic demand-driven and needs-based education systems are to ensure development of appropriate and relevant competencies, knowledge and values at all levels of learning. With its broad approach, GTZ assists in preparing human resources to participate in social and economic development as well as innovation in the following areas:

- education policy advisory services
- post-primary education focusing on secondary education
- technical and vocational education and training
- ICT in technical and vocational education and training
- higher education and sciences
- education and conflict transformation
- promotion of children and youth as a target group in development cooperation

GTZ, on behalf of BMZ, concentrates its support to basic education mainly on eight countries (Afghanistan, Guinea, Honduras, Yemen, Malawi, Mozambique, Pakistan and Tajikistan). In addition, in 55 other countries basic education projects and programmes are supported to work towards achieving the human right of "Education for All". GTZ accompanies its partner countries through reform processes with work ranging from policy and management advisory services, assistance in teacher training and curriculum development to out-of-school education for special target groups.

The general aim of GTZ activities in the basic education sector is to strengthen educational systems and, through this work, to contribute both quantitatively and qualitatively to the improvement of education in Africa, Asia and Latin America. Partner countries are supported in improving the access of their populations to quality basic education. The appropriate education concepts are developed to suit the specific education needs and potential of people in urban as well as rural areas. Specific education concepts are further developed to suit the potential of the most disadvantaged groups, such as ethnic minorities, girls or refugees.

In addition to advisory services in the formal education system, non-formal education approaches are also supported. The aim is to foster a seamless transition from basic education to vocational training facilities, universities and youth-training schemes. Core activities include the training and upgrading of teachers as well as institutional and policy advisory assistance to ministries of education and their subordinate education administrations. In this way comprehensive or regional innovations in the educational system can be supported at system level. These activities are supplemented by cooperation and coordination with civil society organizations, supra-regional networks and international initiatives.

In future, the promotion of basic education and crisis prevention are to be more closely interwoven in development cooperation to enable children and young people to learn to live together in peace and to defend social cohesion. This is the objective of the sector project "Education and Conflict Transformation", which GTZ has been conducting since the beginning of 2004 on behalf of BMZ.

#### **Assistance to lower secondary education**

So far, lower secondary education at country level is being supported by some components within basic education programs, e.g. integration of life and pre-vocational skills into lower secondary schools in Mozambique; "innovations in curricula" with "youth and entrepreneurial skills" for children from classes 1 to 9 in Guatemala; peace education in primary and lower secondary schools in Sri Lanka; non-formal basic education programs for women in Senegal, basic education for youths in post-conflict situations in Sierra Leone; and a non-formal education program for out-of-school children and youths in Malawi.

In order to meet the enormous existing and prospective needs in secondary education better than is possible with a restricted number of individual components, the sector project on Post-Primary Education has been set up. The sector project aims at the development and improvement of sector-integrated upper basic/lower secondary and upper secondary education approaches, including modes of transition between the various education levels. The sector project documents and analyses existing post-primary education approaches systematically. Based on results and needs, guidance and assistance are being provided to partners in adopting, designing and implementing appropriate post-primary education approaches as well as in incorporating these approaches into their sector programs.

Within this framework, upper basic/lower secondary education is seen as the final opportunity to ensure quality within compulsory education and prepare children and youths for future life, training or further education. The sector project aims at:

- inclusion of lower secondary education into compulsory basic education
- improved quality and relevance of results of basic education
- quality flexible curricula capable of adjustment to local situations
- improved promotion of individual talents and aspirations of pupils
- improved equality of opportunity
- civil society involvement in developing cooperation and confidence in schools

Beside these activities towards improving formal education, non-formal education approaches are also targeted by the sector project. Out-of-school children and youths are also to have adequate chances to make up basic education and prepare for life, vocational training or even re-integration into the formal system.

## **German Development Service (DED)**

### **General organisational setup and policy framework**

The German Development Service is one of the leading European development services for personnel cooperation. They place development workers at the request of governmental and non-governmental organisations in partner countries on the basis of framework agreements. The organisation is jointly owned by the Federal Government of Germany and the working group “Learning and Helping Overseas”. DED is financed from the federal budget.

In regards to education, DED is mainly active in the field of vocational training. There the target groups for assistance are young people, women and girls, business people in the informal sector and their employees, and disadvantaged and poor population groups.

Intermediaries include managers and instructors at state and private-sector training institutions and teacher training colleges, employees of the education and labour ministries as well as associations of private sector educational agencies and chambers.

In the partner countries, DED supports the implementation and further development of future- and job-oriented vocational training systems which include formal and informal components and are committed to the concept of lifelong learning. DED and its expertise are available to all actors involved in planning, implementing, improving and evaluating labour market-oriented vocational training measures.

DED offers the following services to ensure demand-driven and practically oriented training:

- management and organisational advice to state and private-sector vocational training institutions and associations
- development and adaptation of curricula, teaching and learning material, including establishing e-learning platforms
- upgrading trainers and teaching staff
- advice on implementing non-formal qualification measures
- advice to graduates on finding work and business start-ups
- establishing networks and partnerships between the private sector and vocational training institutions.

#### **Assistance to lower secondary education**

DED is not involved in any specific development initiative focussing on lower secondary education at this moment.

### **KfW Entwicklungsbank (KfW Development Bank)**

#### **General organisational setup and policy framework**

The KfW finances investments and accompanying consulting services in developing countries (Financial Cooperation). It carries out its work on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ). The KfW Development Bank is committed to the primary goal of German development cooperation, namely to improve the economic and social conditions of the people in developing countries in a sustainable way.

Within education, it provides financial support towards constructing and equipping primary and secondary schools, teacher training centres, universities and other educational facilities, including provision of learning materials and textbooks. Support of technical and vocational training programmes is also still an important area of funding within German Financial Cooperation. Sector and cross-sector concepts are the frameworks for KfW Development Bank's activities in the field of education.

### **Assistance to lower secondary education**

With reference to the World Bank policy paper “Development and the Next Generation” of 2007, KfW will focus on the generation aged 12 - 24 in developing countries and their potential for development if they are given education and competence. It is argued that this group must be prioritised through investment in secondary and tertiary education. In addition, other activities in lower secondary education in Yemen, Malawi, Indonesia, Côte d’Ivoire, Tanzania and Guatemala are supported by various instruments.

## **InWEnt - Capacity Building International, Germany**

### **General organisational setup and policy framework**

InWEnt is a non-profit organisation with worldwide operations dedicated to human resource development, advanced training, and dialogue. InWEnt is commissioned by the German Federal Government, the German business sector, and the German federal states and makes an important contribution to equitable and sustainable development. Sixty percent of all programmes are implemented at the request of the German Federal Ministry for Economic Cooperation and Development (BMZ). In addition, programmes are conducted for other German federal ministries and in cooperation with German companies in public-private partnership projects. On an international level, InWEnt works together with the European Union, the World Bank, the International Monetary Fund, the World Trade Organisation, and the United Nations.

Within social development, the focal areas for education are education sector management and “Quality of Education”. In order to succeed with EFA and - in particular - FTI, it is vital that ministries of education are able to produce and manage realistic budgets. A needs analysis has indicated that in many cases appropriate training for the staff of ministries of education is necessary in order to ensure realistic costing, rapid response if deviations from the planned objectives are identified, and proper coordination with ministries of finance and decentralised organisations. To this end, InWEnt and the International Institute for Educational Planning (UNESCO-IIEP), African partners and the Ministry of Culture of Hesse are currently developing practice-oriented pilot projects in Southern Africa.

Appropriate quality assurance systems are fundamental instruments in education policy. InWEnt promotes the development and application of these systems with the help of programmes to foster an international exchange of experience and information between networks, sector organisations and decision-makers in developing countries. This can take the form of conferences on the planning and use of international comparative education studies. IIEP is a major partner of InWEnt in this area.

### **Assistance to lower secondary education**

InWEnt provides training in Germany for teachers and lecturers from partner countries on topics such as education quality and educational financing.

## 5.4 Ireland - Irish Aid

### **General organisational setup and policy framework**

Responsibility for Irish foreign policy, including assistance to developing countries, lies in the first instance with the Minister for Foreign Affairs. However, particular responsibility for policy on ODA is assigned to the Minister of State for Overseas Development at the Department of Foreign Affairs. The Development Cooperation Directorate, a division of the Department of Foreign Affairs, is responsible for administering the Irish Aid Program. It also coordinates ODA by other government departments. Some 80 percent of Irish ODA goes to six countries in Africa with a seventh, Malawi, due to join them.

The overarching objective of Irish Aid is the reduction of poverty, inequality and exclusion in developing countries. All of Irish Aid's policies and activities are measured against their contribution to the reduction of poverty and against the progress they achieve towards the development targets set by the international community. The eight Millennium Development Goals (MDGs) underpin the poverty reduction policies and activities of Irish Aid.

The causes of poverty cannot be addressed in isolation and are interwoven to such a degree that a comprehensive, holistic and cross-sectoral approach is crucial if real and sustainable reductions in poverty are to be achieved. The MDGs and the specific targets set to enable their achievement to be measured provide the context within which Irish Aid priority functions are decided.

As far as Africa is concerned, Irish Aid concentrates its work on six partner countries - Ethiopia, Uganda, Tanzania, Zambia, Mozambique and Lesotho. Irish Aid also has projects in Zimbabwe and South Africa.

### **Assistance to lower secondary education**

Irish Aid disburses its support to education mainly through budget support and education sector and sub-sector support related to sector-wide programmes. The issue arises of the tracking of monies given in this way. It is through dialogue with the partner government that Irish Aid ensures that the focus on EFA and the poorest is maintained. The case of Uganda, one of Irish Aid's main partner countries, is instructive. With the announcement by the Uganda Government in January 2007 of free post-primary education, enormous pressure was generated to develop policies and capacities to deal with the changed situation. Irish Aid was heavily involved in the consequent dialogue, emphasising that the maintaining of quality across the whole education sector was extremely important and that a renewed focus on one sub-sector should not penalise others.

In brief it can be stated that Irish Aid, as a like-minded donor, has a growing interest in post-primary education but avoids investment in specific projects and programmes, preferring to develop a dialogue with partner governments leading to sector-wide support, especially through budget support.



## 5.5 The Netherlands

### General organisational setup and policy framework

The Dutch Foreign Ministry and its development cooperation agency are fully committed to the Millennium Development Goals. To this end, partnerships are promoted with civil society organisations, enterprises and knowledge institutes in rich and poor countries alike. In the Netherlands development cooperation is not just a matter for government, but many people contribute in one way or another, as volunteers or as donors. The donation of funds to poorer countries has been found insufficient and in latter years more emphasis has been placed on political will, global market opportunities, peace and stability. The Dutch government plans to exert influence in these areas through political means, by widening the scope of policy in the fight against poverty and by 'using to advantage its international pioneering role'.

Each year the Netherlands allocates 0.8 percent of its GNP to poverty reduction, of which 0.1 percent goes to the environment. Half the funding goes to Africa. Through a regional approach the Netherlands contributes to conflict resolution in the Horn of Africa and the Great Lakes regions. The Netherlands supports good governance initiatives in 36 partner countries with a focus on human rights and economic development which increases employment opportunities and government revenue. Education, HIV/AIDS, water, the environment and reproductive health are all prominent issues in Dutch development assistance.

