

Education policies and strategies 6

**Implementing and Financing
Education for All**

UNESCO

This compendium summarizes the presentations and debates of participants in the *International Seminar on the Financing and Implementation of National Education Plans*. Organized by UNESCO in collaboration with the Sun Moon University, the National Commission for UNESCO and the Ministry of Education and Human Resources Development of the Republic of Korea, this conference took place at Asan-si, Republic of Korea, from 17 to 21 September 2003.

The national representatives who participated in the seminar and who presented the country reports are Laurent S. Kabore (Burkina Faso), Gilbert Nlege (Cameroon), Rosa Alvarez Cardenas (Cuba), Amik Kaushik (India), Mohamed El Yaalaoui (Morocco), Ibrahim Adama (Niger) and Soomyung Jang (Republic of Korea). Russel Craig and Jae-Wong Kim also participated as resource persons. Mohamed Radi and Um Sang Heon represented UNESCO and facilitated the seminar in collaboration with the resource persons.

Former Director of the European Institute of Education and Social Policy, Jean-Pierre Jallade, as consultant to UNESCO, contributed to the editing and synthesis of the presentations and discussions of participants in the seminar. Mohamed Radi and Gwang-Chol Chang, from UNESCO's Division of Educational Policies and Strategies, coordinated the works of experts and participants.

We extend a special gratitude to all those who actively contributed to the organization of this seminar, in particular:

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PREFACE

The series Education Policies and Strategies launched by UNESCO's Division of Educational Policies and Strategies is publishing its sixth volume. Moving away from excessive theorisation, it seeks above all to be a collection of good practices. With the choice of themes addressed, UNESCO aims to share its experience, not only with education planners and practitioners, but more widely with all those interested in the elaboration and implementation of educational policies and strategies.

This volume, entitled *Implementing and Financing Education for All*, summarises the presentations and debates of the participants during the "International Seminar on Financing and Implementing National Education Plans". Held in the Republic of Korea, from 17 to 21 September 2003, this seminar was organized by UNESCO in collaboration with Sun Moon University, the National Commission for UNESCO and the Ministry of Education and Human Resource Development of the Republic of Korea. Given the theme's interest, both for political decision makers as well as for education specialists, UNESCO decided to publish the proceedings for widespread dissemination.

At a time when education, particularly basic education, is seen as a fundamental human right, the Education for All goals proposed at the Dakar World Education Forum are still far from being achieved in all countries. A major challenge remains the lack of sufficient resources to achieve these goals. However, over and above the identifiable, material issues, the wide variety of national policy formulation, planning and implementation processes makes it difficult to identify a single or general linear approach to attaining the required goals. A review of national education policy and strategy frameworks will help us to better understand the relevance of the implementation processes to local socio-economic and cultural contexts.

Reconciling access, equity and efficiency within the overall umbrella of quality education, is a major challenge confronting all decision makers. Each country has tried to solve this equation through a combination of strategic options, implementation mechanisms, measures and modalities, reflecting local political and institutional settings. Different countries' development paths vary considerably and throw some light on the interplay of internal and exogenous factors influencing the decisions taken and their actual implementation. It is necessary to capture the exact role of the various actors in the decision making chain, with the traditional stakeholders such as the government, civil society,

local communities, NGOs, and service beneficiaries being subjected increasingly to the growing influence of global market forces. The relations between cause and effect are thus complex to analyse and there is need for understanding the specific context of each country.

The variety of national experiences presented in this document enriches it from the point of view of the information gathered and the alternative strategies used to attain the same goals. The major lesson emerging from this volume concerns the importance of homegrown initiatives. Although international funding plays a critical role in the implementation of EFA in some of the countries observed, its efficacy depends on its relevance to the nationally owned EFA process involving the different stakeholders. International assistance is more readily associated with credible EFA strategies and programmes, within a sector-wide education development plan, which, in turn, is fully integrated into overall national development plans and frameworks, such as poverty reduction strategies.

Finally, this study is the result of the reflection on and the sharing of diverse national expertise and experience. It is an illustration of the rich reservoir of diverse national and regional conceptions and practices. Through this publication, UNESCO hopes to disseminate more widely the lessons drawn from the experiences of the participating countries to specialists in other countries. The different national contributions that we present here can play a part in nurturing useful reflection and debate to improve planning and implementation of education policies in other countries striving to overcome the challenge of financing and attaining the goals of Education for All.

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ACRONYMS & ABBREVIATIONS

EFA	Education for All
EMIS	Education Management Information System
ESP	Education Sector Plan
ESSP	Education Sector Support Programme
GNP	Gross National Product
HIPCs	Heavily Indebted Poor Countries
HRD	Human Resources Development
MEBA	Ministère de l'Éducation de Base et de l'Alphabétisation/Ministry of Basic Education and Literacy
MEJS	Ministère de l'éducation, de la jeunesse et des sports/ Ministry of Education, Youth and Sports
MEN	Ministry of Education
MINEDUC	Ministry of Education
NLM	National Literacy Mission
OLS	Open Learning System
PAN-EPT	Plan d'action national de l'éducation pour tous au Cameroun/ Cameroon National Plan of Action on Education for All
PDEBB	Plan décennal de développement de l'éducation de base du Burkina Faso/ Burkina Faso Ten-Year Basic Education Development Plan
PRSP	Poverty Reduction Strategy Paper (Programme)
PPDE	Plan décennal de développement de l'éducation du Niger/ Niger Ten-Year Education Development Plan
PRS	Poverty Reduction Strategy
SSA	Sarva Shiksha Abhiyan in India
SWAP	Sector-Wide Approach
TLC	Total Literacy Campaign
UEE	Universal Elementary Education in India

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INTRODUCTION

1. Context

In accordance with the mandate conferred upon UNESCO by the international community at the World Education Forum in Dakar in April 2000, the Organization has defined Education for All (EFA) as the top priority in its Medium-Term Strategy and its successive biennial programmes. One of the modalities retained in this regard is to encourage the dissemination of national experiences and good practices relating to national policies and strategies in education development and reform.

The surveys and the regional and international meetings organized by UNESCO have shown that some countries are experiencing enormous difficulties in the formulation of reform and development measures recommended in the Dakar Framework for Action. Some are confronted with the problems of designing operational strategies. A large part of these difficulties is explained by the weaknesses of planning information systems, hence imprecise strategies and action programmes. The educational reform and development plans must be credible to reassure financing partners that the national education policies being followed are fully justified. But above all, these plans must also be in the interest of the countries themselves, whether or not external financing is needed. Once prepared, and their financial set-up defined, these plans cannot be implemented unless they include precise indications as to how the options of reform and development will be carried out.

However, experience shows that when preparing their action plans, some countries have problems defining implementation strategies, because of the existence, at the time of their adoption, of insufficiently studied options whose operational implications had not been clearly defined. Further study of these plan options, and their translation into a precise action programme, are often postponed because of lack of time, or lack of information and national competence in the subject.

These plan options are frequently about questions concerning objectives or strategies for implementing education development plans. Among the frequent priority problems are those relating to decentralisation, financing, and options concerning teachers. A series of seminars was organized on these themes with a view to:

- Strengthening national capacities in addressing these important questions, which are not generally given all the necessary attention by the countries at the time of setting up their plans.
- Understanding which among the different practical measures applied are those that better address the needs of education development systems.
- Comparing the respective experiences of countries in terms of policy design, strategies, processes and results.
- Offering the participating countries the opportunity to better understand what are at stake as well as the strategies adopted by those who have faced the same challenges and who have found and applied original solutions to overcome them.
- In addition to improving the level of knowledge of participating countries, these seminars give UNESCO the opportunity to disseminate the lessons of various national experiences analysed.

2. Questions addressed

The international seminar on **Financing and Implementing Education Plans** took place in the Republic of Korea with the participation of country representatives from Burkina Faso, Cameroon, Cuba, India, Morocco, Niger, and the Republic of Korea. The UNESCO team led by Mr Radi, Section Chief at the Division of Educational Policies and Strategies, facilitated the organization of the seminar.

The themes discussed dealt with aspects of financing and implementing education development plans, notably, action plans for the implementation of Education For All (EFA) Goals. According to the survey conducted by UNESCO in 2002, the plans prepared or in the process of being developed within the follow-up framework to the Dakar World Education Forum, have taken different forms, notably: i) pre-existing sector development plans, renewed without major modifications; ii) existing plans revised or developed in the light of the EFA Goals; iii) specific plans for EFA; iv) EFA-related programmes or projects; v) projects centred on specific needs and fields such as quality upgrading, continuing education, etc.

Whatever forms these plans and programmes have taken, one of the major and immediate problems is how to implement them. It is about being aware, among others:

- will these painstakingly prepared plans be implemented effectively? Or, once adopted, will they be forgotten and shelved once again?
- aside from financial resources, will there be enough human and technical resources to carry them out? Are the institutional capacities sufficiently strengthened to ensure their implementation?
- will the commitments taken by the present government be respected by future administrations?
- will the financing pledged or promised by the international community be received? And in the affirmative, on what scale?

The conditions for the effective implementation of these plans are therefore numerous and complex. The financial factor is admittedly one of the most important, but other aspects just as important such as necessary reforms and strengthening institutional capacities, should certainly not be neglected.

The development and reform actions foreseen in the plans are often numerous, ambitious, and complex. Sometimes, the education administrations do not prioritise these actions when preparing the plans, and even if these actions were designed with a certain order of priority, the question remains as to which action the implementation should start with. Some will say to first start with resources, notably with financial resources. Others will say that it is necessary, before anything else; to start by implementing reform, institutional, and administrative policies, in order to create a favourable environment and conditions for the efficient and rational use of allocated resources.

How then should one initiate the preparation of the plans, which are supposed to be designed on a solid technical basis, and approved through a process of social consultations and democratic validation? Are the reform, rationalisation or improvement measures foreseen in the plan sufficient in themselves and immediately applicable without the need for any in-depth sub-sector analysis and without a preliminary negotiation of foreseen measures concerning, for example, the status of teachers? The same applies to local communities if there exist measures dealing with decentralisation. Are the institutional capacities strong enough to manage and monitor the application of the planned actions?

The question of the necessary resources to carry out the plans should also be debated and resolved. It is not only about allocating sufficient resources, human or financial, but also of using them in a rational and efficient manner. What are

the arrangements to put into practice the efficient management of resources? How can the quality of educational services be improved? The question is not only about cost savings, but also and above all, using the allocated funds in an equitable, transparent, and efficient manner.

Considering the problems as raised above, the presentations and debates of the seminar were structured around national experiences, lessons and good practices supported by convincing examples. In particular, they were articulated to answer the following five questions:

- i) How do governments intend to create the favourable conditions necessary to put the plans into operation, notably the reforms that they recommend?

In the case where countries must have recourse to international financial cooperation for the implementation of plans:

- ii) How can the partnerships in the formulation of education policies and plans and the leadership role of national governments be reconciled?
- iii) How can national capacities be strengthened in the execution and monitoring of plans as well as in coordinating bilateral and multilateral financial and technical cooperation?
- iv) How can the plans be made reliable and realistic and the forecasts be credible in the eyes of potential donors?
- v) How does one increase external financing for the implementation of the plans?