Development can only be successful if it is complemented by economic and social growth. The Netherlands gives special attention to women and other vulnerable groups and is particularly active in promoting basic education as a key to development. Knowledge is seen as the engine of social and economic progress and as essential for achieving the MDGs. The Netherlands supports higher education and research in selected partner countries.

Basic education defined as accessible, good quality schooling is crucial in fighting poverty. It enables people to develop, to earn an income and to gain control over their own lives and take part in society. The Netherlands support countries which develop and implement serious education plans, cooperating with international organisations and civic society in the Netherlands and abroad.

Currently the education division of the Dutch Foreign Ministry is in the process of rethinking its policy on post-primary education. On the country level, the education specialists are already targeting part of the support to the TVET sector - concerning basic vocational skills. Furthermore, lower secondary education is looked upon as part of basic education. They see the scope of basic education very much as a country-specific issue. In many cases, teacher training is included in the basic education sector support. The Netherlands provides education sector support, but giving preference to the primary level. For the time being they are in discussion with other donors on how to include support to secondary level and TVET, but so far without reaching conclusion. Discussion of support for higher education has also started. But a clear policy will still take time to develop.

The higher education programme so far consists of the Netherlands Fellowship Programme (NPF), the Netherlands Programme for the Institutional Strengthening of Post-Secondary Education and Training Capacity (NPT) and the Cooperation International Institutes Programme (SII). The NPT is a programme of north-south cooperation designed to use Dutch expertise to strengthen institutions in the south. The programme is managed by NUFFIC, the Dutch organisation for international cooperation in higher education.

#### **Assistance to lower secondary education**

The Netherlands commits 15 percent of its total development aid budget to the promotion of basic education. However, the agency prefers to work through the sector-wide approach, which is defined during the dialogue with the partner country. In Zambia, for example, the sector runs from kindergarten to the tertiary level, so support to the sector may by default include support to secondary and other post-primary education. There is an obvious conflict here with the 15 percent principle which the agency is still trying to resolve. Officially, the Dutch have no policy and therefore no budget for secondary education development in Africa. But the move towards general budget support, and even sector budget support, results in the anomaly identified above. Like many other agencies, the Dutch are wrestling with the issue of going for targeted support or more general budget support. To add to the complexity, a parallel debate is going on concerning what is meant by basic education and post-primary education. For those espousing basic education as a 7 to 9 year cycle which includes primary education and addresses life-skills, then there is no need for a discussion of lower secondary education. This sub-sector is already covered. For those more comfortable with the model which sees lower secondary as integral with or closely related to high school, then the basic education model is inadequate. This debate is not confined to the development partners but includes also recipient governments.

As with the other agencies contacted, the Netherlands does not promote specific projects or programmes for post-primary education in the partner countries. A new policy paper is under preparation to reflect the growing interest in post-primary education, and it is likely that the Dutch will devote more of their educational aid budget to this sub-sector.

## 5.6 Norway

### General organisational setup and policy framework

Norway's development agency, Norad, falls under the control of the Ministry of Foreign Affairs but has its own Minister for Development Cooperation and its own administrative and technical support structure. In bilateral work Norad works through the Norwegian embassy in 7 main partner countries and 18 other partner countries, but contributes also substantially and directly to the major multilaterals. The Norwegian policy of development cooperation is strongly committed to the Millennium Development Goals. The main strategy has changed from project support and integrated programs to sector support and budget support. Furthermore, Norway strongly supports harmonisation among donors and recipient responsibility. The current white paper, "Fighting poverty together", of 2003 cites education as a main goal, and the previous education strategy was entitled: "Education - Job Number 1". Support to education should reach 15 percent of the total bilateral support. More recent policy statements show a shift in emphasis from 2003. In the plans for 2007, the Norwegian Government has given priority to five main areas:

- peace, human rights and humanitarian assistance
- good governance and anti-corruption
- women and equity
- environment and sustainable development
- energy and oil.

Within all these areas knowledge and competence are of underlying, basic importance.

### Assistance to lower secondary education

Africa receives around 40 percent of the Norwegian bilateral assistance. Five countries have been the main cooperating partners, namely Mozambique, Sudan, Uganda, Tanzania, and Zambia. However, Norway now intends to loosen up their support to some main countries and instead support the region and to be more flexible concerning for what purposes or to which countries the support can be given. Mozambique has been granted a long-term commitment of Norwegian assistance and the four countries Malawi, Uganda, Tanzania, and Zambia are in negotiations for the same support. In these countries allocations to social sector support make up around 50 percent of the total sum. Education support has mainly been directed towards basic education with a focus on quality education for all children. In 2004 approximately 15 percent of bilateral assistance went to education, 5.1 percent directly to primary education and 5.5 percent directly to higher education. Only 0.9 percent was given directly to secondary education, showing how limited the Norwegian contribution has been to this part of the education system. In 2006 the bilateral support to education was 12 percent and with multilateral support included, the assistance to education amounted to something between 12 and 15 percent. Attitudes seem to be changing and secondary education is expected to be given increased support in the future, as concern for the situation is growing.

The Norwegian Education Trust Fund for Africa (NETF) that was launched in 1998 and ended in 2006 was primarily directed to primary education and to strengthen the countries and groups that were most at risk of not achieving EFA. NETF was managed within the Africa Region Human Development Department of the World Bank. It was involved in financing education sector programs and analytical work, such as the country-specific analytical work related to EFA. NETF has been involved in partnerships with multilaterals such as UNESCO, UNICEF, COMED, ADEA and FAWE. Secondary education has mainly been supported through the SEIA studies and conferences (further described in section 6.7 below). NETF will continue as part of the international Education Program Development Fund (EPDF) as support under the FTI. A continuation of a Norwegian Fund was planned as a separate Norwegian Post-Primary Education Fund for Africa (NPEF) and launched in a seminar in September 2006. This was a clear signal of the new concern for post-primary education, and 30 million Norwegian kroner (USD 5 million) was released for the Fund for 2006. In the time after the launch other FTI partners have signalled interest in joining the NPEF, among them the Netherlands. The final decision has therefore been to include this fund in the EPDF and extend EPDF to also provide support to secondary and higher education planning and programming. The intention is to establish a separate board to deal with post-primary activities, but this has not been concluded yet. Norway has released an additional 20 million Norwegian kroner (USD 3.3 million) for this part of EPDF for 2007.

Norway also gives substantial assistance through NGOs, with 30 percent of the education assistance channelled through such organisations. However, this assistance is mainly directed to basic education. Norwegian secondary schools are cooperating with secondary schools in South Africa and Zambia with support from Norad, and the Norwegian Missionary Council, SOS Children's Villages Norway, and Atlas Alliance are supporting secondary education/vocational training in Kenya, Malawi and Mozambique on a small scale.

## **5.7 Sweden - Swedish Development Agency (Sida)**

### **General organisational setup and policy framework**

Swedish Sida works on behalf of Sweden's parliament and government to reduce poverty in the world. The agency has more than 120 partner countries throughout the world but also administers the Swedish contributions to the development cooperation programs of the UN and the EU. Projects are no longer the preferred mode of operation and Sida works with some 1400 cooperating partners, some of whom are Swedish.

In countries where Sweden supports educational programmes, the emphasis is on support for sector programmes that ensure the right to education for all, especially girls. Institutional cooperation and other strategic measures to raise capacity are often included as components in this work.

Priority is given to primary education, but also adult education and non-formal education as well as reforms and measures that enhance sustainability, capacity and quality of educational systems. Special attention is given to education for girls and women, and to ways in which the educational system can assist in preventing HIV/AIDS. One of the starting points of such a policy renewal is the report *Post-basic Education in Partner Countries* (McNab, 2003). It was commissioned as a contribution to Sida's policy work in the field of education. The background was that little support had been given to post-basic education during the 1990s. Strategic issues relating to post-basic education were, as a result, "almost dormant within Sida, as has indeed been the case in many other agencies during this period". In contrast, a lot of attention had been given to basic education and to higher education and research.

#### **Assistance to lower secondary education**

In trying to fill this gap, the McNab paper places the traditional discourse on skill training after primary education in a broader social and economic context. It argues that the challenge ahead for Sida is to find what can be done to improve a very difficult life situation for young people.

Partner country priorities are "increasingly set out in poverty reduction strategy papers. In general there is a focus on basic education, with the intention to give higher priority to secondary education in a second phase. Education support is often planned as sector wide programmes (SWAps) but so far there are no SWAps in which Sida financing is spread across all levels and types of education."

In contacts with Sida it has been confirmed that the agency has no explicit policy on support for secondary education, but there is an increasing awareness within the organisation that a new policy and stronger support will be needed for secondary education in SSA, precisely for the reasons referred to in the introduction to this report: "The demand for access arises from the growing number of students completing primary school and the potential social consequences of having frustrated young people getting neither a place in secondary education nor a job." Sida spokespersons indicated that there might soon be a need to start an international process like EFA for secondary education, since it is obvious that the developing countries will need considerable support to expand and reform secondary education to handle the challenges ahead.

## 5.8 Switzerland (Swiss Development Cooperation)

### General organisational setup and policy framework

The Swiss Agency for Development and Cooperation (SDC) is located within the Federal Department of Foreign Affairs. SDC is responsible for overall coordination of development activities across the Swiss Government agencies and ministries. The agency employs some 550 people to carry out its activities in Switzerland and abroad, focusing on bilateral and multilateral development cooperation, humanitarian aid and cooperation with Eastern Europe. Bilateral development cooperation is focused on 17 priority countries in Africa, Asia and Latin America. Swiss development aid to education is concentrated on seven countries in West and Central Africa, four in Asia and two in Eastern Europe. The African countries are Benin, Burkina Faso, Cape Verde, Chad, Democratic Republic of Congo, Mali, and Niger.

In these countries (and also in Haiti), Swiss Development Cooperation (SDC) is responding to the linked challenges of education, health, the natural environment and administrative decentralisation with a broad-based approach. It is argued that these issues cannot be handled solely by school-aged children, even where they have access to a school. Other population groups, including adolescents and young adults, have to be brought into the equation. Swiss development assistance in the post-secondary field may be seen as somewhat modest, focusing on relatively small scale piloting and interventions for girls' schooling in Benin and a variety of adult basic education and literacy activities in a cluster of other African countries.

However, certain key policies and principles for successful development aid to post-primary education become apparent through the work of SDC. The organization's well-documented research policy indicates the principles which guide all aspects of SDC's work:

- acting in a sustainable manner
- looking to future global challenges
- working on a partnership basis
- using impact as a measure of success

These principles are reflected in the thematic and disciplinary fields selected for support. Crisis prevention, good governance, income generation and employment, sustainable use of natural resources and increase in social justice are the five pillars of SDC work. Education is subsumed within 'increasing social justice' and is linked to employment, equity, vocational training and empowerment initiatives. SDC is a comparatively small actor in the development aid arena but conforms to the agreed priorities of most European development agencies. An important issue is the extent to which SDC can see investment in post-primary education as a critical factor in the achievement of change and development in all five of the thematic areas the agency has selected.

### **Assistance to lower secondary education**

Assistance to lower secondary education seems to focus on adult basic education and literacy programmes as well as supporting girls' education. Here courses for adult educators, adult education and literacy programmes and one education programme for girls are being supported.

In the cluster of African countries mentioned, SDC is supporting a programme for the training of adult education staff who work in several disciplines such as health, education, literacy and local development. A diploma course has been funded at Ouagadougou University with two strands - adult education and development or 'text pedagogy', a conceptual approach which has been tested in Latin America and elsewhere. Support for such a programme is designed to facilitate local actors taking responsibility for complex changes in the provision of health and education at the community level. Important among these provisions will be the mounting of educational programmes which go beyond literacy and numeracy and take account of social, cultural, economic and cultural realities in the communities. This comprehensive concept for basic education covers people of all ages. The most pressing challenges in the development process, such as HIV/AIDS, health in general and the implications of increased decentralisation call for the mobilisation and education of out-of-school youth and adults, hence the focus on the training of adult educators.

Burkina Faso, Cape Verde and Niger have been the three main countries for SDC's work in adult basic education and literacy programs (ABEL). The principles which have guided the support include the search for a more egalitarian vision of society and a political choice aimed at guaranteeing universal access to education. In selecting local partners SDC has drawn from government and the private sector as well as the NGO/CBO community. The end goal of work in literacy and non-formal education has been the improvement of people's living conditions by instilling a sense of empowerment. A results-oriented approach to the management of its programmes has led SDC to focus on capacity building as an important aspect of support to local actors. Multi-level interventions have characterised the approach of SDC, engaging the whole chain of stakeholders from the students to the teachers up to the level of national decision-makers. The effectiveness of literacy training has been enhanced by a further focus on the post-literacy environment.

The main lessons learned from SDC's experience in the three countries have been:

- A shared vision must be developed with the partners to define policies and strategies.
- A non-formal system is built over time, requires flexibility and extensive situational knowledge and involves several levels of management. Dialogue and synergy among stakeholders are essential.
- Opportunity costs are a major constraint for participants, hence flexibility in programming is crucial to success, as is the organisational capacity of providers.
- Literacy training should not be seen as an end in itself but as a key factor in the socio-economic, cultural and political development of a country; for sustainability, post-literacy activities are essential.

Support for the education of girls is being implemented in Benin. Despite much progress in educational development in Benin over the past fifteen years, gender inequities still exist at all levels. At primary level 57 percent of boys are enrolled but only 45 percent of girls; the disparities are even greater at secondary and tertiary levels. The SDC program in Benin helps girls in three northern communities gain access to secondary schools and in a further five communities in the same region girls are assisted with access to higher education. The program is consistent with SDC's strategy and policies for the promotion of gender equity. It is also in line with Benin's national strategy for poverty reduction as well as its 2005 policy for the education sector, which endorses positive discrimination in favour of girls and disadvantaged regions of Benin. The programme fits into a wider national strategy to reduce gender and regional disparities in the training of management-level personnel capable of fostering Benin's decentralisation process.

A local NGO (LARES) is piloting and implementing the programme with the following initiatives: developing social dialogue with local communities and other actors such as parents' and women's associations, schools and universities on the education of girls, conducting political dialogue at local and national levels on the improvement of girls' access to schooling and providing pedagogical support for female pupils and students to enrich their learning experience. In addition the girls receive a monthly allowance to cover enrolment and school expenses. Health insurance is also paid for.

Close to 250 female pupils and students from disadvantaged families have received at least one year of support from the program since its inception in 2000. Success rates are high (between 62 percent and 69 percent at university level compared to 30 percent to 35 percent in other Benin universities). The pedagogical support provided by LARES has contributed to the students' understanding of decentralisation processes, has assisted students in their internship programs and has generally raised levels of involvement in local development activities.



## 5.9 United Kingdom - Department for International Development (DFID)

### General organisational setup and policy framework

Britain's DFID is a stand-alone ministry with a cabinet-level Minister and a large bureaucracy to manage the development budget. The agency has gone through a number of reorganisations and no longer groups its activities under the traditional headings of health, education, agriculture and so on. In a briefing paper published in July 2006, DFID noted the importance of secondary, vocational and higher education to development<sup>12</sup>. Among the points made by DFID is the importance of greater investment at all levels of education if the MDGs are to be reached. The agency reiterates its commitment to EFA, especially for girls and for those countries 'off track' in their efforts to reach the Millennium Development Goals. However, DFID notes that investment is also needed in secondary, tertiary and vocational education and life-long learning skills if government and the private sector are to be successful in providing basic services and promoting growth.

The sector-wide approach is recommended by DFID as an appropriate strategy for achieving these aims. Over the next ten years DFID will provide GBP 8.4 billion for education in developing countries, *encouraging their partners to distribute funding in a balanced way across all levels of their education systems*. At the same time, the UK government will encourage other development partners to increase their support for post-primary education while engaging in dialogue with recipient governments and civil society to give more attention to this sub-sector. Improved quality and effectiveness will be addressed through the encouragement of effective approaches, lesson learning and research. In particular, DFID will support the African Union and NEPAD in producing plans to develop higher education and science and technology in Africa. From its central funds DFID will directly support a number of innovative post-primary programmes.

This revised approach to the needs of post-primary education has arisen from a number of influences and factors. The first of these is the issue of economic growth and employment. The creation of a pool of qualified people with the knowledge and skills to contribute to economic growth, to develop business, science and technology, to deliver basic services and to become enlightened leaders cannot be achieved without the appropriate levels of training and schooling. Countries also need to compete in an era of globalisation. Governments are also interested in expanding choices and increasing personal and work-related skills, all of which require higher levels of schooling than the elementary school.

The provision of secondary education also encourages children to complete their primary schooling. This is particularly true for girls. Many countries are experiencing this enhanced demand due to the success of their EFA programmes. This success has brought with it a demand for more teachers; it is estimated that 1.6 million more teachers will be required in SSA by the year 2015 if universal primary education is to be achieved. Secondary education is a prerequisite for the preparation of primary school teachers. The promotion of gender equality and the empowerment of women are additional MDGs. DFID's strategy, 'Girls' education: towards a better future for all' (2005), emphasises the importance of expanded secondary and tertiary education as contributors to these goals. Increased primary enrolments in Asia have led to increased enrolments of girls at secondary school. The challenge of HIV/AIDS must also be met through greater investment in secondary and higher education. The prevalence of infection among secondary pupils in many African countries is considerably lower than among out-of-school girls in particular. In Uganda young people who have been to secondary school are four times less likely to be HIV positive.

DFID defines "primary education" as six years of initial schooling and "post-primary" as the education and training received after completion of primary school. This includes secondary and tertiary education, training for employment, professional development, life-long learning and skills development. Basic education is now considered by most of DFID's partners to be six years of primary schooling plus three years of junior secondary schooling - a nine-year cycle. DFID will continue to support the EFA movement as a priority but will also provide support for post-primary education through general budget support and education sector-wide support, core funding of multilateral agencies, research funding, support for capacity development and innovative programmes at the national level.

It should be noted that 13 out of 17 DAC donors give more than 50 percent of their education aid to post-basic education (of all aid identified by education levels), although only a small proportion of this goes to DFID's priority countries. DFID prefers to use partner countries' sector-wide plans as channels for support. In line with the G8 Commitment and recommendations from the Commission for Africa, DFID has encouraged the international community to increase support for post-primary education in low-income countries. This includes an estimated USD 5 billion a year more aid to secondary schooling and USD 0.5 billion a year to tertiary education, plus a further USD 3 billion over ten years to develop centres of excellence in science and technology.

Over the next ten years DFID will work with the international community and partner governments in the context of whole sector support to:

- develop and implement ten-year comprehensive educational plans to meet the MDGs that include consideration of secondary, tertiary and vocational education
- support additional funding by the international community for post-primary education with a particular initial emphasis on increased access to secondary education for girls
- encourage the integration of post-primary education into poverty reduction planning processes and encourage more equal allocation of resources, both within education and across sectors, in support of MDGs while continuing to give priority to primary education in countries which are off-track
- Improve human resource planning and management, including the training, deployment and retention of teachers in the context of public sector reform.

In addition DFID has announced a package of initiatives to support higher education, science and technology in Africa.

#### **Assistance to lower secondary education**

As noted in the statement quoted above, DFID prefers to work through partner countries' sector-wide programmes. However, there are examples to be found of projects and programmes specifically targeted at the post-primary level, some including the lower secondary level. Foremost among these is the Girls' Education Project launched in Nigeria in December 2004. This GBP 26 million three-year project was entirely financed by DFID Nigeria and implemented by UNICEF and Nigerian partners. Its goal is to eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education by 2015. The focus of the programme is at the state and local government levels, although UNESCO, JICA, the World Bank and USAID are all making inputs. The project will also work with non-governmental providers, especially with Islamiyya schools. In addition to school-related activities, the project will encourage girls' attendance and retention by addressing such out-of-school issues as the provision of water sources and toilets, significant factors in hindering girls' attendance. Initially the project will cover six northern states with an estimated population of over 24 million. A significant feature of the project is its 'issues-based approach'. Rather than building the capacity of selected institutions to deliver a better service, the project will engage with a much wider range of stakeholders, addressing the root constraints which keep girls out of school. Building stronger accountability between schools and their local communities is another important aspect of the initiative.

In general DFID avoids specific projects for post-primary education in its partner countries. However, in Zambia, Mozambique and Rwanda, some education sector money provided by DFID is being used for physical rehabilitation of secondary schools and some seed funding has been made available for curriculum renewal. At a recent (January 2007) meeting of like-minded donors held in Amsterdam, it was agreed that isolated post-primary activities should be avoided and the sector-wide mechanisms used to address aspects of secondary education as they arise. In the meantime a number of agencies, including DFID and the Dutch, have begun to prepare policy papers which will emphasise the need for deeper and more thorough analysis of the challenges facing post-primary education (especially TVET). *In short, where new sector plans involving secondary/post-primary development are being prepared by partner countries, agencies such as DFID are preparing to contribute to them.*

# 6. Multilateral Agencies – policy and programmes in support of lower secondary education in Africa

## 6.1 African Development Bank (AfDB)

### General organisational setup and policy framework

In line with its new strategic orientations and priorities and with its operational guiding principles, AfDB focuses on the following priority areas of intervention at the country and regional level to achieve its twin objectives of stimulating economic growth and reducing poverty in the regional member countries (RMCs). At the country level, the focus is on agriculture and rural development; infrastructure, comprising transport, power supply, communication, water supply and sanitation; education; health; private sector development and good governance. At the regional level, the focus is on economic cooperation and integration through continued support for the New Partnership for Africa's Development (NEPAD), the African Peer Review Mechanism, and water initiatives. As a cross-cutting issue, it should be said that the AfDB is promoting sustainable environmental management and gender equity.