This anthology is the summary of presentations and debates of participants in this Seminar. It is composed of ten chapters. The first chapter, written by Jean-Pierre Jallade as a consultant to UNESCO, is the synthesis of the contributions of all the participants in the seminar. The seven following chapters are national reports that have been presented by representatives of participating countries during this seminar. The last two chapters, Chapters 9 and 10 are the contributions of Mr Russell Craig and Mr Jay-Woong Kim, resource persons who have helped as facilitators throughout the seminar.

We trust that the present brochure follows the initial objective of the seminar, that is, to promote the dissemination of experiences, good practices and lessons of Member States in formulating and implementing education policies and strategies. We hope that the different chapters that we are presenting here will

provide food for thought in useful reflections and debates on the question of financing and achieving the goals of Education for All, not only in the countries who have participated in this seminar but also in those that are working on the development and improvement of their education system.

CHAPTER 1

EDUCATION FOR ALL: LESSONS OF EXPERIENCE

Jean-Pierre Jallade¹

1. Introduction

The 1990 Jomtien Conference gave the signal for mobilising the international community in favour of Education for All (EFA). Ten years later, the Dakar World Education Forum in 2000 gave rise to a Framework for Action, which invited all Member States to develop a National Action Plan (NAP) for Education For All. Moreover, it reiterated the support of the international community in favour of EFA by affirming that “no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources”. Following these orientations, many developing countries have undertaken a significant effort in considering and planning the future development of EFA. These incidentally quite varied experiences have been marked by many innovations. Four years later, the time has come to review these efforts.

It is in this perspective that UNESCO has organized an international seminar which took place at Asan-si, Republic of Korea, from 17 to 21 September, 2003, on the theme of financing and implementing education plans. Organized with the collaboration of the Sun Moon University and the National Commission of the Republic of Korea to UNESCO, and under the auspices of the Ministry of Education and Human Resources Development of the Republic of Korea, this seminar has enabled the exchange of experiences between the participants and the dissemination of good practices in the design, implementation and financing of EFA plans.

This first chapter aims to bring out the main trends in the implementation and financing of education plans, particularly of EFA plans. It is based on seven case

¹ UNESCO Consultant, former Director of the European Institute of Education and Social Policy.

studies carried out at the request of the Division of Educational Policies and Strategies of UNESCO in the following countries: Burkina Faso, Cameroon, Cuba, India, Morocco, Niger and the Republic of Korea. The summary of these analyses are in chapters 2 to 8 of this brochure. In addition, two technical reports, presented in chapters 9 and 10, underline several common difficulties in the majority of countries that are going through a process of this kind. These two reports are largely based on the experiences of three Asian countries, the Republic of Korea, Cambodia, and East Timor, and on that of an anglophone African country, Gambia. It will be noted, however, that the information concerning Gambia and East Timor are fragmentary.

All in all, the reports presented in this book represent a sample of a dozen case studies from different regions of the world, with one Arab country, three francophone and one anglophone African countries, one Latin American country, and four Asian countries. They convey an immense diversity of geographical situations. The range of economic and education development levels is also very wide, for even very poor countries are also included where EFA is still a distant objective and where illiteracy rates are high, as well as much more developed countries no longer in need of external financing.

This first chapter examines the experiences of countries with regard to implementing and financing EFA in a constructive and critical way. The approach adopted is totally thematic and comparative. It has involved examining the major common phases of EFA plans, whatever the development level and geographical situation of the country, and putting the solutions to the problems encountered by the countries in a comparative perspective. This method has made it possible to identify the major trends involved in implementing and financing EFA plans. The political framework of EFA plans is briefly analysed (section 2). Examining the goals and major orientations of EFA in section 3 follows this. The institutional arrangements required to implement EFA plans are described in section 4. Finally, the problems encountered as regards financing EFA are discussed in section 5.

2. The political and societal framework of EFA plans

2.1 The search for a consensus on civic values favourable to EFA

Before being a technical process, an EFA plan should first of all be a political approach (in the noble sense of the word) that takes into consideration the shared values of the whole society. This is the first lesson that can be drawn from the experiences presented in the different chapters of this brochure. The majority of

EFA policies and plans reflect in a more or less explicit way the values of equality or equity, quality, efficiency, and of liberty which are supposed to be shared, in different degrees, by the whole society and by national and international decision-makers.

These references to values that are likely to forge a consensus on EFA are important, but one must be aware that they can be prone to very different interpretations and come into conflict with one another. Every educator is aware of the existence of potential conflicts between equality (of opportunities) and quality (or excellence) in education, or between equality (of conditions of learning) and liberty (to choose one's school), or between efficiency (of management) and equity (of treatment). These conflicts can only be solved by compromises acceptable to a society at a given time. Every national education policy is based on compromises between these values². This search for a compromise on some universal civic values constitutes the preliminary policy of EFA plans and greatly facilitates their preparation and implementation.

The adaptation of these civic values in national texts of high symbolic and legal value (the Constitution, Legal framework, Charter, etc.) gives their political legitimacy to EFA plans. In India, education for all has been the national objective since the Independence, but it is only recently that the Constitution has been amended to make it a basic right, opposable in justice. In Morocco, *The National Charter for Education and Training*, founded on the principles and values of the Islamic faith, constitutes the framework of reference of education policy for the present decade. In Cuba, the Constitution of the Republic establishes education as a civic right offered free to every citizen, without any condition of access, whether it be to EFA or life-long education and training, and further, education policies insist on the "*integrated cultural development*" of every citizen.

These civic values must of course be adapted to the political, cultural and national economic frameworks, which allow the expression of many different interpretations at different levels and perspectives of EFA development. Thus, in francophone African countries, the value of equality or equity that underpins most EFA plans translates into the necessity of access to primary education for all, notably in rural areas. While in the Republic of Korea, it has served to justify the priority given by public education financing to elementary education for a long time, leaving a large fraction of secondary and higher education chargeable to families. In Cuba, it was used to promote literacy campaigns for adults.

² Chapter 9, section 3.

The value of efficiency in the use of resources serves to justify the recruitment of new less qualified and lower paid teachers in poor countries like Niger, or the decentralization of education administration to the level closest to beneficiaries in India.

In the name of quality, the pupil/teacher ratio was reduced in Cuba, and teaching methods were improved in the Republic of Korea, while teachers were deployed and motivated in almost all the countries.

The international community favourably views these compromises to reach a consensus on some civic values that is acceptable to all, because it promises a political stability, which is a good presage for launching large-scale operations like EFA plans. The major international fora, where cooperation and financing agencies are represented, strongly contribute to this search for consensus and their influence is enormous, notably in countries where their technical and financial contribution is considerable in relation to national resources.

If the justification of EFA in terms of civic values is practically universal, the economic argument is strongly invoked in the more advanced countries. In the Republic of Korea for example, the HRD (Human Resources Development) policy is explicitly linked to future economic growth expressed in terms of needs for middle-level qualified technicians and engineers, promotion of “professionalism” in the public sector, adaptation of technical education to the needs of high-technology sectors, or upgrading the quality of higher education for the promotion of research in the engineering sciences, etc.³ The same is true in Cuba where, together with education understood as a civic right, the authorities never fail to remind the importance of the professional development of individuals, of training scientific and technical personnel and the close links which exist between education strategies and the economic and social development of the country. In fact, the economic argument expresses in another form but sometimes very strongly, the value of efficiency.

2.2 A sector-wide approach that is participatory and concerned with local needs

The experiences examined in the following chapters make it possible to bring out three major evolutions that characterize a new EFA approach.

a) A sector-wide approach. All the countries examined reported a policy agreement at the highest level on the goals and the major orientations of EFA

³ Chapter 8, section 3

that ensues, in general, from a sector-wide analysis obtained from the deepest possible critical analysis of the education sector. In bringing to light the weaknesses of the present situation (Burkina Faso⁴, Cambodia⁵, Cameroon⁶, Niger⁷), these sector diagnostics contribute to stimulate a new political will to go forward in the implementation of EFA. The sector-wide approach, within which fall the fields of intervention, programmes and activities, is considered by everyone as a progress in relation to the “project” approach, which entails the fragmentation of external aid (each financial agency its own project). It favours an overall view of the education sector serving as the basis for a high-level discussion on the strategic priorities and programme activities to implement, and above all it prepares the ground for better external aid coordination. EFA is therefore considered as a sub-sector of the education sector.

b) A participatory approach. Not so long ago, education programmes were prepared and implemented by the Ministry of Education with the more or less reluctant support of the Ministry of Finance in partnership with one or several external agencies. The approach adopted by all the countries examined is more participatory and strives to involve different partners: ministries other than the Ministry of Education, central public agencies, external cooperation and financial agencies, local communities, representatives of civil society, particularly the NGOs, and families (private education). This participatory approach, which takes the form of “partnerships” between several actors of the EFA plan, is particularly clear in the case of Cambodia⁸ which puts forward three key elements of an effective partnership, that is, i) the leadership of the Ministry of Education in the reform programme, ii) an agreement of all the partners on strategic priorities, and iii) a cooperative implementation programme with the support of ministries, NGOs and financing agencies.

In Morocco, the *Charter for Education and Training* recommends the development of partnerships between public organizations, local authorities, civil society, associations, professional organizations and the private sector. Relations with external financing agencies are strong and varied.

⁴ Chapter 3, section 2.

⁵ Chapter 10, section 3.

⁶ Chapter 5, section 2.

⁷ Chapter 4, sections 1 and 2.

⁸ Chapter 10, section 3.

c) An approach concerned with local needs. Education planning, when it first began, was the affair of the central government. It was a “top-down” approach in the hands of an elite of experts and politicians, often ignoring the existence of teachers, parents and local communities. This style of planning provoked resistance at the time of implementation. The new practices in identifying objectives emphasised a more participatory approach with, in some countries, a strong will to take into consideration local needs - “the bottom up approach” - in determining the objectives of EFA with the cooperation of NGOs if necessary. In India, the movement to decentralise elementary education planning goes much beyond the assumption of responsibilities by the states or even districts, common in big countries of federal structure. They seek, with the help of NGOs, to identify needs at the level of the village, the block, or the group of housing. In the Republic of Korea, private school foundations, subsidised by the State, have for a long time assumed heavy responsibilities in the foundation and the administration of schools. They constitute another form of expression of the needs of the users of the system.

These evolutions are good signs and their political meaning is deep. They confirm that EFA cannot be reduced to a technocratic approach. To be successful, it has to be everyone’s affair.

3. The objectives and major orientations of EFA plans

3.1 The quantitative objectives of EFA plans

Although the objectives and major orientations of EFA plans vary greatly in terms of the level of economic and education development of each country, it is surprising to observe that all the countries, even the most advanced, like the Republic of Korea, find in EFA a cause for improving their education system.

All the countries of francophone Africa represented in the seminar have prepared long-term EFA development plans, emphasising the development of the supply of basic education services with quantitative objectives backed up by figures:

- In Burkina Faso, the « PDEBB » (Ten-Year Basic Education Development Plan 2001-2010) mentions precise quantitative objectives in terms of improving the enrolment rate and the reduction of gender and regional disparities;

- In Niger, the “PDDE” (Ten-Year Education Development Plan, 2003-2012) consists of quantitative objectives expressed in terms of access rates, retention or achievement rates in primary education. To these national objectives are added the objectives targeted in favour of the enrolment of girls or children in rural areas. The basic logistics (additional teachers, classrooms) required to fulfil these objectives are specifically defined;
- In Cameroon, the “PAN-EPT” (National Action Plan of Education for All, 2003-2015) specifies wider fields of intervention with proposed actions concerning access, internal efficiency, equity and relevance.