On education, AfDB continues to focus support on basic, secondary, vocational and adult education as well as higher education, science and technology. In the area of basic education, the Bank actively promotes the MDG of universal primary education for all by the year 2015, and particularly aims to redress the gender disparity in primary school enrolment. For example, the AfDB is progressively supporting the Education for All-Fast Track Initiative (EFA-FTI) in many countries, especially in Burkina Faso, Cameroon, Chad, DRC, Mali, and Niger.

### AfDB's education policies

At the policy level, a review of AfDB's interventions in education over time provides a mixed picture. According to the AfDB's document, "An Approach Paper: Review of the Bank Assistance Effectiveness in the Education Sector (1975 - 2005)" before 1986, that is between 1975 and 1985, AfDB did not have any articulated policy for the education sector. In this period, an indicative classification of portfolio performed in 1984 shows that the education projects addressed almost all levels of the formal education system as well as some levels of non-formal training. The general picture of education lending during this period is reflected in the table below.

Education Lending, 1975 - 1984 ( percent)			
Level	1975 - 1979	1980 - 1984	Total
Primary	20.5	20.6	20.6
Secondary	48.0	43.5	44.6
Higher	12.0	32.2	27.1
Non-formal	19.4	3.8	7.7

Source: AfDB Education Sector Policy, 1986, table 1.4.

As indicated in the table, for the period 1975-1979 secondary education was predominant with 48 percent, though it decreased during 1980-1984 to 43.5 percent. Primary education occupied the second rank and was stable at 20.5 percent over the period. On the other hand, higher education increased from 12 percent during 1975-1979 to 32.2 percent during 1980-1984 while non-formal education declined drastically from 19.4 percent to 3.8 percent during the same period.

It was in January 1986 that AfDB published its first education policy which focused on the following concerns:

- a) access and equity
- b) quality and internal efficiency
- c) relevance, utility and external efficiency
- d) management, organisation and planning
- e) education cost and financing.

It should also be noted that the 1986 policy placed great emphasis on the early years of schooling and accordingly AfDB supported the development of the much-needed infrastructure to help expand access to basic education in Africa. However, even with the 1986 policy emphasis on primary education, assessment of the AfDB's lending to education shows that between 1975 and 1990, priority was given to secondary education, including general and vocational education, technical and teacher training, accounting for 48.8 percent of the total education portfolio. Since then, as a direct consequence of the 1990 Jomtien Conference on Education for All, basic education has achieved prominence by attracting 52.8 percent of the total education lending. Also noteworthy is that about 80 percent of the amount for education was spent on hardware (civil works and construction, furniture and equipment) with relatively little attention paid to software components, including teacher training and provision of educational materials and technical assistance.

In 2000, the 1986 policy was revised and a new AfDB Education Sector Policy was launched. According to AfDB's 2000 Education Sector Policy, at the policy level, the lessons learned from the implementation of the first policy were:

- a) The AfDB's education interventions failed to adopt an integrated and balanced approach to addressing both quantitative and qualitative aspects of education.
- b) AfDB neither paid due attention to co-ordination of education projects with other development activities at the community level, nor gave adequate support to programmes that target girls and women and other disadvantaged groups.
- c) Operations were often prepared with little or no consultation with stakeholders and the beneficiaries whose lives the schools were supposed to impact.
- d) Issues of sustainability did not receive adequate attention from AfDB in assisting countries in education sector programmes and in promoting private sector and regional education projects.

At the same time, at the operational level, AfDB projects were characterised by unrealistic schedules, high costs due to long delays at various stages, inadequate and irregular supervision and weakness in the database for monitoring evaluations and impact studies.

The Education Sector Policy 2000 was developed in line with AfDB's new thinking. On one hand, it attached a great deal of importance to human resource development, leading to poverty reduction. On the other hand, it was in tune with the Millennium Development Goals, especially those of universal primary education by 2015 and elimination of gender disparity in primary and secondary education by 2005. The revised policy, therefore, placed *greater emphasis on impact and sustainability of educational outcomes*. It also emphasised AfDB's increased involvement in policy formulation and implementation. The bank's financing is guided by five principles:

- a) a more holistic approach to education that continues to give priority to improved access to basic education, while advocating development of secondary, technical and vocational, and tertiary education sub-sectors
- b) ownership, responsibility for and control of operations belongs to the countries' governments
- c) participatory approach in planning and implementation of projects
- d) promotion of regional integration, especially in developing 'centres of excellence'
- e) support to non-profit and for-profit private enterprises engaged in expanding access to education.

To achieve these policy objectives, five strategic actions have been defined:

- a) improving access to educational opportunity
- b) improving equity in education
- c) improving quality of instruction and output
- d) improving management and planning capacities and
- e) improving educational financing mechanism.

Based on the analysis of the most critical issues of education in Africa and in order to assist in the consolidation and expansion of qualitative achievements of the past, AfDB defined three main priority areas:

- a) quality basic education for all, including formal and non-formal education
- b) provision of middle- and high-level skills needed for expansion and quality improvement of general secondary education, technical and vocational education and training, and higher education;
- c) organisation and management of the education sector.

From 1975 to 2005, AfDB through its AfDB Group - made up of Africa Development Fund (ADF), Africa Development Bank (AfDB) and Nigeria Trust Fund (NTF) - has approved 185 projects/programmes - including 24 studies - representing 231 operations (loans and grants) totalling UA 2.25 billion,<sup>13</sup> of which the concessional ADF window represents 62.3 percent, the AfDB window 36.6 percent and the NTF resources 1.1 percent. In general terms, the education portfolio shows an apparently steady increase for the period 1975-1985, after which the trend starts to fluctuate widely with a maximum of UA 193.93 million in 1993, zero commitment in 1994 and only UA 3.05 million in 1995. This period nearly corresponds to the crisis AfDB faced in the early 1990s, so that by 1994-95 due to non-availability of ADF resources, AfDB financed very few projects. The education portfolio corresponds to 5.2 percent of AfDB's total net lending for 1975-2005.

A preliminary analysis of the current AfDB portfolio shows that support went mainly to technical and vocational training (35.3 percent), followed by primary education (26.6 percent), secondary education (20.3 percent), higher education (10.3 percent), literacy and non-formal education (5.9 percent), and skills development (1.6 percent). Two things are worth mentioning here. First, despite the EFA and MDGs goals, AfDB's education sector financing did not increase significantly. Overall, unlike the World Bank, AfDB's lending portfolio did not experience any shift toward the social sector during the 1990s. Second, AfDB's operational objectives have shifted over time from the provision of infrastructure to more institutional support. Infrastructure represented 82.9 percent during 1975-1986 period, 78.4 percent for 1987- 1999 and 55.1 percent for 2000-2005.

Finally, it is important to mention that AfDB has just recently, in July 2007, launched a new Strategy for Higher Education, Science and Technology (HEST). Specifically, the strategy is intended to

- a. support the national and regional Centres of Excellence
- b. build infrastructures for HEST
- c. link HEST and the productive sector of the society.

Crucial for our discussion is the strategy's recognition of the importance of mathematics and science teaching at other levels of the education system: in particular, at primary and secondary level. AfDB therefore will assist countries in reforming their education systems with a view to promoting more mathematics, science and technology learning in schools.

*13 Unit of Account used by the AfDB in allocating funds, varying with the exchange rate, currently valued at USD 1.44.*

Similarly, the strategy recognises that technical and vocational training is an important driver in skills development and in fostering science, technology and innovation, in particular in the application, adaptation and use of technologies. In order to appropriately address the issues related to skills building at all levels of the education system, AfDB intends to undertake studies to deepen its knowledge on linkages between employment, youth and skills development. Subsequently this study will lead to proposals for a strategic orientation in technical and vocational training, which will be presented in a separate strategy. It goes without saying that all this will have a direct consequence on interventions in the field of post-primary education.

**Assistance to post-primary education incl. lower secondary education**

AfDB does not seem to have a separate policy document specifically for post-primary education. However, through its approved guidelines for the utilisation of sector support and general budget support, part of AfDB's education support trickles down to other educational sub-sectors such as secondary education as well as technical and vocational training in Africa.

Its contemporary interventions in the education sub-sector are guided by the following key objectives:

- improving access to integrated basic education through enhanced management of schools, improving school infrastructure and the environment, as well as strengthening the quality of teachers, as in the Chad Education Sector Support IV Project, the Cape Verde Education Sector Institutional Support Project, and the DRC Education Sector Support Project
- increasing access to quality secondary education, increasing the intake capacity, and improving the equity, as in the cases of Djibouti Education III Strengthening Project and the Eritrea Education Sector Development Project
- assisting in establishing open, distance and e-learning (ODeL) capacity development centres and connectivity provision at Africa Virtual University (AVU) partner institutions, in supporting teacher training and development programs and in mainstreaming gender issues, as in the AVU Support Project



## 6.2 African Union (AU)

### General organisational setup and policy framework

The African Union has 53 member states and was established in 1999 to accelerate the process of integration on the African continent and to address social, economic and political problems jointly. The main objectives of the African Union are to promote unity and solidarity among African states, to coordinate and intensify cooperation for development and to promote common African positions on issues of interest to the continent and its people. To these ends, the African Union has established departments and committees dealing with issues such as politics, peace and security, infrastructure and energy as well as economic, social and cultural affairs.

In recognition of the importance of education, the Assembly of Heads of State and Government of the African Union adopted a decision to launch a Second Decade of Education for Africa, and endorsed the Framework for Action that had been adopted by African ministers of education. The Plan of Action for the Second Decade of Education for Africa has been prepared by Africans headed by the Committee and Ministerial Bureau of the Conference of African Ministers of Education (COMEDAF) for the benefit of the entire African continent and its people. To achieve this goal, the Plan of Action (2006-2015) identifies seven priority areas for educational development of Africa. These are:

- gender and culture
- education management information systems
- teacher development
- tertiary education
- technical and vocational education and training, including education in difficult situations
- curriculum and teaching and learning materials
- quality management

### Assistance to post-primary education, including lower secondary education

Accordingly, in its Plan of Action for the Second Decade of Education (2006 - 2015), the AU does not explicitly mention or focus on lower secondary education. Yet some of its content is covered in the recognition of the importance of TVET as a means of empowering individuals to take control of their lives and the resulting recommendation that vocational training be integrated into the general education system. The AU also recognises the fact that vast numbers of young people are outside the formal school system, and consequently recommends the integration of non-formal learning methodologies and literacy programmes into national TVET programmes. It is within this framework that the AU has developed a new strategy to revitalise TVET in Africa, envisioning its use as a tool for empowering the peoples of Africa, especially the youth, for securing sustainable livelihoods and for promoting the socio-economic development of the continent. Given this vision, the main goal of the strategy is described as follows: *“Promote skills acquisition through competency-based training with proficiency testing for employment, sustainable livelihoods and responsible citizenship.”*

## 6.3 Association for the Development of Education in Africa (ADEA)

### General organisational setup and policy framework

In 1995 the association *Donors to African Education* was renamed *Association for the Development of Education in Africa* (ADEA). ADEA became a network of African education ministers, multi- and bilateral partners and some NGOs.