In these three plans, the objectives ascribed to the development of basic education are precise and apparently credible. They express a commendable concern for the efficiency of the system (reduction of repetition rates, improvement of retention rates) and for quality (revision of programmes, improvement of infrastructures). The institutional objectives set to strengthen national capacities in executing and monitoring activities and projects, and the beginning of external aid coordination, are also very present.

However, the policies concerning the education of adults, notably the fight against illiteracy, and vocational training, are less defined. Moreover, their implementation strategies are lacking. In Niger, one of the objectives of EFA aims to *“raise the level of adult literacy by 50%, notably women’s literacy, from the present time to 2015 and to ensure all adults an equitable access to basic education and continuing education programmes”*. One can rightfully question the credibility of such an ambitious objective when the only measure foreseen for its implementation consists of creating a general directorate of non-formal education in the Ministry of Education. In Cameroon, literacy is a field shared among several ministries (Youth and Sports, Social Affairs, Gender Issues) and the objective with regard to it is similar to that of Niger. The actions proposed are a little more precise, but the total costs of these actions are estimated to be at least 3% of the total cost of “PAN-EPT”. In Burkina Faso, the objective is to reach a literacy rate of 40% by 2010 against 29% in 1999, but nothing is foreseen for its implementation.

Therefore, EFA in francophone Africa seems to be in a large measure confined to school-age children, while the Dakar Forum mentions functional literacy as an objective of EFA. It is fitting to find the reasons which prevent these countries to formulate explicit and coherent strategies on the subject. Are they facing a challenge beyond their reach given their limited institutional and financial resources? Is it because the ministries of education, essentially the actors of

every education strategy, are scarcely interested in it, or is it because it is not included in the priorities of external partners?

In Morocco, which can be considered as an intermediate country in terms of education development, the fight against illiteracy is not unknown. One finds in the *National Charter for Education and Training*, which constitutes the framework of reference of education policy for the decade 2000-2009, quantitative objectives for elementary education (in the form of achievement rates of cycles) and for the fight against illiteracy, which must move from 50% to 20% in 2010. In addition, the concern in favour of adult education is expressed through non-formal education programmes in favour of persons excluded from the education system up to the age of 18, implemented through the partnership between the Ministry of Education and an NGO network presently in full development. The creation of a national Literacy Agency has been announced.

In other countries, the strategies to eradicate illiteracy are more defined. In India, the EFA strategy is very complete. In it, one finds objectives regarding elementary education; adult literacy and early childhood care services. Everything seems to be pursued with the same energy within one and the same EFA strategy, summarized in the following way:

- *Universalisation of the Integrated Child Development Services Scheme to enable Early Childhood Care and Education: Dakar Goal 1;*
- *The universalisation of elementary education (UEE) is the mission of the SSA (Sarva Shiksha Abhiyan) which is in charge of carrying out the national implementation programme of the fundamental right to compulsory and free education, that is, eight years of quality education for all children from 6 to 14 years of age by the year 2010 (Dakar Goals 2 and 6);*
- *A comprehensive plan for adolescents, especially girls, within the Tenth Five-Year Plan;*
- *Attainment of a functional literacy level for all adults between 15 and 35 years of age. This objective is the responsibility of the NLM (National Literacy Mission);*
- *Attainment of a sustainable literacy level of 75% by 2007;*
- *Special programmes targeted on girls in addition to the attention given to them in the overall programmes;*
- *Elimination of all disparities, including gender, in primary education (five years) by 2007 and in elementary education (eight years) by 2010⁹.*

⁹ Chapter 7, section 1.

It is interesting to observe that the adult education strategies are ambitious and explicit¹⁰. The programmes in favour of the elimination of illiteracy take the form of mass literacy campaigns, organized at the federal level, but they are implemented at district levels with the help of NGOs. Like in Cuba, but in a different historical context, they assume a high degree of social mobilisation. The presence of an important institutional actor, the *National Literacy Mission*, created well before Jomtien to coordinate and finance the efforts in this field, gives an important institutional visibility to the illiteracy eradication strategy. Even if the scope of the task is enormous in a country of more than 1 billion population, the quantitative objectives are precise, often accompanied by efforts targeted on disadvantaged groups (women, members of scheduled tribes and casts), and with perfected methods. The implementation of these strategies relies on the participation of the actors of civil society, that is, a powerful NGO network that contributes to their political legitimacy.

In Cuba, these literacy campaigns have been implemented as early as the beginning of the revolutionary period in 1959, at the same time as the universalisation of primary education¹¹. Mass education included all citizens; it has since been actively pursued under different forms. At the present period, EFA is conceived as lifelong education for all, an ambitious objective in particular.

In the Republic of Korea, more than 95% of the age group reach the last level of secondary education and 80% of graduates continue their studies in short or long higher education. The quantitative expansion of the education system can therefore be considered as almost finished, except in pre-primary. The strategy in favour of EFA is consequently pointed towards the weaknesses of the system: i) reduce the size of classes in primary and secondary (35 pupils per class in 2002), ii) move from a passive learning pedagogy geared to pass “tests” to a pedagogy of future-oriented creativity, iii) improve participation in lifelong education which is the lowest among OECD countries.

3.2 The Strategies for improving the quality of EFA

Improving the quality of education is a recurrent theme of EFA plans, but it is certainly more difficult to state precise quantitative objectives on the subject. For

¹⁰ Chapter 7, section 7.

¹¹ Chapter 6, sections 1 and 2.

lack of objectives, firm strategic orientations would be welcome in a field where progress is slow.

To make an evidence-based judgement on the quality of education, it is necessary to assess the learning achievements of students at different levels of education. Of all the EFA plans examined in this brochure, only the Republic of Korea, which participates in international learning assessment programmes, has a practical experience in this field¹². School authorities can however be delighted because the school results obtained from international tests by Korean students are excellent and are in general above the average among OECD countries. Should they be contented with this? The answer is no from the Korean educationalists, for the pupils/students lack creativity, flexibility and self-learning capacity. The good results from international tests are linked to the use of very selective national entry tests in higher education and to the widespread practice of *tutoring* (private school support and review) financed by households outside the school system.

In India, the evaluation of the students' learning achievements is a practice that is becoming widespread since a group of experts defined national minima learning levels (MLL) in the middle of the 1990s. Initiatives aimed to measure learning achievements periodically have been taken by a growing number of States, and some EFA projects include research of this kind. The DPEP (*District Primary Education Programme*) has the objective to increase the learning achievement level by 25% during the duration of the project and initial results show that progress has already been made. The Indian school authorities intend to strengthen their capacity to monitor the quality of education. In the future, *“learner achievement levels will be monitored by conducting nationwide periodic achievement surveys in all States at different stages of elementary education”*. *Baseline surveys at the end of grade V and grades VII/VIII constitute the final stage of the exercise and results should soon be known. The tests for another survey at the end of grades VII/VIII have been finished; they will be administered to students during the year. Moreover, mid-term surveys will be carried out after a period of three years in order to make mid-term changes, if necessary, during the implementation of the SSA. Finally, a nationwide terminal survey will be conducted around 2010 to gauge the extent to which the goals of universalisation of quality education at elementary stage have been achieved. All these surveys have a wide field of study that includes the impact of the characteristics of the school, families and the personal characteristics of pupils and teachers in the process of education and*

¹² Chapter 8 sections 1 and 3

learning”¹³. One observes that this is an ambitious programme whose first objective is to integrate the factor of quality in the planning and implementation of EFA programmes.

One will not find in the chapter on Cuba of this brochure any mention of the school performances of students in this country, although comparative studies of these, organized at the Latin American level, for the IEA (*International Education Achievement*), have shown that they are placed well above the average of the other countries of the region. In the other countries examined here, the evaluation of school performances has not yet been used as a tool of EFA planning because of information systems designed in a traditional way, in other words, heavily and exclusively centred on student flows, infrastructures and personnel. Individual surveys on students’ performances clash against apparently insurmountable practical obstacles, and yet the project to develop a complete MIS in Gambia¹⁴ shows that it is not impossible to envisage such a task, even in a very poor country.

Less advanced countries are not yet concerned about evaluating the quality of education by measuring the attainments of students. Their strategy for upgrading quality is a strategy of inputs centred on factors supposed to improve the quality of education such as infrastructures, teachers or the teaching process (study programmes, pedagogical supports, learning conditions).

To complete, improve or optimise the use of infrastructures remain the first problem of countries having the lowest enrolment rates and aiming to progress towards the universalization of basic education. The dominant logic is the logic of meeting the basic needs of the age group. These needs are expressed in the construction or renovation of classrooms (Niger, Cameroon, Burkina Faso, Morocco/BAJI project, and India: one million new classrooms by 2007). Priorities are given in favour of disadvantaged areas, often rural areas, or under-schooled groups, in particular girls. In most cases, it is to complete or extend the existing offer, sometimes to make it cost-effective, notably in rural areas where the infrastructures are often underutilized. Many EFA plans emphasise the hoped for positive impact of upgrading infrastructures on the enrolment of girls: construction of separate latrines for girls in India or in Cameroon, and proximity of school and lodging. Even countries that have already universalised basic education have strategies of upgrading infrastructures to reduce the number of

¹³ Chapter 7 section 5

¹⁴ Chapter 10, section 2

students per class (the Republic of Korea and Cuba) or to meet the needs coming from migration towards the urban areas (Republic of Korea).

To train and recruit the necessary teachers for universal basic education is another major concern of EFA plans, which insist on reforms of teacher training in order to improve the quality of education. The measures proposed in this field clash against tight budgetary constraints. In very poor countries (Niger, Burkina Faso), the recourse to new contractual teachers (not civil servants) having gone through shorter training, serves as a less expensive solution and does not entail future commitments as these persons are not State civil servants. External financing agencies may exert pressure in favour of these measures which are a guarantee of the “credibility” of the EFA plan.

In Morocco, the status of national education personnel has not yet been called into question, but the EFA plan includes measures aimed to optimise the management and the deployment of teachers (promotion by merit, introduction of a system of motivation) while waiting for a large-scale reform in the framework of decentralisation.

In India, where the States, or the districts within each State, manage the careers of teachers, the EFA strategies express the need for rationalising the deployment of teachers who are too numerous in urban areas where the norm of 40 pupils per teacher is often exceeded, but who are lacking in rural schools. Moreover, some States seek to decentralise even further by authorizing local communities to recruit “*educated persons, coming from the community village*”. Here again, the less expensive solutions were dictated by financial constraints of the time. India is aware of the positive role of teachers in increasing enrolment and the school survival of girls by stipulating that 50% of teachers to be recruited in future must be women. This is a new and rare arrangement. It is not mentioned in any other EFA plan examined in this brochure despite constantly repeated objectives of reducing enrolment disparities between girls and boys. It shows a strict attitude, concerned with optimising the impact of the recruitment policy of teachers on the objectives of EFA.

The concern for the **continuing training of teachers** is still not widespread in EFA plans, despite the virtues that are attached to it in upgrading teaching practices. Out of the eight experiences examined in this brochure, only two report strategies or programmes devoted to the professional development of teachers. In Cuba, continuing the training of primary school teachers consists of opening access to higher education. Several thousands of them have benefited from improvement sessions and follow university studies jointly with their classroom teaching duties. In addition, advanced training in the use of computer tools

have been created specially for teachers, in parallel with the distribution of computers in schools. In India, the authorities have broken the isolation of practising teachers by creating support mechanisms. Resource centres organise training sessions on the most diverse subjects (for example the pedagogical practices of multi-grade classes), on school visits, and make teachers participate in the process of quality upgrading.

Beyond the problems linked to infrastructures and personnel, the other inputs in the process of quality such as the curricular reform, the pedagogical supports (school manuals, audiovisual and computer material) and the pedagogical practices are frequently mentioned. However, what is lacking in the EFA plans is a little like a theory of inputs, this meaning a reasoned discussion on the choices set up in favour of such or such group of inputs to optimise the impact on quality. The statement is not academic when one knows that some of the inputs are often sacrificed in education budgets in favour of personnel expenditures considered as incompressible, while others could be the object of financing by external agencies concerned with demonstrating to their authorities that the intended purpose of the funds is without ambiguity. In general, overall strategies as regards quality upgrading are scarcely explicit in the EFA plans.

4. Institutional arrangements for implementing EFA plans

Institutional development is at the centre of all EFA plans and policies, both as an objective and a condition for carrying out the plan. It can take very different forms in order to take into consideration the initial situation of each country. The study of the institutional mechanisms foreseen in the EFA plans examined in this brochure makes it possible to classify them in four major categories, to note:

- the strengthening of national capacities in planning, execution, and evaluation;
- the development of individual skills with collective efficiency in mind;
- the decentralisation and development of attributions of local authorities;
- the participation and the engagement of actors of civil society.

4.1 Strengthening national capacities

The strengthening and development of central administration capacities in large-scale programme management are present in all the EFA plans of countries that are highly dependent on external aid for their implementation.

The first problem to solve is the institutional leadership needed to carry out the EFA plan at the central level. Ministries of Education are certainly the usual “nominees” appointed to assume this responsibility, but different problems can arise from this. First of all, their field of competence does not exactly cover all the activities of EFA. It is very narrow and very wide at the same time. On the one hand, they are well equipped for school education, but much less, as we have seen, for adult education or early childhood care. On the other hand, they have important responsibilities that fall within the EFA framework: compulsory post-school education, universities, research and others. To this problem of institutional leadership must be added the arrangements concerning the supervision and policy orientation of the EFA programme. To solve these problems, the proposed solutions in the countries examined are the following:

- In Niger, the problem of EFA leadership and the clarification of competencies were approached by the public authorities by dividing the Ministry into two entities: the “MEBA” (Ministry of Basic Education and Literacy) and the Ministry of Secondary and Higher Education. Within “MEBA”, they have created one Directorate-General for formal education and another Directorate-General for non-formal education (literacy). An Executive Secretariat composed of representatives from the two ministries and one monitoring and evaluation unit that also liaise with all the partners involved, complete the institutional arrangement for the implementation of the “PDDE”.
- In Burkina Faso, a central and technical structure, the Permanent Secretariat of the « PDDEB », has been created by presidential decree to monitor the execution of programme activities, provide technical assistance to the execution structures of the Ministry, liaise with external technical and financial partners and prepare the reports for the CASEM (Executive Board of the Ministerial Sector), the authority in charge of the supervision and policy support of the programme¹⁵. The powers of this inter-ministerial authority (where representatives of the civil society are also included) are important: resource allocation, budget approval, progress evaluation, coordination of donors’ interventions.
- In Gambia, a Director, freed from his other responsibilities, has been nominated to coordinate the EFA policy with the activities of the other sectors, but he does not have the personnel for its execution.

¹⁵ Chapter 3, section 2

- In Cameroon, a national EFA Coordinator has been nominated in the Ministry of Education in 2000 with the rank of Number 1 Technical Adviser and a multi-sectoral team was appointed to prepare the “PAN-EPT” in 2001. An EFA Permanent Independent Technical Unit whose members have been designated at the end of 2002 will ensure the implementation of PAN-EPT. The competencies of the CTPA, its means of intervention, and liaison with the other EFA actors are not specified.
- In Cambodia, the « MEDJS » (Ministry of Education, Youth and Sports) has ensured the leadership of the reform process proposed in the ESP (Education Sector Plan) and the ESSP (Education Sector Support Programme) leading to EFA. The acting Minister is also Vice Prime Minister, which strengthens his authority over all the partners involved in carrying out the Programme. The plan has been prepared by the EFA Secretariat which has become a Permanent General Secretariat with important responsibilities in the implementation process: research in education policies and strategies, liaison and coordination with other Ministries and national and international agencies, execution of the decisions of the EFA National Committee, presided by the Prime Minister, and the highest decision-making body that ensures the policy supervision of the process. All in all, these institutional arrangements seem to provide EFA a strong policy priority and a credible technical foundation¹⁶.
- In Morocco, the MENJ (Ministry of Education) is the principal agent responsible for the implementation of the National Charter for Education and Training and EFA plan. Its Secretary-General presides over the EFA National Monitoring Committee, established in 2001, which groups together the representatives of ministerial departments, NGOs, the private sector and international partners. The action of the MENJ will be supported by new functional agencies whose creation is foreseen: National Literacy Agency, National Curricula Commission, National Evaluation and Orientation Agency.
- In India, each component of EFA is entrusted to a specific agency of the Ministry in charge of its implementation. The two most important of these are SSA (*Sarva Shiksha Abhiyan*/Education for All Movement), responsible for the implementation of the programme to universalise elementary education, and the NLM (*National Literacy Mission*) in charge of the eradication of illiteracy. This organization follows the British tradition,

¹⁶ Chapter 10, sections 2 and 3

which offloads ministries of execution tasks by entrusting them to semi-public agencies for reasons of flexibility and efficiency. These agencies ensure EFA the leadership and the institutional visibility required in an immense country with a federal structure where education is the joint responsibility of central government and States.

- In the Republic of Korea, innovation involved broadening the competencies of the Ministry of Education, now Ministry of Education and Human Resources, to give weight and credit to the national policy of HRD. The new Ministry is in charge of coordinating the activities of different ministries in this field.

These efforts aimed to create a strong and visible institutional leadership for the implementation of EFA are commendable because they attest the will of the public authorities to ensure the success of the plans and to reassure external funding agencies. The proposed reforms of the central administration seem to be going in the right direction, and at least on paper, the responsibilities of implementation are more or less clear. But several reports state new problems: delays in the setting up of new structures, unresolved conflict of responsibilities with the pre-existing structures, heightened complexity and slowness of procedures, departure of qualified personnel, retention of information, difficulties of all kinds linked to the interministerial approach, etc.

These efforts to clarify responsibilities concerning EFA are laudable because they show a real will to give the central education administration the authority required to implement the plans and indicate to all the participants in the process, national and international, that the country's commitment in favour of EFA is real. That new difficulties would surface in the process of these changes is in the nature of things. But what is essential is that the direction of change is a good one.

4.2 The development of individual skills with collective efficiency in mind

The problem of personnel skills is not the same in all the countries. The poorer countries (Burkina Faso, Cambodia, Cameroon, Gambia, and Niger) lack individual and collective skills. Qualified personnel are few, overworked, and barely stable because of low salaries. Often, external financing and technical cooperation agencies recruit planning specialists after they have shown their ability in a national context. In these countries, the development of individual skills by personnel training is always on the agenda, even after several decades of technical assistance whose objective has always been to train local counterparts.

We should not forget that the sector-wide approach mentioned here for the EFA plans is in fact “*an informative and training process which creates an awareness and an understanding among the participants*”. For most civil servants posted in the administration of developing countries, it could even be the first occasion to have a comprehensive view, critical but responsible, of their sector with its strengths and weaknesses. The sector-wide analysis is an exercise of continuing training for the personnel that participate in it.

The more advanced countries do not lack individual skills, but they report unresolved problems of collective efficiency. In the Republic of Korea, the HRD strategy mentions the need “*to improve the professionalism among the personnel of the public sector*”. In Cuba, the objective is to “*make the administration of education more participatory*”. In India, it is necessary to “*have a dynamic bureaucratic machinery that continues to grow with the problems of parallel structures having the same objectives and the same activities, and create convergence within the Ministry of Education and between this Ministry and other Ministries*”.

The case of Morocco is interesting in this regard, because it explicitly distinguishes the problem of individual skills from that of collective efficiency. It claims having a great potential of professionals and technicians in the fields of planning, management, monitoring and evaluation of education projects, but reports of “*institutional weaknesses in the same fields, a sclerotic administrative environment, an incomplete definition of tasks and a concentration of decision-making powers*”.

4.3 Decentralisation and devolution to local administrations

The implementation of EFA goes through the process of decentralisation of education administration for reasons of efficiency (better knowledge of the grass-roots’ needs, flexible management of micro programmes), and policy legitimacy (cooperation of civil society). The process is more advanced in some countries than in others and above all the realities it covers are very different.

In India, the education sector is a shared prerogative of central government and States, which have always been the main actors in this field. In this country, the decentralisation movement involves the broadening of the attributions of entities and districts, within the States. The *National Education Policy*, initiated in 1986, stipulated that the decentralisation of administration is a fundamental condition to improve the efficiency of the administration and to create a clear framework of accountability. The NLM was the first to follow this path by organising its

literacy campaigns at the district level. Next the planning of primary education has been firmly anchored at the district level, especially in the DPEP (*District Primary Education Programme*). This evolution applies to the SSA which considers that the district is the basic unit for consolidating planning at the local level, but it should take into account the needs identified at the level of housing groups, blocks and villages in partnership with the NGOs¹⁷. India's will to decentralise education initiatives is certainly far-reaching; it forms part of a strategy that fights against bureaucracy and reflects a certain mistrust of central administrations, which have the reputation for being inefficient.

In the Republic of Korea, financing education has always been centralised and most expenditure of provinces comes from transfers from the central budget. The provincial authorities therefore have very little financial independence. In the past, they established and administered the budgets of schools. Since 2001, each school has the power to decide how to use the funds received from provincial authorities. It is the School Board, where parents, teachers, community leaders and the Director are represented, that has the power to make decisions. Decentralisation is therefore expressed through a heightened autonomy of school establishments which makes it possible to manage funds from different sources more efficiently: public grants, participation of private school foundations and school fees paid by families. This triangular partnership is a unique characteristic of education administration in the Republic of Korea.

In Cuba, the decentralisation process of education administration began in the 1990s. It first became participatory in the development of education strategies inasmuch as it integrates developed action plans at the local authorities level by taking into account the decisions of territorial authorities and local communities. Education administration is characterized by a double supervision: *“The provincial and municipal services in charge of education at the local level are on the one hand subordinated to local governments for all administrative aspects and on the other, to the Ministry of Education for all normative and methodological aspects. These local administration structures are responsible for the recruitment of teachers, school directors and other school personnel. They adapt the study programmes to local realities.”*¹⁸

In Morocco, the creation in 2000 of AREF (*Regional Academies of Education and Training*), which are public establishments endowed with a moral status and financial independence whose principal mission is the implementation of

¹⁷ Chapter 7, section 9.