The network fosters the development of effective education policies based on African leadership and ownership, serves as a platform for educational professionals, practitioners and researchers and encourages partnerships between African ministries and development agencies, thus promoting reforms of education in Africa. ADEA is governed by a steering committee composed of selected African ministers of education, representatives of many of the multilateral and bilateral development agencies and some non-governmental organisations. The African ministers of education sitting on the steering committee also form the Office of Ministers to enable dialogue and consultation. The ADEA secretariat, based within IIEP in Paris, facilitates day-to-day work and activities. It will be moved to the African Development Bank in Tunis in the near future.

The biennial meetings on education in Africa, which unite nearly 500 participants, serve as the most significant educational events for the African region. Ministers of education from sub-Saharan Africa, bilateral and multi-lateral development agencies, experts from ministries and universities, as well as representatives from civil society are invited to participate in the biennial meetings.

### Assistance to post-primary education, including lower secondary education

The ADEA Steering Committee decided to have post-primary education as the main theme for the ADEA Biennale 2008. Post-primary education is identified as one of the greatest challenges facing education systems in Africa.

In November 2004 the ADEA Steering Committee set up an ad hoc Working Group on Post-Primary Education (WGPPE). Principal focus was on secondary education and skills development. Later a holistic approach was adopted, integrating issues of post-primary education in a broad context.

A WGPPE meeting was held in December 2006 in Paris and a working definition of post-primary education suggested and discussed. Here a summary of completed and on-going studies conducted by ADEA's main partners on PPE was introduced. In line with the preparation for the Biennial 2008 on post-primary education, the main thematic lines and complementary studies to be undertaken for presentation were presented.

The following post-primary education issues were raised for discussion in line with the progress made towards universal primary education in African countries:

#### *Post-primary education*

- How to assume responsibility for the continuing education of millions of children within the age group 11-16?
- Should the obligation to extend schooling be met as a core curriculum (general education) or diversified into disciplinary and vocational streams?
- What approach would meet the needs of both mass provision and requirements for quality and equity?

#### *Secondary education*

- Have the costs and benefits of secondary education been analysed in comparison with those of primary education in the African context?
- What secondary education models should be promoted in Africa that are best adapted to the needs and resources of the varying situations?
- What curriculum reforms are necessary to respond to different tensions between needs at local level and international standards, between general education and development of vocational skills, between a common core and separate streams?
- How can education be taken to scale or democratised without lowering standards?
- How should questions about financing and costs be approached?
- How can latent resources in the educational system and society be mobilised; how can schools be made more efficient and unit costs reduced in order to implement sustainable financing for secondary education?
- How can a framework of effective policies similar to that for universal primary education be drawn up?

#### *Skills development*

- What are the possibilities for mass development of skills within basic education? In the primary and/or the post-primary phase? Who are the actors that should be involved?
- What African policies and practices have proved effective in this area?
- What factors and conditions would make policies more successful?
- How can the quality of training be ensured along with its suitability for meeting current and future development needs in Africa?
- How to build a credible system for evaluating skills?
- What are the sources of financing?
- How can the existing structures be brought up to date with global educational practice?

Finally the Biennale 2008 on post-primary education will address three major areas within this general theme:

- the extension of basic education to include lower secondary education
- technical and vocational education and training (TVET) and labour markets in urban and rural settings
- the articulation between upper secondary and higher education.

## 6.4 European Union (EU)

### General organisational setup and policy framework

The European Union is an association of currently 27 European states. It forms a unique body whose member states have set up common institutions that have the power to make decisions on matters of joint interest at European level. The aim of the EU is to facilitate cooperation among its member states and to promote unity, while at the same time preserving the diverse habits and customs of the different countries. Thus the EU has the sovereignty to make decisions in areas such as freedom, security and justice, economic and social affairs, environmental protection as well as peace and stability. The EU promotes fair rules for world trade and provides humanitarian assistance and aid to developing countries around the world.

### Assistance to post-primary education, including lower secondary education

Going through the key documents describing the EU support to development in Africa, two clear trends are observed in the education sector:

1. A renewed commitment to supporting African countries in achieving the MDGs on education
2. A clear recognition that more attention needs to be given to post-primary education, as many African countries seem to be achieving the MDGs for education by 2015.

These trends are expressed in the following documents:

“Accelerate the Achievement of the Education Targets of the MDGs,” p. 26. First Action Plan (2008-2010 for the Implementation of the Africa-EU Strategic Partnership)

*“Moreover, partners insist on the urgent need to strengthen not only basic education but entire education systems, at all levels.” (Declaration after the joint EU-Africa summit, Portugal, December 2007)*

*“Investing in minds. To stimulate a coherent and strategic approach, the EU should increasingly support primary education through sectoral budget support. At the same time, the EU should support education, access to knowledge and transfer of know-how as a lifelong process going beyond primary education: from secondary and higher to vocational education.” (Communication from The Commission To The Council And The European Parliament. Investing in people. Communication on the thematic programme for human and social development and the financial perspectives for 2007-2013, page 13).*

*“With developing countries making substantial progress towards the primary education MDG, it is becoming increasingly important to pay attention to other levels and types of education and ensure a holistic and coherent approach. Secondary education and vocational education and training are the key to ensuring employability, and improved capacity in higher education is crucial for meeting all MDGs” (Review of the Development Co-operation Policies and Programmes of the European Community. Organisation for Economic Co-operation and Development, Development Assistance Committee memorandum prepared by the European Commission 2007, page 73).*

*“Scale up education and vocational training in critical sectors, in particular through the creation of schools/ workshops to provide adequate training to young professionals and workers, in direct response to local, national and external labour market needs” (The Africa-EU Strategic Partnership. A Joint Africa-EU Strategy).*

Although these are indications that the EU is gradually shifting its support to post-basic education in Africa, since the main instruments for support are sector budget support and thematic programmes, where education is part of the Human Development group, only further studies of actual programmes at the country level will give more detailed insight into how this policy change was implemented on the ground.

## **6.5 Food and Agriculture Organisation (FAO)**

### **General organisational setup and policy framework**

The Food and Agricultural Organisation, a specialised UN agency, was established in 1945 to lead international efforts to combat world hunger. It serves as a forum where all nations can discuss issues related to agriculture, forestry, fishery and food and debate how to ensure food security and good nutrition for all. A special focus lies on developing rural areas, as these are the homes of most of the world's poor and hungry people. FAO's main activities include acting as a knowledge network, sharing expertise in agricultural policy, legislation and national strategies to achieve sustainable development and alleviate hunger, providing a platform for nations where they can meet and negotiate about major food and agriculture issues and bringing knowledge to its field projects around the world.

### **Assistance to post-primary education, including lower secondary education**

The reality of the many school dropouts and out-of-school children in Africa makes it important to mention here FAO's concept of 'Education for Rural People'. Poverty afflicts 1.2 billion people in the world. Seventy percent of these - 840 million individuals - live in the rural areas of developing countries. In addition to these people, who constitute the immense majority of the world's 780 million illiterate people, about 72 million children worldwide do not attend school. Considering that approximately 70 percent of these children live in rural areas, education for rural people deserves special attention. It should not simply be moulded on the urban model, but rather take into consideration the specific characteristics of each situation. Since the reality in Africa is that for these rural people agriculture will remain their preoccupation for many years to come, agricultural education should constitute the main agenda for education reforms for the rural people in Africa. Against this background, a quick survey of secondary education in Africa, at least up to 2002, reveals that in East Africa at secondary school level, there are several instances in which agriculture is an examination subject and, along with other science subjects, is providing the foundation for secondary school students who want to study agriculture at the tertiary level. In West Africa, the study of agriculture in regular secondary schools is very limited and clearly is an issue that needs to be addressed as part of the national and regional educational policy. Also alarming is that the study of agriculture at the primary or lower secondary education level generally is severely limited in Africa. In some instances, school gardens have been promoted, but agriculture in general is not taught as a subject at primary or lower secondary education level. Rural students drop out of school at a very high rate. In many cases, as many as 90 percent will not go beyond primary or lower secondary education level. Therefore, if they are to study agriculture in a school setting, it will have to be at the primary or lower

secondary education level. The farming population, which is the backbone of Africa's economic growth and food security, comes from the rural youth. This reality should necessarily inform the debate on how African countries structure their respective education systems, especially at the basic and lower secondary education levels. If compulsory basic education were extended to lower secondary level, large groups could be reached with agriculture education that could improve food production and hence reduce poverty in the area.

In short, what matters most for the development of Africa is the capability of rural people to be efficient producers. There is little doubt that economic and social development of Africa, and the benefits that accrue from it, such as improved nutrition and health, require an educated populace. No country has become developed without well-educated people and a strong agricultural base that provides food security. We need to appreciate that good education systems will not solve all of the problems, but they are a prerequisite for sustained agricultural production and economic development in Africa.

There are a large number of programmes for youth currently in operation in various African countries. However, FAO acknowledges that in almost all cases, the programmes reach only a small percentage of their intended audience. In most countries, the major programmes are conducted through the ministries of agriculture, forestry, education, manpower and community development. In addition, a large number of non-governmental agencies throughout Africa are involved in youth work such as young farmers and 4H clubs, scouts, and religious and community development organisations.

Examples of rural youth programmes and projects in development programmes include the following:

- Formal education with a rural development bias. In some countries of the region, school curricula at the elementary and secondary level have been modified to include practical agriculture, handicrafts, home economics and population education.
- Non-formal education programmes for out-of-school youth. Generally these are introduced as special training programmes in literacy improvement, leadership development, vocational and productive skills training, youth cooperatives, and population education. Most countries of the region have some experience of these programmes, though often on a small scale.
- Income generating projects that allow individuals and groups to build on the training received, with supervision through youth group activities and credit facilities.
- Provision of rural services that include youth as beneficiaries. These services may include supervised credit for young farmers and rural youth, making available learning and production resources, health care and recreation activities.
- Organised community development programmes that challenge and satisfy the energies and aspirations of rural youth. Reforestation, community development and community agricultural shows are examples.
- The organisation and guidance of rural youth for leadership development, skills training, service and production purposes. This includes the formation of youth clubs such as young farmers and 4-H, scouts and guides, religious organisations, etc.

FAO maintains that considering the nature and interests of youth, much can be accomplished through programmes of recognition for outstanding achievements (in productive work, leadership and service) of rural youth and young farmers. With imagination, these types of programmes can be carried out both at the local and national level with very little resource allocation. Recognising the large number of rural youth in each country, their varied needs, interests, abilities and problems and the limited resources of governments and NGOs it becomes evident that cooperation and collaboration among ministries in government is a necessity.

## **6.6 United Nations Educational, Scientific and Cultural Organization (UNESCO)**

### **General organisational setup and policy framework**

UNESCO's goal is to promote international cooperation among its member states in the fields of education, science, culture and communication. Today, UNESCO also actively supports the Millennium Development Goals, especially those aiming at achieving universal primary education, improving environmental protection, fighting extreme poverty and eliminating gender disparities.

One of UNESCO's main missions is to promote education as a fundamental right, to improve the quality of education and to stimulate experimentation, innovation and policy dialogue. Within this context UNESCO's role in the Division for the Coordination of UN Priorities in Education (ED/UNP) is to coordinate global actions and efforts in a number of areas of UN priority, notably the pursuit of the EFA goals and the focus on three key responsibilities - the United Nations Literacy Decade (UNLD), the United Nations Decade of Education for Sustainable Development (DESD) and the area of education and HIV & AIDS, including EDUCAIDS, the UNAIDS, the Global Initiative on HIV & AIDS and Education.