¹⁸ Chapter 6, section 4.

education policy, is a major innovation. The AREF are endowed with decision-making powers, planning and management at the regional level and they have their own budget that comes essentially from state grants. It is still too early to know if this administrative decentralisation will meet all the expectations concerning management efficiency, but there is no doubt that it paves the way to an effective decentralisation of education administration.

In the francophone African countries, the decentralisation process is less advanced and the decisions concerning decentralisation are more cautious, no doubt because of the weaknesses of the public administration in general. In Burkina Faso, it is foreseen that the implementation of the PDDEB would take place at the regional and provincial level. Thus, the funds relative to material expenditures are assigned, as an experiment, to regional Directorates. Significant efficiency gains are expected from this close management arrangement. Next to the Permanent Secretariat of the PDDEB, in charge of monitoring the execution of programme activities at the central level, Programming Committees have been set up at the regional and provincial levels with the representatives of technical units of the Ministry, local groups and NGOs. These committees are in charge of developing action plans that are then consolidated into the national plan.

In Cameroon, communities participate, in principle, in the financing effort of the education system, but the sums involved still remain very low despite the legal text that foresees a substantial contribution of communities to the running, equipping, renovation and construction of schools as well as to the immunisation campaigns of pupils against malaria. Apparently, the PDDE of Niger does not include any firm arrangement concerning decentralisation of education administration.

It is not always easy to evaluate the nature of the decentralisation process of education administration. Is it about the simple process of administrative devolution within the education sector aimed to strengthen its efficiency? Or are they in the process of delegating prerogatives concerning education that elected territorial groups didn't have before? In the first case, one can speak of close management mechanisms of EFA plans; in the second, a veritable decentralisation towards elected territorial groups having a certain budgetary independence, even if they continue to receive central government grants. Of all the countries examined in this report, only India, because of its federal structure, clearly belongs to the second category.

4.4 The participation and the engagement of actors of civil society

The concern for the participation of actors of civil society in the development and the implementation of EFA plans is present everywhere, even in the poorest countries. Thus, until the beginning of the 1990s in Niger, the only non-governmental actors in the education sector were teachers' unions and parent associations, incidentally a very classic situation. The association movement began to develop following the Jomtien Conference and we are now witnessing a profusion of organizations active in the field of education. These associations have been involved in the development and the validation of PDDE and the "ROSEN (*Network of organizations of the education sector of Niger*) is now advocating in favour of EFA. And it succeeded in mobilizing the President of the Republic of Niger to participate in favour of the EFA campaign."¹⁹

In Burkina Faso, actors of civil society are also solicited. But their effective participation does not come without problems: "*The process which led to the elaboration of the PDDEB should in principle involve all actors of basic education through a series of consultations to take into account everyone's opinions and suggestions. It is true that these consultations have been organized, but in most cases, the structures representing the civil society (NGOs, unions, parents' associations) have been presented with a fait accompli for lack of timely information. In the case where these structures were invited, their representatives sometimes arrived without having had the time to consult with their core members to obtain concrete propositions.*"²⁰ Despite these difficulties, the national NGOs participate in the implementation of the PDDEB, especially in the sector of non-formal education, school health, innovation and support to core communities.

In Cameroon, NGOs undertake actions in equipping schools with furniture and granting school manuals and didactic material.

In Morocco, the NGOs active in the education sector are numerous and the partnerships with the Ministry have developed during the last decade in several fields: social mobilisation for education, material aid to disadvantaged children, school renovation, literacy, school grants intended for girls in the rural areas, etc.

²¹ Several foreign donors contribute to the development and the strengthening of Moroccan NGOs who have to overcome, among many other obstacles, a

¹⁹ Chapter 4, section 1

²⁰ Chapter 3, section 2

²¹ Chapter 2, section 5

restrictive legal environment. The public authorities have become aware of the problem and intend to facilitate the partnership between the State and the associations by proposing a legal framework for the conventions between the two parties. A recent circular (May 2003) aims to *“pave the way towards the definition of a new partnership policy understood to include all relations with associations, participation and sharing of human, material or financial resources for the provision of social services, the realisation of development projects or taking charge of services of collective interest »*²². It is of course too early to judge the consequences of this text on the ground, but its existence reflects a will to take advantage of the synergies between partners and to unleash the energies of the civil society at the service of general interest.

In Cuba, the authorities are aware of the participation of the population in the development process of education policies as one of the keys to success in implementing complex reforms and promoting a national commitment and a consensus of opinion on them. They therefore try to make the citizens participate through civil and social grass-roots organizations that are responsible for the running of schools and participate in school boards. There is no doubt that the objective of the public authorities as regards EFA, that is, *to promote lifelong education for all*, will require a high degree of participation on the part of many actors of the civil society.

In India, *“the government views non-governmental organizations or the voluntary sector as partners in the march towards achieving the goal of education for all. This comes out of the realisation that no single delivery system, be it in the public or private domain, can achieve the goal of UEE without the participation of the voluntary sector. Also NGOs that offer alternative development models have established reputation in terms of accountability, quality of services, cost effectiveness, innovation, closeness to the grass-roots level and effective management style. NGOs have made significant contributions to education in developing new models of pedagogy, innovative curriculum, teaching, learning aids, new textbooks, teacher training, community empowerment, effective school management, building environment and institutional development, and government agencies have adapted or replicated many of these innovations”*²³. In addition to NGOs, the private sector has implemented some activities linked to the development of primary education and literacy, but this participation is considered as insufficient. One of the tasks of SSA is to promote synergies between the education administration and the

²² Chapter 2, section 2

²³ Chapter 7, section 2

private sector to achieve UPE. Finally, the role of private and paying education is gaining importance, even in rural areas. This phenomenon assumes a positive aspect inasmuch as it reflects a growing demand for education, but could also take on a negative aspect should it result in bringing down the quality of public schools, the bad state of infrastructures or the absenteeism of teachers. The priority of authorities is not to develop private education, but to improve the quality of public schools.

In the Republic of Korea, the civil society has for a long time participated in the development of education through private school foundations that have the responsibility of creating schools and training teachers. The parents pay school fees even for children enrolled in the primary. Gradually, the public authorities substituted the private initiative, but it was not until 2002 that the Government was able to announce that the entirely free basic education (primary and the first level secondary) was effective throughout the country. Whatever it might be, these private foundations continue to assume important responsibilities in the compulsory post-school education (notably at the university level) and in the management of schools whether they be public or private and subsidized by the State.

5. Financing Education for All

The commitment of the international community at the Dakar World Education Forum, according to which no country having a credible EFA plan will not be thwarted in its implementation by lack of financial resources, has strongly encouraged many developing countries to prepare strong and credible financial strategies in favour of EFA. These strategies must clarify the amount of national resources that the public authorities are capable of devoting to them and mobilise potential donors. To implement them, six phases are indispensable:

5.1 Translate EFA policy priority into budgetary priority

It is easier to give a policy priority to EFA than to translate this into appropriate budgetary choices. To give priority to public education expenditures over those devoted to other sectors is a first option which is expressed in the EFA plans by the promises of some countries to devote a certain proportion of their GDP to education to demonstrate the seriousness of their commitment to the international community.

These financial commitments in figures are useful for demonstrating the credibility of a policy and for reminding the PTF (TFP, Technical and Financial

Partners) that the policy in favour of EFA is a long-term one. In Cambodia, it is mentioned that it is most probable that education will receive 20-25% of the national budget and/or 2.5% of GNP. In Cuba, education expenditures have never been lower than 6% of GNP since 1990 and with the gradual improvement of the economic situation since 1993; they have reached 9.3% of the GNP in 2002. In Morocco, *the Charter for Education and Training* has confirmed the dominating role of the State in financing education, “*having established the education sector as national priority all throughout the coming decade, the State commits itself to regularly increase the budget of the sector by 5% each year in such a way as to absorb inflation and meet the surplus of additional expenditures after all cost-saving measures and management improvements have been adopted*”²⁴». Similarly, in the Republic of Korea, the education budget represented close to 5% of GNP in 2003 and the Government projects to increase this amount to 6% in 2008. Only India seems close to more precise commitments in favour of basic education, by noting that the objective of 6% of GNP, defined by national education policy contrasts strongly against the actual figure of 4.1% and of 1.7% only for elementary education.

These objectives of public education expenditures are insufficient, for nothing indicates that the funds allocated to education will first go to basic education and literacy. The priority of EFA should be translated into quantified objectives and eventually expressed through a progressive redistribution of education budget resources to basic education and the fight against illiteracy, at the expense therefore of secondary and above all higher education. This option has never been considered, nor mentioned in the EFA plans of developing countries. From the point of view of equity however, devoting to basic education the essential part of the meagre public resources that is intended for all services and seeking more private financing for others is an option that deserves to be considered.

The history of education financing in the Republic of Korea is exemplary in this regard. Schools have for a long time called for private financing through school fees. It is only gradually (and lately) that public financing has been substituted for private financing, first in primary and first level of secondary (compulsory education). Up to the present, many second-level secondary schools and the majority of universities are private (but subsidized by the State). This private/public co-financing of the secondary and higher education has made it possible to devote large public resources to basic education and to a remarkable educational needs coverage: “*In the Republic of Korea compulsory education starts at age 6 and ends at age 14, and over 90% of the population have been enrolled for at least 12 years. Almost all the primary students (98.5%) are*

²⁴ Chapter 2, section 5

enrolled in public schools, while the others in the independent private schools in the year of 2000. However 77.6% and 45.0% of lower and upper secondary students go to public schools respectively, while the others to government-dependent private schools. In 1999 public expenditures amounted to 58.7% of educational expenditures for all levels of education, the lowest percentage among OECD countries, but this percentage increases to 80.2% when only primary and secondary education are considered. In 1999, 6.8% of GDP, of which 4.1% from public sources and 2.7% from private sources, was spent on educational institutions at all levels. The contribution of private sources to educational financing for all levels of education is the largest among the OECD countries”²⁵.

The Korean system of public/private co-financing of education is certainly not easily exportable to such a number of developing countries where the socio-cultural context is different, but it deserves to be mentioned clearly what is meant by the priority of basic education in budgetary terms and that the contribution of families to finance post-compulsory levels in countries of limited resources should not be overlooked.

5.2 Rationalise to reduce costs

It goes without saying that the commitment of the international community is accompanied with conditions that are more or less specific in terms of management efficiency and administrative and financial rationalisation. Considering the structure of public education expenditures, which are for the most part composed of current personnel expenditures, these are the ones that are targeted first. It has been mentioned earlier that some EFA plans recommend tough measures to reduce the cost of personnel by recruiting contractual teachers who have gone through shorter training (Burkina Faso, Niger) or by foreseeing measures to redeploy personnel (India, Niger and Morocco) to areas that are difficult to access in order to optimise their use. The measures foreseen in the EFA plan of Burkina Faso are perfectly clear in this regard: *“Economic analyses show that by the end of the Ten-Year Plan, the State’s budget will not be able to support the cost of teachers’ flows. It was therefore decided to shorten the duration of initial training of teachers from two years to one year. The contractual status should henceforth characterise the career of these new teachers. This measure leads to a lower teacher salary index. The objective of this reform is to enable the State to cut costs and ensure the continuity of*

²⁵ Chapter 9, section 5

teachers' recruitment, whereas unions consider it as a serious offence against the teaching profession. »²⁶

A better management of personnel working in the education sector often goes through a better knowledge of the actual situation. In Morocco, a census of teaching and non-teaching personnel has been necessary in order to foresee a more rational use of these personnel. Furthermore, the replacement of the system of promotion by quota by a system favouring competence and results is foreseen.