UNESCO also serves as a clearinghouse for the dissemination and sharing of information and knowledge while helping member states to build their human and institutional capacities in diverse fields. UNESCO leads the global Education for All movement, aiming to meet the learning needs of all children, youth and adults by 2015. They produce and present the annual Global Monitoring Reports on the progress made with regard to the Dakar Declaration and the MDGs.

## The EFA Global Monitoring Report (GMR 2008) and post-primary education

### *A) Introduction*

While the declaration of the high-level meeting in Dakar set no specific goals for secondary or post-primary education, this sub-sector still forms an important part of the overall EFA agenda. The Millennium Development Goals include secondary and tertiary education within the equality and gender parity targets, and the expansion of primary education obviously creates a demand for further schooling. The staffing of primary schools and the administration of education all require appropriately qualified graduates in post-primary education. The provision of adequate numbers of secondary school places is an incentive for completion of basic education. The universalisation of basic education to include at least lower secondary schooling is the goal of three out of four governments surveyed in the GMR. Labour markets are also demanding higher levels of skills, training and knowledge such as only post-primary education can provide.

### *B) Expansion and diversification of secondary education*

Demand for and participation in secondary education is growing as more countries move towards universal primary education (UPE). In 2005 some 512 million children were enrolled in secondary education worldwide. This represents an increase of 17 percent since 1999. Rises in sub-Saharan Africa (by 55 percent), South and West Asia (by 25 percent), the Arab states (by 25 percent) and East Asia (by 21 percent) were significant. Other parts of the world, including Central and Eastern Europe, Central Asia and the Pacific, North America and Western Europe, have more secondary than primary pupils enrolled. With this quantitative expansion has come much more diversification of what is offered at secondary level. Few secondary level programs now offer basic teacher training as an elective. Teacher education is much more professionalised and takes place in specialised post-secondary institutions. Few countries except the Arab states include religious or theological education at this stage and fine arts and sports are less emphasised. The most common pattern in secondary education is the comprehensive or general programme on the one hand and the specialised science/mathematics or humanities/social science line of studies on the other. Sub-Saharan Africa still has a relatively low net enrolment rate at secondary level (25 percent) compared to 80 percent plus in Central and Eastern Europe. A number of African countries (Benin, Cameroon, Djibouti, Ethiopia, Guinea, Mozambique and Uganda) have experienced average annual growth rates in enrolment above 10 percent between 1999 and 2005. Other countries managed less than 1 percent.



Most countries make a distinction between lower and upper secondary education. Lower secondary is often compulsory, forming part of basic education and taking place in the same institution. The onset of upper secondary usually marks a distinct change to a new institution, is no longer compulsory and may provide diverse tracks and programmes and features more specialised teaching. Worldwide the GMR shows a net enrolment ratio of 79 percent in lower secondary and 53 percent at upper secondary school. The largest differences in participation rates were found in East Asia and the Pacific, Latin America and the Caribbean, and the Arab states. In Sub-Saharan Africa compulsory lower secondary education is found in fewer than 40 percent of countries surveyed and participation rates are around the 38 percent level.

Secondary education often includes technical and vocational education and training as well as more general or academic programs. Worldwide about 10 percent of the 512 million children enrolled in secondary schools were following technical or vocational courses. However, the figures for enrolment in this type of course are lowest in Sub-Saharan Africa at 6 percent.

The table below illustrates GER (%) trends since 1999:

Region	Lower Sec. 1999	Lower Sec. 2005	Upper Sec. 1999	Upper Sec. 2005
Developing countries	72	79	47	53
Developed countries	102	104	98	99
<b>Sub-Saharan Africa</b>	<b>28</b>	<b>38</b>	<b>19</b>	<b>24</b>
Arab States	73	81	45	55
Central Asia	90	95	77	76
East Asia	80	93	45	54
Pacific	89	89	139	132
Latin America	96	101	63	74

Source: EFA GMR 2008, page 59

As can be seen, Sub-Saharan Africa remains a long way back in the development of its post-primary schooling. The GMR makes a point of emphasising the rise in importance of post-primary schooling, particularly for the donors. Investment in primary education is thought to be at risk if the focus switches to the secondary and tertiary levels although the importance of opportunities at the post-primary level is recognised. The GMR sounds a note of warning that primary education, especially where it encompasses adult literacy and where gender disparities and inequities persist, should not be regarded as a less important challenge. The challenge is one of balancing the legitimate demands of all sub-sectors of education.

## 6.7 World Bank

### General organisational setup and policy framework

The World Bank is an international organisation which consists of five institutions: the International Bank for Reconstruction and Development (IBRD), the International Development Association (IDA), the International Finance Corporation (IFC), the Multilateral Investment Guarantee Agency (MIGA) and the International Centre for the Settlement of Investment Disputes (ICSID). All institutions are owned by the World Bank's 185 member states and their common mission is to reduce global poverty. Therefore, the World Bank's main tasks are to promote growth to create economic opportunities and to support poor people to take advantage of them. More precisely, it provides loans, credits and grants to developing countries. It mainly supports governments' efforts in the fields of education, health, infrastructure, environmental protection, and communications.

### Assistance to post-primary education, including lower secondary education

In the year 2000 the World Bank acknowledged that over the previous two decades its education strategy had given less attention to secondary than to primary and tertiary education. To mark a new awareness, the WB doubled its lending to secondary education from FY 99 to FY 2000, to cover 13 percent of the total lending to the education sector in SSA.

In 2001 the Africa Region of the World Bank took the initiative to establish the *Secondary Education in Africa Programme (SEIA)*. It was launched in a UNESCO/BREDA workshop in Mauritius in 2002 with the main aims to:

- help to collect and summarise best practices for sustainable expansion and improvement of secondary general, vocational and technical education
- identify policy options for sustainable reforms
- provide a forum for discussion and partnership among stakeholders in SSA
- contribute to better donor coordination in support of secondary education reforms.

Main partners in the work with SEIA have been the World Bank Institute, the World Bank Africa Region, UNESCO, ADEA and BREDA. SEIA studies, workshops and conferences have been supported by bilateral trust funds (TF), such as the Norwegian Education TF, the Irish Education TF and Dutch TF as well as by the French and Japanese governments.

A paper entitled "A Regional Study of the African Region in the World Bank", by Jaap Bregman and Steffi Stallmeister was developed and used as the basis for conducting a comprehensive pan-African study. Based on this, SEIA decided to conduct 6 main studies. Finally 8 studies were conducted, presented and discussed in seminars and conferences in 2003 and 2004. The ADEA Newsletter for October-December 2004 covers secondary education in SSA in many articles with reference to the SEIA studies.

In 2007 a final SEIA conference took place at which a summary report: "At the Crossroads: Choices for Secondary Education and Training in Sub-Saharan Africa" was presented. Reference can be made to all the studies on SEIA websites of the World Bank.<sup>14</sup>

Although secondary education historically has been neglected in the financing of education systems, the World Bank recognises the critical role of secondary education to the economic, social and human capital development. Secondary education has a vital role as the crucial link between primary schooling, tertiary education and the labour market. Its ability to connect the different destinations and to take young people where they want to go in life is more important than ever before. In recognition of this, the World Bank published in 2005: “Expanding Opportunities and Building Competencies for Young People”, which takes a comprehensive look at issues and policy options for secondary education in the 21st century.

In 2005 the World Bank published a World Bank Africa Action Plan for all sectors in society to be implemented in 2006 - 2008. Here secondary education and skills development is identified as one of its priority areas. This plan was revised in 2007 and is now called the Africa Action Plan.

A further presentation of the different contributions follows.

#### **6.7.1 The first SEIA conference, June 2003, in Kampala, Uganda**

The overall goal was to provide a forum for Sub-Saharan Africa countries to share and discuss best practices in education reform.

The objectives of the conference were:

- to contribute to a national strategy for a sustainable approach to improved junior and senior post-primary education in SSA
- to share the findings of the thematic studies with Sub-Saharan policymakers and educators and highlight international trends in post-primary education reform.

For the SEIA studies, a process-oriented approach with forums for discussion and policy dialogue was designed to create ownership and commitment among educators and government policymakers, and to create a demand-driven output. Finally objectives were defined for 8 thematic studies on secondary education in SSA . They were intended to:

- collect and summarise best practices and identify sustainable development plans for expanding and improving the quality, equity and efficiency
- identify policy options for the development of a strategic agenda
- make recommendations for how donor agencies can better coordinate and support education reform agendas
- review best practices

Title of the 8 thematic studies:

- Access, Financing and Equity (Lewin 2006)
- Transition processes from primary to secondary and from secondary to tertiary (The TRANSE Group, 2004)
- Governance, Management and Accountability (Glassmann and Sullivan, 2006)
- Secondary School Teachers and School Principals (Leu, Mulkeen, Chapman and DeJaeghere, 2004)
- The Link Between Health and Social Issues at the Secondary Level (Smith, Nesbakken and Wirak, 2004)
- Relevance and Quality of Curricula, Learning and Assessment (Van den Akker and Ottevanger, 2006)
- Secondary Science, Mathematics and ICT (Ottevanger, Lelieveld and Clegg, 2004)
- Gender issues in Africa's secondary education and training (Sutherland, 2006)

All the studies are available at the World Bank SEIA web sites.

#### **6.7.2 The second SEIA conference, June 2004, in Dakar, Senegal**

The main themes of the second conference were:

- Costs and financial sustainability - Expanding access to junior and senior post-primary education in SSA countries. Case studies of Ghana, Tanzania, Senegal, and South Africa
- Quality and relevance of what is taught and what is learned in post-primary education in African junior and senior post-primary education

Country strategies for secondary education were worked out in cooperation with SEIA for Madagascar, Mauritania, Nigeria, Rwanda and Tanzania.

#### **6.7.3 The third SEIA conference, April 2007, in Accra, Ghana**

The overall goal of the 3rd SEIA Regional Conference was to disseminate the key messages from the SEIA Synthesis Report and to discuss the country strategies for secondary education and training.

The specific objectives were:

- Discuss with SSA policymakers issues and recommendations relating to the SEIA Synthesis Report
- Reach consensus with major stakeholders on practical strategic solutions for a sustainable expansion of post-primary education and training in SSA countries in view of economic growth targets
- Improve harmonisation of donor capacity building for SEIA quality and relevance in view of (a) the renewed focus on secondary education and training, and (b) the effects of the Education for All - Fast-Track Initiative (EFA-FTI).

The messages of the SEIA synthesis report 2007 are that today's African youth will live and work in societies that are increasingly open and democratic, driven by technology, part of global networks of production and trade and, perhaps most importantly, undergoing rapid social and economic change. The existing high cost secondary education systems were designed to educate a small elite; they will not be able to provide a much greater proportion of SSA youth with an education that effectively prepares them for work and for further education and training in societies with labour markets that increasingly demand advanced knowledge and skills. In this environment, linear expansion of existing systems is not an option, especially not given the constraints on public resources available for secondary education. Changes in cost, financing and curricula will thus be inevitable, but perhaps even more important is the need to change the mental models of schooling and education governance that continue to dominate policy and practice in African secondary education.

Meaningful expansion of secondary education must be based on the effective implementation of quality improvement at the primary level. The system as currently financed and managed will be unable to respond to the social demand for secondary places or the labour market demand in growing economies for skilled people. Competing claims on national budgets and international assistance make it unlikely that the share of secondary education in the national education budget can be increased significantly. Multilateral and bilateral development agencies should include expanded support for the development of secondary education and training in their priorities for support to the education sector, preferably in the context of sector-wide approaches and based on comprehensive sector development plans.

Sustained economic growth and participation in a global, technology-driven economy is unlikely to happen unless a human capital threshold has been reached. Competitiveness in tomorrow's economic environment will require an equitably accessible basic education of 8 or 9 years of acceptable quality and expanded - but selective and equitable - access to opportunities for further education and training.

Secondary education does not contribute as effectively to human capital development as it could and should: student learning achievement is low, in rapidly growing economies the number of graduates is insufficient to respond to labour market demand and the per-student cost is high. It will be imperative for SSA countries to develop strategies for secondary education that respond effectively to national development needs, are sustainable in the constrained resource environment of most countries, but that also ensure equitable access and deliver a service of acceptable quality. The main elements would be:

- resource requirements consistent with the available national means
- content relevant to and evolving with national development opportunities
- emphasis on learning: no trade-off of quality for quantity
- equitable access for the disadvantaged, especially girls
- multiple delivery mechanisms
- increased school-based management responsibility and accountability
- broadly conceived public-private partnerships.

Governments will need to create an environment where public and private resources combine to effectively support secondary education development. Curriculum reform is an essential element of the transformation of secondary education from an elite to a mass system. Finally, flexibility and decentralisation are the principal elements of management reforms.

#### 6.7.4 The Africa Action Plans

In the Africa Action Plan, from September 2005, which covers all main sectors in development assistance, the World Bank acknowledges that over the last two decades its education strategy has given less attention to secondary education than to primary and tertiary. It was further stated that low and inequitable access to post-primary education are major barriers to human development, economic growth and poverty reduction.

Three main arguments for secondary education as the highway between primary and tertiary were presented:

- the demand from increased number of students completing primary schooling
- the largest cohort of young people to make a difference
- economies need a more sophisticated labour force.

The twin challenges to be met are increasing access at the same time as improving quality and relevance. EFA policies place lower secondary education within the realm of compulsory education. This means that policy choices must be different for lower secondary and upper secondary education. This further demands a change from secondary education being attached to and coupled with higher education.

Lower secondary education must be more coupled with primary education. The curriculum must be less specialised and evolve closer towards primary school arrangements. Teachers in lower secondary education need to be trained and recruited more in the same way as primary school teachers, with the same pedagogical practices.

In 2007 the Africa Action Plan has been revised to become more effective. The initial 14 themes have been consolidated into 8 “Flagship” business lines. One of the programmes is “Build Skills for Competitiveness in a Global Economy”. It is stated that the broad-based success of the global partnership for primary education has allowed the Bank to shift its incremental focus towards post-primary education. Over the past two years, both African policymakers and development partners have placed greater emphasis on post-primary education and primary school completion. This international focus, however, has not translated into substantially scaled-up resources for secondary or tertiary education at the country level. ODA for secondary and higher education declined between 2003 and 2005. In 2005, ODA to secondary education received only 5 percent of the total ODA for education in SSA, down from 11 percent in 1999.

The Bank has 42 projects/programmes in 23 countries that support post-primary education and research institutes, with commitments totalling USD 590 million. The anticipated outcomes of Bank and partner efforts are an increase in secondary enrolment above the SSA average of 34 percent in 2004 and an increase in the share of undergraduates enrolled in science and technology courses.

Defined goals are:

- Eight countries increase secondary education enrolment by 1 percent per year by 2009.
- Eight countries increase the share of undergraduates enrolled in science and technology courses.

### **6.7.5 World Bank Publication “Expanding Opportunities and Building Competencies for Young People: A New Agenda for Secondary Education”**

This study, published in 2005, explores the key issues facing secondary education in the 21st century. It states that

*“Providing youngsters with a dynamic education that takes them from primary to tertiary education and beyond and that helps spur economic growth is surely one of the best investments a country can make, especially when it is equally available to all young people regardless of gender, income, or ethnic group.”*

The paper identifies the main challenges as increasing access to secondary education and at the same time improving the quality and relevance of secondary education.

Based on surveys of education specialists around the world, the paper presents policy alternatives and options to assist policymakers in developing countries and transition economies as they expand, reform, and transform their secondary education systems for a better future.

The purpose and messages of the paper are:

- Secondary education has taken on a mission of its own, one that has the policy peculiarities of being at the same time terminal and preparatory, compulsory and post-compulsory, uniform and diverse (chapters 1 and 2).
- Expanding equitable access and improving quality to ensure relevance are the twin challenges of secondary education worldwide (chapters 3 and 4).
- In the context of the knowledge society, changing work patterns are leading to radically new approaches in the way curricular knowledge is selected, organised, and sequenced (chapter 5).
- Qualified and motivated secondary school teachers are critical to the success of reforms of secondary education (chapter 6).
- Multiple sources of funding and efficiency-enhancing measures should be considered to cover the significant financial investments required to expand access and improve the quality of secondary education (chapter 7).
- order to promote delivery of high-quality secondary education services (chapter 8).

### **6.7.6 World Bank Assistance to lower secondary education**

Over the past two decades, the World Bank has advocated lending for secondary education mainly in countries that have already achieved universal access to primary schooling. The Bank recommended cost recovery accompanied by selective scholarship schemes, and the encouragement of private and community schools to improve quality and efficiency in education through competition. Based on its experience in many countries, the World Bank has advocated a more holistic approach to secondary education, rather than one which focuses on vocational education.

In countries with high secondary education enrolments, World Bank interventions have focused on:

- a) improving employability and productivity of school leavers through support to vocational secondary schools and
- b) increasing country competitiveness by improving the quality of general secondary education to raise the overall productivity and trainability of the labour force.

In countries with low secondary education enrolment, World Bank projects have focused on:

- a) meeting specific shortages of educated manpower in the public and private sectors by raising secondary school completion rates and
- b) improving the social conditions of the poor and reducing inequality by expanding access to secondary education.

The World Bank is currently assisting 59 countries with the development of their secondary education systems. Lending for secondary education totalled USD 3.68 billion between 1990 and 2006, with a projection of USD 219 million in new lending for 2007. Additional support for secondary education efforts is included as part of the general education lending each year.

The objectives of World Bank-supported secondary education projects can be grouped into six categories:

1. Expansion of secondary education
2. Poverty and equity focus
3. Gender focus
4. Improvement of quality of secondary education
5. Rehabilitation of physical facilities
6. Improvement of efficiency and management in secondary education

The World Bank collaborates with educational leaders and international organisations worldwide to promote the sharing of knowledge, research, policy analysis, and best practices designed to strengthen access, quality, and equity in secondary education. The World Bank works in partnership with a wide range of organisations including the following:

- UNESCO (United Nations Educational Scientific and Cultural Organization), Secondary Education
- UNESCO, International Bureau of Education
- UNESCO, International Institute of Educational Planning (IIEP)
- OECD (Organization for Economic Cooperation and Development)
- European Training Foundation
- Department for International Development (DFID) UK
- United Nations Children's Fund (UNICEF), Secondary Education and Gender Parity



# 7. Country Examples

The following countries have been examined, using the available documents at their respective web sites. The main impression is that education is given priority, often reserving up to 15 percent of the total budget for education. The main support is for access to and quality in basic education, and for improvement of management of the education system. Much support goes to sector programmes and a variety of basket-funding modalities are practiced. This makes it more difficult to trace support to lower secondary education, except where basic education is expanded to nine years, thus including lower secondary education.

## 7.1 Tanzania

The Government of Tanzania (GoT) has adopted various policies and strategies to address the poverty, illiteracy and disease problems. The National Development Vision 2025, Tanzania Joint Assistance Strategy (JAS), National Strategy for Growth and Reduction of Poverty (NSGRP) all aim at improving the welfare of Tanzania. The Education Sector Development Program (ESDP), adopted in 1996/97, is an integral part of the overall poverty reduction strategy in Tanzania. In the implementation of ESDP, GoT has, first, embarked on a massive restructuring of primary education through the Primary Education Development Programme (PEDP), which formally took off in January 2002. A series of WB studies suggest that PEDP has had smooth operation<sup>15</sup> and there was a need to expand the ESDP framework by enhancing the capacity of secondary education to cope with increasing outputs from primary education. Furthermore, it is acknowledged that the secondary education sector has a great role in attaining the Vision 2025 education objective. Thus, a comprehensive Secondary Education Development Programme (SEDP) was prepared in December 2003 and launched in April 2004. SEDP then is a logical implementation plan of the ESDP. SEDP will be implemented in three five-year phases, beginning with the first phase in 2004-2009.

The main objectives of SEDP are

- a.) improvement of access
- b.) equity improvement
- c.) quality improvement
- d.) management reforms and devolution of authority
- e.) education management system improvement.

The emphasis was clearly on expansion, with a target of 2,000,000 students by 2005. In other words, SEDP is, among other things, aiming at increasing the transition rate from primary to secondary school from 15 percent to 21 percent and expanding adult education programmes.

<sup>15</sup> However, it should be noted that some critics (e.g. Haki Elimu) have suggested that the PEDP led to massive enrolment increases but lowered quality in terms of lack of teachers and overcrowded classrooms.

In Tanzania, the secondary education system consists of two levels: The “O” level, forms 1-4, leading to a Certificate of Secondary Education Examination (CSEE) qualification and the “Advanced” level, forms 5-6, leading to an Advanced Certificate of Secondary Education (ACSE) qualification. Selection for admission to both levels is highly competitive, the Primary School Leaving Examination PSLE and CSEE respectively. Both examinations therefore serve two purposes, that of certification and that of selection. Those who pass ACSE are eligible for admission to universities and institutions of higher learning for degrees and advanced diplomas. In general terms, the objectives of CSEE are to consolidate and broaden the scope of ideas, knowledge, skills and concepts already acquired at primary education level, while the objectives of ACSE are to prepare students for tertiary, higher, vocational, technical and professional education and training and to prepare them for the world of work. The objectives of the secondary education sub-sector are described as: consolidate and broaden the scope of ideas, knowledge, skills and concepts already acquired at primary education level; prepare students for tertiary, higher, vocational, technical and professional education and training and prepare students for the world of work.

In the build-up to SEDP, a number of studies were commissioned, including Secondary Education Master Plan (1996); Macro Economic Analysis of Post Primary Education in Tanzania (May 2003); Secondary Education Sector Analysis (August 2003) and Analysis of the Labour Market Linkage and External Efficiency of Post-Primary Education and Training (November 2003). Among other things, these studies revealed that the secondary education sector in Tanzania is one of the smallest in Sub-Saharan Africa, and constitutes only about 6 percent of the secondary school-going age group (the rest of Sub-Saharan Africa, 25-30 percent). Transition from primary school to secondary school is around 25 percent (rest of Africa, 50-60 percent).