These initiatives are in general welcomed and viewed by external financing agencies as “serious”, but care must be taken to prevent counter-productive results. Too rigid and demanding standards concerning qualification, deployment and use of personnel can lead to a deterioration of the quality of the teaching process (over-crowded classes, multi-grade teaching). Moreover, in many developing countries, rural habitation is scattered in tiny communities where the student/teacher ratio, often calculated from urban areas, cannot be applied. This is a structural problem that is very difficult to overcome in the framework of EFA plans.

These ratios or standards are supposed to guide the action of public organizations (ministries, territorial groups) but they do not adapt well to the multiplication of partners required to implement EFA. To demand the strict application of standards from the NGOs that work in partnership with them, the public authorities risk frustrating their initiatives instead of stimulating them. The history of education policies shows that respecting standards has made definite progress, for example, in literacy. Yesterday in Cuba, today in India, the recourse to “teachers” or “trainers” who are not degree holders and yet mobilised for a cause of national importance, has been a source of progress and not of decline. Only the knowledge of local basic needs will make it possible to interpret the standards, fixed at the central level, in a positive perspective.

In developing countries, the other inputs of the education process (pedagogical material, manuals, and infrastructures) scarcely offer the perspective of rationalisation leading to the reduction of substantial costs, except in certain cases of administrative expenditures of the central services of the education system. Thus in Morocco, the process of rationalising expenditures includes efforts aimed to transfer funds for administrative services to the budgets for the running of schools or pedagogical expenditures.

²⁶ Chapter 3, section 2

Modernising budgetary techniques is another means of rationalising the management of EFA plans and reducing costs. Several countries have taken initiatives such as the adoption of budget programmes or results-based management.

5.3 Evaluate the necessary external financing

In countries that are very dependent on external aid to achieve the goals of EFA, mobilising and convincing the PTF (TFP, Technical and Financial Partners) to take charge of part of the expenditures is evidently an ever-present concern. However, only few countries are capable of presenting an EFA financial plan that is completely finalised, that is, including the following: i) estimates of total costs by major activity programmes, ii) a well thought-out evaluation of available national resources, and iii) expected or solicited external aid and their sources.

The estimates of total costs (by major programmes and by implementation period) do not seem to pose any technical problem for the planners. They are found in Burkina Faso, Niger, Cameroon, and India.

A more delicate exercise is that which involves estimating the available national resources to finance the plan since they are subjected to the vagaries of the country's political stability, future economic growth, hoped-for taxes, and changes in priorities in the fight against poverty, etc. Ministries of education are not able to provide these estimates because they clash with the reticence of budgetary authorities (Ministries of Finance) that do not wish to make long-term commitments on the education budget first of all, and within it, in favour of EFA. And yet, there cannot be any better proof of the government's complete commitment and credibility of EFA plans.

With poor information on available national resources, external financing needs are estimated in an incomplete and uncertain way. It is the case of Niger where the financing needs of the first period (2003-2005) of programme implementation are quantified by separating the external resources that are already consolidated and those that are hoped-for. In Cameroon, the contributions expected from external partners represent 80% of the total cost of "PAN-EPT" for the period 2003-2015, which represents an annual amount of external financing of education that is much greater than the actual amount received during the recent period. In this context, the case of India is particularly interesting because up to the present this country has never sought external financing in favour of primary education on a large scale. During the

formulation of the Tenth Five-Year Plan, the total cost of the National Plan in favour of EFA was estimated as a whole and by types of programme, the contributions of the central government and of the States have been estimated and, by contrast, the needs for external financing have been evaluated and “*negotiations between external funding agencies and the Planning Commission are presently taking place to that end*”²⁷ ». In Morocco, where the public authorities have chosen to develop a more open relationship with the international environment since the Independence in 1956, and have developed numerous and varied links of cooperation and partnership with friendly countries, United Nations agencies, international financial organizations, and more and more with the European Union, the systematic evaluation of external financing needs are creating problems. The existing figures mostly concern on-going projects.

External financing needs are rarely defined with enough precision. It is not the accuracy of figures, which is always illusive, that is in question, but the sequence of aids and their purpose. An external participation in the financing of EFA in a given country may be secured in principle, but the date of its materialisation can be uncertain and a long time can elapse between the two dates. In addition, disappointments can arise when external financing needs do not specify the purpose of the expenditures to be financed (specific current expenditures or investment expenditures), just when donors are reluctant to finance some current expenditures (civil servant teachers’ salaries, for example) and others easily agree to finance some inputs instead of others. In general, the national plans rarely specify the expenditures that can be financed by external aid, considering the “preferences” of agencies and the expenditures, which, in any case, should be covered by national resources. From the point of view of donors, clear policies in financing EFA help countries take advantage of the opportunities of external aid.

The characteristics of a coherent EFA financing plan are indicated in the case of Cambodia. The following are necessary:

- *Defining and costing the basic services defined in the Education Sector policy priorities and for which the Ministry is responsible, and the major constraints to the delivery of those services;*

²⁷ Chapter 7, section 8

- *Ensuring that an estimate of total expenditure for education is made. This should include government funds expended through the budget, external aid whether delivered through the budget or not, and sourced from both traditional and non-traditional donors, the contribution of NGOs and CBOs, and private expenditure;*
- *Ensure that explicit linkages are made between the EFA plans, the PRSP and the PER in content and direction;*
- *Ensuring that education expenditure is explicitly allocated between rural and urban sectors of the population;*
- *Ensuring that development as well as recurrent expenditure within the budget is analyzed²⁸.*

5.4 Establish sustainable partnerships in the framework of the sector-wide approach (SWAP)

It goes without saying that the predictability of external aid is very uncertain. Unable to produce credible quantified estimates of long-term external financing, the EFA plans put an emphasis on the process of mobilisation and coordination of this aid.

Everything should therefore be done to form sustainable partnerships between the government and the external technical cooperation and financial agencies with the intention of creating, organizing and coordinating the participation of donors in financing EFA, if possible in the framework of the SWAP, defined by a group of donors in the following way: *“All significant funding in the sector supports a single sector policy and expenditure program under Government leadership, adopting common approaches across the sector, and progressing towards relying on government procedures to disburse and account for all funds.”*²⁹.

The SWAP must also be an implementation tool of the plans, the management, and coordination of external aid. This is an ambitious but a financially viable goal in terms of efficiency of external aid, and one that emphasizes that the SWAP will not be limited to a sector diagnostic to serve as a reference

²⁸ Chapter 10, section 5

²⁹ *The Status of Sector Wide Approaches*, Centre for Aid and public Expenditure (CAPE), Overseas Development Institute, London, February 2000; cited in chapter 10.

framework for EFA plans to establish priorities. In Cambodia, the setting up of an EFA implementation cooperative programme in the framework of a SWAP, which presents a common vision of the education policy and shared strategic priorities, is one of the essential objectives of the partnership of the government and the international agencies. The general principles that govern this partnership are clear and exacting:

Broad commitment to a sector wide approach:

It is now clear that the donor community has accepted the utility and advisability of taking a whole sector approach to development aid to education in terms defined above. There is support among donors for a single sector policy and expenditure programme under government leadership.

Emphasis on partnership:

Since early in the process of developing the sector wide approach, while the sector review was being conducted, there has been a growing emphasis on partnership. This has been viewed as a partnership between donors to enhance the sector collectively through an open and transparent approach to their individual inputs. There is also an aspect of this partnership that involves the donors collectively and the Ministry. The donors have attempted to move from a position where the Ministry followed the dictates of a set of individual agencies mediated through projects, to a position where the Ministry sets a policy position for the sector which is supported by the work of agencies.

Use of common conditionalities:

The development of a common policy matrix between the Ministry and the donors is a significant step in preventing proliferating and possibly conflicting conditionalities being imposed on the Ministry as a part of the aid process. Provided that the matrix of implementation activities and indicators is generally agreed, it means that the Ministry has clear indications of where it ought to concentrate its efforts. Donors also have clear guidelines on the priorities of the Ministry and the parts of the system that need to be supported;

Emerging support for direct budget inputs:

Individual and directly supported projects have certain efficiency in delivering inputs. However they are much less effective in bringing about system wide and sustainable change. Provided that there is commitment at the policy level and development of the management systems [including all aspects of the financial management system] then budget support allows the development of management capacity by bringing all major aspects of sector development under the control of senior management. The donors have set themselves a target of 50 per cent of sector aid going through direct budget support by 2005.

Emphasis on capacity building, especially in financial systems:

The issue of capacity building is directly related to assessment by donors of the likelihood of budget support producing its intended consequences. It is difficult for

*the Ministry to demonstrate capacity while significant aspects of its operations [both financial and personnel] are isolated in parallel systems, while on the other hand donors are reluctant to commit resources through direct budget support until the capacity is demonstrated*³⁰.

Donor Sector Report, 2002

If conditions for successful efficient partnership between the Government and external partners seem to be present in Cambodia, at least on paper, other reports examined in this brochure are certainly less explicit. In India, the consultation process with external partners seems to have started late, after EFA objectives have been defined and the amount of available national resources estimated. Consultations with external partners are therefore open to determine possible external financing. To prevent any eventual conflict with financing agencies, the education policy of this country, with regard to EFA, strictly “coheres” with the objectives of the Dakar Framework for Action. In Morocco, an “education” thematic group, composed of donor representatives, has been in existence for two years. It is an information exchange group that has doubtlessly prevented overlapping in external aid, but has not yet been successful in ensuring a genuine coordination of this aid for financing the EFA plan despite the real interest of international cooperation agencies. Moreover, “cooperation” tasks have been fragmented between different Ministries (including that of Foreign Affairs), which harm aid coordination. It is necessary to mention that the task of the Moroccan authorities is not simple because few donors accept to entrust the management of their financial contributions to national institutions.

In Burkina Faso, the principles of the SWAP are well understood: commitment to a clear policy in favour of PDDEB, support to an overall sector policy, responsibility of national actors, strengthening of national public structures, coordination of donors, pooling of resources, harmonization of procedures and consultation with all the stakeholders. One considers that these principles have corrected the shortcomings of the project approach. Canada, the Netherlands and the World Bank, who have actively participated in the development of the Plan, constitute the “hard core” of the sector-wide approach which “*seals a pact between partners*” for basic education. Forming partnerships on the occasion of the sector-wide approach is well appreciated since it is experienced as “*a process of taking control of one’s own development*”.

These examples show that it is not easy for developing countries to ensure the predictability and coordination of aids from different donors. In such cases, the

³⁰ Chapter 10, section 3

contribution of the sector-wide approach, which provides a common diagnostic that can serve as a basis of dialogue and a start of donor coordination between them, is crucial. But the setting up of partnerships between national public authorities and external agencies to establish mutual confidence takes time and comes into conflict with urgent immediate needs to satisfy. It is not impossible that some developing countries see in it a form of delaying tactics on the part of agencies. The efficiency of these partnerships in terms of predictability, mobilisation and coordination of external aid for EFA can only be demonstrated with time. The experiences analysed in this brochure show that the process is only in its first beginnings.

5.5 International aid: « interference » or « shared vision »

The question of interference in external aid is an old problem that is easily translated in the project approach by extremely precise conditions for the disbursement of funds. The actual partnership approach between the governments and the international agencies puts down again the problem of the eventual interference of the latter in education policies where national sovereignty should be fully exercised. Several of the reports examined in this brochure analyse this problem in a sincere and direct way.

It should be recalled that partnerships must function under the authority of the government, as clearly indicated in the case of Cambodia. The periodic consultations organized between the managers of the Ministry, representatives of agencies and the advisers to implement the plan are the subjects of reports that are disseminated electronically to all stakeholders. The NGOs have been encouraged to formally take part in this process. The supervision by the Ministry or its representative is clearly recognized by everyone. A strong national leadership has a lot to contribute to the establishment of relationships of mutual trust and respect between national representatives and those of agencies.

In Burkina Faso, the involvement of cooperation agencies is effective both upstream and downstream and one is perfectly aware that this situation could transform into a dependent relationship with regard to the donors, *“a loss of sovereignty in fact”*. In practice, however, the sector-wide approach makes it possible to erase this aspect of things: *“In the framework of the sector-wide approach, however, the involvement of donors in the definition of education policies is based on a spirit of dialogue, negotiation and mutual respect which presumes a fundamental concordance of views in basic values, instead of an imposition of values, policies and procedures. By fully recognizing the autonomy and responsibility of countries, donors converted to sector-wide approach deliberately assume a supportive role. This tendency characterises present*

partnerships more and more.”³¹ The report goes on by suggesting that, to avoid conflicts, the donors must not interfere in the «micro management” of programmes, but must limit themselves to the discussion of objectives, of policies and systems in such a way as to promote the responsibilities of local actors. This division of duties should be a source of mutual enrichment.

In Morocco, it is considered that cooperation is a necessity in the age of globalisation and that “*The involvement of external partners in the formulation of policies and strategies should not be regarded as an offence against national sovereignty, but as an added value inasmuch as it can provide the expertise that is difficult to mobilise in fields where Morocco is still looking for help [...], and as an asset if it is accompanied by a real transfer of competences to national professionals, and if it leads to the institutionalisation of successful practices*”³².

These considerations of course would never exhaust all the relational problems between donors and recipients of international aid, especially when the latter is very dependent on the former, but it shows that as a result of the sector-wide approach, a climate of political appeasement has been introduced which enables the stakeholders to meet again in a shared vision of the evolution of the education sector.

It is in this perspective that problems linked to the preferences of donors in education aid must be evoked. It is true that this is subordinate to the criteria which vary according to donors. One agency will attach great importance to the rationalisation of the public sector, to the recovery of costs or to the participation of the private sector in the EFA strategy. Another will insist on a set of arrangements of “*positive discrimination*” (more investment in poor regions, helping disadvantaged groups or girls as a first priority), and yet another on good governance and transparency in the use of funds. Finally, it also happens that the criteria, the objectives and the procedures of bilateral aid differ strongly from those of multilateral agencies.

Sometimes the preferences of donors take the form of conditions linked to objectives or procedures of management or of payments of aided programmes. This problem of conditionality of aid is scarcely mentioned in the reports presented in this brochure, either they are more easily solved in the context of sector-wide dialogue than in the project approach, or because EFA is a common objective shared by everyone.

³¹ Chapter 3, section 3

³² Chapter 2, section 3.

5.6 Increase external financing

Few countries make specific arrangements intended to increase external financing, although this is an evolution that everyone is wishing for. The state of mind of public authorities in aid recipient countries remains dominated by urgent and immediate administrative problems, preparation of up-coming projects and management or evaluation of on-going programmes. This is all the more true since donors are becoming more and more demanding with regard to preparatory studies of all sorts, statistical data intended to justify an operation, or institutional reforms to implement before receiving the aid in question. In many developing countries, these tasks, to which one must include the organization and reception of many foreign expert missions, absorb the meagre national capacities for high-level dialogue on education policies.

The main trends in international aid are determined in major international fora where host countries certainly have the word, but most of these initiatives, nevertheless, arise from other sources aside from developing countries. The rise of multilateral aid in relation to bilateral aid, the growing role of financial aid in relation to technical cooperation, the new criteria of aid such as poverty reduction, the development of international NGOs' initiatives concerning development aid, and the growing activities of national NGOs, either independently or in partnership with official donors, are just as strong trends to which governments of developing countries must adapt.

The multiplication of donors and actors of international aid strengthens the importance of a favourable policy environment to encourage once again the participation of traditional donors. The commitment of policy decision-makers at the highest level in favour of EFA is, as we have seen, a key to success, but there is no guarantee with regard to external financing and the initiatives of recipient countries are severely limited by a financial balance of power that is not favourable to them.

Having expressed these reservations, it would seem that a certain number of requirements can be agreed upon which are common to all donors and likely to encourage them to increase their financial participation in EFA plans. The experience of Cambodia indicates that:

The more the external partners have been positively involved in setting national policy and implementation strategies, the more likely they will contribute financially to their achievement. This is the principle of ownership at work;

The more policies aim at satisfying international goals for the sector, the more likely there will be external support. There is a fine line to walk between local priorities and policies and internationally agreed priorities that countries have signed up to in international councils;

The more evident that the country is clearly committed to a transparent process of goal setting, implementation and monitoring, the more likely that external support will be given. Countries can signal their commitment to transparency through the processes by which they set goals and implement programs;

The more committed the senior policy staff and the technical staff in the sector are to the strategies and priorities, the more likely that support will be given. While commitment is hard to measure, such indicators as attendance at important discussions in person rather than through subordinates, and familiarity with the documents and the principles they embody are important indicators of this quality³³.

In Burkina Faso, it is emphasised that the increase of external financing is linked to the requirement of results based on performances observed in the education programmes. The existence of performance indicators composed of indicators that are monitored and evaluated by joint missions is essential. Other requirements to meet are: i) ability to respond to information requests formulated by the agencies, which implies the existence of an information system; ii) to respect the deadlines in carrying out activities; iii) to manage programmes and projects on the basis of results; iv) to account for all past activities. These preoccupations may seem to be mundane, but everything that can contribute to facilitate dialogue and trust is worth considering.

To increase external aid, the experience of Morocco indicates that it is necessary to:

- *introduce a favourable climate for the predictability of aid based on a national consensus, an institutional and administrative framework unleashing the energies of the civil society that are viewed favourably by sponsors for its dynamism, proximity to and credibility in the opinion of the concerned population;*
- *define a clear, realistic framework of intervention, with prioritised objectives;*
- *ensure a transparent and efficient management of international contributions;*
- *set up a credible information system capable of providing reliable data;*

³³ Chapter 10, section 5

- *ensure the financial contribution of the State and local authorities in the long-term;*
- *guarantee the generalisation of the achievements of the programmes;*
- *ensure national coordination of the use of aid at sector level;*
- *coordinate the initiatives of donors and involve them in the design of plans;*
- *involve national diplomacy in the prospection of cooperation notably with international NGOs and associations of national residents abroad;*
- *encourage the institutional cooperation between decentralised national and international authorities (city halls, academies, regions, universities) and between schools in the framework of partnerships, twinnings and pairings;*
- *disseminate information on multilateral programmes developed by the EU.*
- *reinforce the role of the EFA national monitoring committee to mobilise international financial support³⁴.*

These Moroccan propositions are exhaustive and complete. Although nothing is guaranteed, respect of these arrangements would encourage donors to increase their aid, or at least would give the recipient countries some assurance of its predictability.

With regard to the poorest countries, two recent initiatives are likely to increase external financing. The first is the “fast track initiative”, approved by the World Bank following the Dakar Conference. Niger and Burkina Faso have been declared eligible to benefit from this new procedure. The public authorities of Niger count on it to release funds, which should allow for the launching of the implementation of PDDE.

The second concerns debt relief or cancellation. In Niger, as in other highly indebted countries, this measure is a simple means of increasing the national budgetary resources. All or part of these new resources should also be mobilised for EFA. A commitment in this direction would have a very significant policy impact.

6. Conclusions

At the end of this comparative analysis of EFA financing and implementation experiences in a sample of very different countries, three brief concluding remarks have to be made.

³⁴ Chapter 2, section 6

First of all, the richness and diversity of the experiences examined are remarkable and the reader is strongly encouraged to learn from them in more detail by referring to the corresponding chapters of this brochure. By definition, this brief presentation and synthesis chapter of a complex and changing problem cannot cover everything.

Secondly, the evolutions observed in the general approach of EFA are clearly encouraging. In relation to recent past practices, things are moving and in the right direction. A good knowledge of political, institutional, and financial EFA issues, on the part of national authorities in charge of these problems as well as on the part of the international community is testimony to this, despite the many remaining obstacles that need to be overcome before these arrangements could be translated into reality. Beyond this progress, it is the whole problem of international aid for education that is renewed.

Finally, we can identify from this comparative analysis a conceptual matrix, a “*checklist*” that can be applied in any country. The design, implementation and financing of an education plan are composed of the following phases:

- search for a political consensus on EFA that is adapted to the cultural and economic context of the country concerned;
- adopt a sector-wide approach that is participatory and takes into account local needs;
- determine the quantitative objectives for school-age children and adults;
- specify the infrastructure requirements necessary for meeting these objectives;
- evaluate school achievements in order to make judgements based on the quality of education;
- specify a policy on the search for quality based on a reasonable input strategy;
- ensure a strong and credible institutional leadership with clear administrative responsibilities;
- develop the capacities of the central administration at the level of individual skills as well as that of collective efficiency;
- decentralise the education administration by broadening the attributions of local authorities or, at the least, by adopting close management mechanisms;
- encourage actors of civil society to participate and assume more responsibility;
- translate the policy priority in favour of EFA into budgetary priority;
- rationalise education public expenditures to reduce costs;

- evaluate and mobilise external aid through a partnership strategy based on SWAP;
- coordinate and increase external aid.

The experiences grouped together in this book show that a good EFA plan must provide responses to these fourteen factors that are both coherent and adapted to the national context.

CHAPTER 2

FINANCING AND IMPLEMENTATION OF EDUCATION PLANS IN MOROCCO³⁵

*Mohamed El Yalaaoui*³⁶

1. General and legal context

1.1 Basic data

In 2002 the population of Morocco reached 29.6 million, 56.6 % of which residing in urban areas. By 2010, this number is expected to rise to 33.2 million, with 62.3 % of the population living in urban zones. The 0-15 year old age group represents 30.9 % of the 2002 population data.

A little over 4 million pupils were enrolled in primary education in 2002, an increase of 4.9 % in relation to the school year 2000-2001. The schools in rural areas have taken in 1.9 million pupils this year, an overall growth of 7.2 % and 9.8 % growth in girls' enrolment. Middle-school (collège) education enrolls 1.1 million pupils with an annual growth of the order of 5.0 % in relation to the school year 2000-2001.

Before the arrival of the "left-wing coalition" government, the pace of enrolment until the school year 1997-1998, allowed for the generalisation of primary education only after 2010, despite the efforts made by the country. The enrolment ratio of 6-year-old children, recorded in the year 2001-2002, reached 90.7% against 80.5% in 2000-2001 while this number scarcely exceeded 37.2% in the school year 1997-1998.