The study also revealed four categories of secondary school ownership: government (9 percent), community (51 percent), private (33 percent) and seminaries (7 percent). There are still some schools classified as commercial, agricultural, technical or home economics, although this classification was not continued with the newly built schools, most of which are unbiased, i.e. there is no subject specialisation, as opposed to the biased schools, where there is subject specialisation. There are also significant gender and regional differences, as well as overloaded (especially at “O” level) and often theoretical, irrelevant curricula which do not prepare students for the contemporary world of work. With regard to the financial situation, it can be said that secondary education receives a relatively low share: 6-7 percent of the government recurrent budget as compared to the 19-20 percent allocated to tertiary and higher education. More significantly, 57 percent of the secondary education budget is allocated for teacher salaries and other remuneration.

## 7.2 Zambia

Over the last few years, the focus has shifted from a project approach towards what is called the sector-wide approach. Under the sector-wide approach, support is provided to government sectoral policies in a coherent and coordinated manner, together with other cooperating partners. Since late in 2002, both the Government of Zambia (GRZ) and cooperation partners have been engaged in what is known as a “harmonisation process” which aims at enhancing the efficiency and effectiveness of development cooperation through increased cooperation and alignment among the actors involved. Cooperation partners are making serious efforts to work in line with Zambian processes and procedures. They increasingly represent each other and work through joint processes and programmes. Through the Joint Assistance Strategy, GRZ and cooperating partners try to rationalise the number of active partners in the different sectors. This process should lead to an adequate number of cooperating partners in all sectors key to Zambia’s development.

The 5th National Development Plan 2006-2010 includes education as a priority sector for poverty alleviation and economic growth. The Ministry of Education has developed a Strategic Plan 2003-2007 that covers all sub-sectors in the education system: early childhood, basic schools, high schools, teacher training colleges, universities and adult literacy. The Strategic Plan is a successor to the Basic Education Sub-Sector Investment Plan (BESSIP) in the period 1999-2003.

The Strategic Plan has four central themes:

- access and equity in educational provision
- quality of education
- administration, financing and management of education
- mitigation of the impact of HIV/AIDS

The Strategic Plan works towards the achievement of the Education for All (EFA) goals, as agreed upon at the World Education Forum in Dakar in 2000, and the Millennium Development Goals. It aims to achieve universal access to quality primary education and gender equality for both boys and girls.

Zambia has seen a tremendous increase in access to education. NER has changed from 61 percent in 2001 to 95 percent in 2005 (EDASSIST Zambia 2005). However, the quality of education remains a problem, and is probably affected in a negative way by the large influx of pupils. Only a third of the students in grade 5 attain the minimum level in English and mathematics. Quality improvement will therefore be the main priority for the Ministry of Education. Completion rates in 2005 were 81 percent for grade 1-7, but only 43 percent for grade 1-9. The school system has changed from 7 years to 9 years compulsory basic education. But, as completion rates indicate, grades 8 - 9 have a very low completion rate. The shift has not been completed, and many schools still offer only grades 1-7.

The Strategic Plan is supported by 14 bilateral and multilateral donors within a sector-wide approach that aims to reduce transaction costs for the Ministry of Education as well as the donor agencies. Eight donors provide support through a common pool account. Norway is the biggest bilateral contributor, followed by the Netherlands. Since 2006, the Netherlands and Ireland, who were chosen as lead donors, represent the group to the government of Zambia.

The involvement of NGOs in the sector is also important. The community schools movement has enrolled almost 20 percent of all the basic school students in Zambia. Thus they are contributing substantially to the increased enrolment rate.

In 2004, the Dutch Embassy financed a severance package for retired teachers and the settling-in grant for newly recruited teachers which the government had been unable to fund. This allowed the Ministry to recruit 7,700 new teachers in 2005. Remedying the lack of teachers, with a very high pupil/teacher ratio, must become a policy priority in order to improve the quality of education for the years to come.

Secondary education has a very weak position in the education system. As in Tanzania, a problem has been that responsibility for secondary education is divided between many ministries. Donor support for the Strategic Plan has therefore not reached responsible institutions outside the Ministry of Education. A new challenge for the Ministry is to improve its cooperation with other ministries to be able to handle the responsibilities for the full education sector.

The shift from 7 to 9 years of compulsory basic education has changed lower secondary into upper basic education. A large number of schools still offer grades 8-12. Enrolment in secondary education has increased, but is still as low as GER 21.5 percent in 2004. The quality of secondary education has gone down and the curriculum has not been revised for 30 years.

### **7.3 Burkina Faso**

Burkina Faso is among the countries with the lowest enrolment rate both in primary education (57 percent in 2004) and in secondary education. GER in lower secondary was 20 percent, while the average for SSA is 44 percent. For upper secondary, the GER was only 8 percent. The situation is worsened by enrolment gaps for urban and rural areas and in regard to gender.

Quality is low, with a shortage of qualified teachers, a short instructional year, too many students and an irrelevant curriculum, preparing students for tertiary level education rather than for the world of work. The World Bank supports the government strategy in their efforts to increase access to secondary level, with a special focus on lower secondary schools and to improve the secondary education system in regard to quality, equity, management and organisation.

The first phase of the program has had successful initiatives, and the second phase is fully aligned with current poverty reduction policies.

The plans have the following objectives by 2009:

- To increase the GER in lower secondary from 22 percent to 40 percent, and to increase the survival rate from 45 percent to 60 percent. The GER in the least-covered districts should be increased from 8 percent to 13 percent, and for girls from 17 percent to 28 percent.
- To improve quality through curriculum reform as well as pre-service and in-service teacher training. Quality should also be improved through support to school health and HIV/AIDS prevention, evaluation and assessment, and new information and communication technologies
- To strengthen institutions
- To expand vocational education and training through a national policy on VET in formal and non-formal education.

Pilot projects should be based on experience gained in the labour market with appropriate training programs in public-private partnerships.

The work will be performed as part of a sector plan in cooperation with other donors. It will demand a management committee selected from the involved ministries to improve harmonisation and effectiveness.

## 8. Conclusions

In most cases, secondary education is still treated as a single unit in the policies and programmes of the ministries and agencies. However, lower and upper secondary education are usually separated and operate as two distinct levels. This study has focussed on lower secondary education and the needs to develop specific policies and support for this level, particularly as it is becoming part of a compulsory basic education for all.

This brief survey indicates the following:

- The demand side in most Sub-Saharan African countries is becoming more insistent on the need for expanding post-primary education.
- Lower secondary education should be part of compulsory basic education, which then comprises 9 - 10 years.
- Skills development and preparation for future life, employment or self-employment need to be given more attention in planning secondary education.
- The demand for post-primary education has been stimulated by the 'bulge' of pupils graduating from primary education, especially as a result of successful efforts towards Primary Education for All.
- Following the World Bank's lead, bilateral agencies have devoted the largest share of their support to primary education, leaving the post-primary level deficient in most countries under consideration.
- There has been little focus among the agencies reviewed and their partner countries on analysis and planning for post-primary education.
- Once again following the World Bank's lead, a number of bilateral agencies are now reviewing their policies towards post-primary and even tertiary education and are in the process of preparing policy papers to address these sub-sectors. The Secondary Education in Africa (SEIA) initiative of the World Bank has been a major contributor to this renewed interest, as have the various policy papers and publications produced by the Bank since 2000.
- The move towards general budget support and education sector budget support has led to cases where a bilateral agency, although committed first and foremost to primary education, has in fact been supporting the wider brief of a partner ministry of education, thus funding post-primary education by default.
- The consensus emerging from this brief survey is that post-primary education is now finding its way onto the agenda of the development partners, but it is still far from being at the stage where it can effectively and substantially support the need for long-term and holistic planning and implementation of secondary education programmes. A key challenge will be the harmonisation of efforts and the focus on key issues relating to the sub-sector, notably issues of curriculum and assessment, teacher education and deployment, physical facilities and the management of the education systems of partner countries.
- In the wake of the huge efforts made to achieve EFA, planners of post-primary education must be more concerned with the issue of providing young people with solid basic skills, knowledge and values to prepare them for future life as well as employment and self-employment.
- Given the suggestion that lower secondary should be included as part of basic education, lower and upper secondary must be given separate consideration regarding content and curriculum, organisation, financing and managerial needs.

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# Abbreviations

<b>ADEA</b>	Association for the Development of Education in Africa
<b>ADF</b>	Africa Development Fund
<b>AfDB</b>	African Development Bank
<b>AU</b>	African Union
<b>AVU</b>	African Virtual University
<b>BMZ</b>	German Federal Ministry for Economic Cooperation and Development
<b>CIDA</b>	Canadian International Development Agency
<b>COMEDAF</b>	Conference of African Ministers of Education
<b>DAC</b>	Development Assistance Committee
<b>Danida</b>	Danish International Development Agency
<b>DED</b>	German Development Service
<b>DFID</b>	Department for International Development (of UK)
<b>DRC</b>	Democratic Republic of the Congo
<b>EPDF</b>	Education Program Development Fund
<b>EFA</b>	Education for All
<b>FAO</b>	Food and Agriculture Organisation
<b>FTI</b>	Fast Track Initiative
<b>GDP/GNP</b>	Gross domestic product/gross national product
<b>GER</b>	Gross enrolment ratio
<b>GRZ</b>	Government of the Republic of Zambia
<b>GTZ</b>	Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH
<b>ICT</b>	Information and communication technology
<b>IIEP</b>	International Institute for Educational Planning (of UNESCO)
<b>IMF</b>	International Monetary Fund
<b>InWEnt</b>	Capacity Building International, Germany
<b>ISCED</b>	International Standard Classification of Education
<b>JICA</b>	Japanese International Cooperation Agency
<b>KfW</b>	KfW Entwicklungsbank (KfW development bank)
<b>LINS</b>	Lærerutdanningens Internasjonale Senter (of Oslo University College)
<b>MDG</b>	Millennium Development Goals
<b>NEPAD</b>	New Economic Programme for African Development
<b>NET</b>	Net enrolment ratio
<b>NGO</b>	Non-governmental organisation

<b>Norad</b>	Norwegian Agency for Development Cooperation
<b>NPEF</b>	Norwegian Post-Primary Education Fund
<b>ODA</b>	Official development assistance
<b>OECD</b>	Organisation for Economic Cooperation and Development
<b>PPE</b>	Post-Primary Education
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>SDC</b>	Swiss Development Cooperation
<b>SEIA</b>	Secondary Education in Africa (programme of the World Bank)
<b>Sida</b>	Swedish International Development Cooperation Agency
<b>SSA</b>	Sub-Saharan Africa
<b>SWAp</b>	Sector-wide approach (to educational planning)
<b>TVET</b>	Technical and Vocational Education
<b>WB</b>	World Bank (IBRD)
<b>WGESA</b>	Working Group on Education in Sub-Saharan Africa (of ADEA)
<b>WGPPE</b>	Working Group on Post-primary Education (of ADEA)
<b>WTO</b>	World Trade Organisation

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