³⁵ For the complete text of this report, please refer to the website:
<http://www.unesco.org/education/eps/>

³⁶ Ministry of National Education, Kingdom of Morocco

With regard to the generalisation of enrolment of children in the 6-11 year old age-group, the enrolment ratio achieved was 90% against 68.6% in the period 1997-1998. The net enrolment ratio of the 6-11 year old age-group in the rural areas reached 83.8% in the school year 2001-2002.

Since the school year 1997-1998, the net enrolment ratio of girls has improved appreciably at the national level and in rural areas, reaching 78.7% in the period 2001-2002.

The number of primary schools registered in 2001-2002 reached the total of 6,512 of which 3,916 were in rural areas with 12,157 branch units established in all the *douars* and localities of the Kingdom. The number of middle-schools (collèges) reached 1,131.

The number of teaching personnel amounts to 132,800 in primary education and to 53,500 in middle-schools (collèges).

Private education: the total number of pupils enrolled in 2001-2002 in private primary, middle (collèges), and secondary schools was around 246,000 pupils, i.e., 44% of total enrolments in the three cycles: primary, middle (collèges) and secondary.

Literacy. The literacy rate in Morocco is 48 % of the population above 10 years of age. In other words, one out of two Moroccans is illiterate. This rate increases as the age group advances, moving from 42% for the 15-24 year old age-group, to 54% for the 25-34 year old age-group, culminating at 62% for the 35-49 year old age-group. Sixty-two per cent of women are illiterate. In the rural areas, two out of three people above 10 years of age are illiterate against 34% in cities.

Morocco has set objectives to reduce the total illiteracy rate to 35% by the end of 2004 and down to 20% by 2010, to achieve a quasi-total eradication of illiteracy by 2015.

Non-formal education Programme. In the framework of the national EFA strategy, the MENJ, in 1997, has adopted a non-formal education programme in favour of unenrolled and out-of-school children whose number was estimated at 2 million. This programme, which takes place outside the formal education framework, aims to reach the following objectives: (i) guarantee the application of EFA in order to ensure the progressive eradication of illiteracy at its source, (ii) integrate the beneficiaries into formal primary education, vocational education or the world of work, (iii) encourage the civil society to participate in partnerships to achieve the goals of EFA: 65,000 children have benefited from

the programme between 1999 and 2002. The percentage of girls benefiting from this reached 69.7% of the total number of beneficiaries.

With a view to widening the base of non-formal education beneficiaries, the MENJ, in January 2002, put in place a non-formal education programme called Integration Cycle by using its own human resources. This programme has enrolled 13,103 children taught by 1,312 teachers in 301 classrooms.

1.2 Reference framework

Childrens' right to education has been proclaimed in all the Constitutions of Morocco. Thus, article 13 of the 1962, 1970, 1972, 1992, and 1996 Constitutions state that "all children have equal rights to education and work".

Since Morocco's independence, many efforts have been made to establish and strengthen a national education system. This system has gone through several reforms to overcome the dysfunctions of the original traditional model and the modern model inherited from the protectorate.

The evolution of education policies has taken place in four major phases: (i) a phase which started at the wake of independence marked by the adoption of four fundamental principles: unification, moroccanisation, generalisation and arabisation, (ii) a phase of stability, consolidation and expansion of the education system, notably by offering teacher training programmes from 1973 onwards, (iii) a phase of challenging the system at the beginning of the 1980s which was characterised by an effective search for equality of access to education in favour of disadvantaged groups and an improvement of the quality of education through a global reform programme, and (iv) a phase which began in 1994, articulated according to new approaches, based on efficiency, rationalisation of resources and the strengthening of devolution, decentralisation, the opening of the school to its environment, and the involvement of new participants. The crowning achievement of this phase has been the implementation of the National Charter for Education and Training.

Royal guidelines

The interest given to the right to education has always been present in decrees coming from the highest authorities of the Kingdom. Thus, his Majesty King Mohammed VI grants a particular interest to the generalisation of education, the improvement of its quality, and the modernisation of the school and its opening to its external environment.

In the speeches given on the occasion of the opening of the third legislature, His Majesty the King defined the main objectives of Education and Training by emphasising the importance “of an education integrated in its environment and open to its era without neglecting our religion and civilisation, as well as all sides of our Moroccan identity”.

In the speech given on the occasion of the Feast of the Throne on 30 July 2003, His Majesty King Mohammed VI reaffirmed the priority given to education: “Our first strategic decision was to ratify the National Charter of Education and Training and to establish its implementation as our second priority in this decade, after the sacred question of our territorial integrity”.

Governmental commitments

The left-wing coalition government, officially established in April 1998, has reiterated its commitment to consider the education and training system as one of its priorities, by stressing that it will work “to guarantee that enrolment will benefit all children in the near future, to ensure the reform programmes of education, to encourage private education and to guarantee adequate teacher training needed by this kind of education and to work to guarantee the relation between training and employment.

National Charter for Education and Training

A special Commission for Education and Training (COSEF) has been established by His Majesty King Hassan II to develop a National Charter for Education and Training which at present constitutes the reference framework of education policy, making the period 2000-2009 the education and training decade by establishing this sector as the first national priority after that of territorial integrity.

To carry this out, the charter has set precise objectives, which consist of:

- offering access to the first year of primary to all 6 year old children in 2002;
- the generalisation of enrolment in the first year of preschool by 2004;
- the realisation of a completion rate of 90% by 2005 in the first cycle of primary education;
- the realisation of a completion rate of 80% by 2008 in the second cycle of primary education;
- the attainment of a completion rate of 60% by 2011 in secondary education;
- the attainment of a completion rate of 40% by 2011 in the last cycle of secondary (lycée).

The National Charter of Education and Training also sets this objective: to reduce the illiteracy rate to less than 20% by 2010.

The Ministry of National Education, which is the main partner in the implementation of the National Charter for Education and Training, has translated a number of the Charter's objectives in the framework of the Economic and Social Development Plan for 2000-2003.

1.3 Legal and statutory framework

Compulsory education. After the independence, the Moroccan legislature has formulated a dahir supporting law n° 1-63-071 dated 13 November 1963, pronouncing compulsory education for all Moroccan children, boys and girls, from 7 to 13 years of age, requiring all persons responsible for a child to apply for his/her enrolment in a school establishment and ensure that the child attends this school assiduously.

The Dahir n° 1.00.200 (of 19 May 2000) concerning the promulgation of law 04-400 (Official Bulletin N° 4798 of 25 May 2000) led to the reform of the Dahir of 1963 on compulsory primary education as a right and duty of all Moroccan children, boys and girls, 6 years of age. The State is bound to guarantee free education in the school closest to the place of residence and requires the parents to ensure this until the age of 15.

Preschool education. The Dahir N° 1.00.201 (of 19 May 2000) concerning the promulgation of the law n° 05-00 related to preschool education comes within the framework of efforts aimed to give the necessary attention to early childhood education and prepare it for a normal life within the society. This law defines preschool education, as an education phase, as the responsibility of schools that admit children 4-6 years of age, while defining the objectives of this education and elaborating a number of incentives in favour of investors in this sector.

Private education. The Dahir N° 1.00.202 (of 19 May 2000) concerning the promulgation of the law 06-00 creating the status of private education, defines this education as all types of education and training given in schools created by natural persons other than the State.

The Regional Academies of Education and Training (AREF). The law N° 07-00, creating AREF has been promulgated by the Dahir N° 1.00.203 (of 19 May 2000). The Academy is a public establishment endowed with a moral status and financial independence. It is in charge of implementing the education and

training policy considering priorities and national objectives established by the regulatory authority.

1.4 Basic foundations of education reform

The National Charter for Education and Training is based on the principle and values of the Islamic faith. It aims to form a virtuous person, a model of rectitude, moderation and tolerance, open to science and knowledge and endowed with the spirit of initiative, creativity and enterprise. The education system, therefore, favours the values of citizenship that enable everyone to fully participate in public and private affairs in perfect awareness of the rights and duties of everyone. The education system ensures everyone's oral and written mastery of the Arabic language, the country's official language, and further welcomes the knowledge of foreign languages widely used in the world. It also endeavours to develop the spirit of dialogue, accept differences, and lead to a democratic practice in the framework of a State of Rights. The education system respects the variety of regional components of cultural heritage, which mutually enrich each other through the teaching of Tamazight.

According to the Charter, the reform of education and training puts the learner in general and the child in particular at the centre of pedagogic reflection and action. The system of education and training aims for the concrete expression of the principle of equality of all citizens, equality of opportunities offered to them, and the right of everyone, girls and boys, to education, whether it be in the rural or urban areas, in accordance with the constitution of the Kingdom. Thus the State commits itself to:

- ensure the enrolment of all Moroccan children until the legal working age;
- adapt the system of education and training to individual needs and to those of the society;
- encourage courses in science, culture and creativity, particularly in fields of strategic impact;
- ensure the development of syllabi and methods, as well as standards of supervision and quality, at all levels and for all types of education and training;
- encourage all the participating actors in improving the quality and efficiency of education and training, including: autonomous schools and universities; local authorities; deserving private sector; manufacturing and service enterprises participating in training; associations specialized and interested in the field of education and training.

The mobilisation of resources indispensable to the success of reform is an urgent necessity. All possible paths will be followed in search for these resources in the framework of a complete national solidarity, and through the optimisation of actual available resources, the consolidation of the State's efforts and the involvement of all actors according to their real possibilities.

2. Conditions favourable to the implementation of plans

2.1 Education plans and programmes

The National Charter of Education and Training is a framework of reference that supervises education policies. It defines the foundations of the education system, its objectives and the conditions of its management. It is applied in the social and economic plan, the national EFA plan, and a group of education programmes and projects, and in institutional, administrative and financial measures that set quantitative and qualitative objectives with a timeframe for their achievement.

Five-year Plan 2000-2004

The objectives of the Five-year Plan for economic and social development aims for: the generalisation of primary education, quality improvement, and the fight against illiteracy, by mobilising all human resources and through the engagement of all economic and social partners. Its objectives are:

- the generalisation of enrolment in primary education for all children, notably girls, 6-15 years of age by 2008;
- the implementation of a strategy aiming for the mastery of the Arabic language, the promotion of the Amazigh (Berber) culture, foreign language training, and the development of the pupil's capacity for communication, reflection, and initiative;
- the improvement of the internal efficiency of the education system with the implementation of a policy that makes it possible to reduce repetition and drop-out rates;
- the development of non-formal education for out-of-school youth 6-18 years of age;
- The promotion of private education through the establishment of a favourable institutional and regulatory framework, including the system of authorisation.

The Education For All Plan (EFA)

As a response to the recommendations of the World Education Forum (*Dakar – April 2000*) the preparation of a national EFA plan was initiated and a National EFA Monitoring Committee was put in place. It is composed of representatives of ministerial departments, NGOs, the private sector, and international partners. This Committee, presided by the Secretary-General of the MENJ, coordinator of the national EFA plan in Morocco, held its first meeting in 20 July 2001. It is in charge of:

- Supervising the design, monitoring and implementation of the national EFA plan;
- Promoting the advocacy for quality basic education in particular for the disadvantaged classes;
- Mobilising all financial, material, human resources possible and those of all financing sources (State, private, NGOs, donors and international agencies);
- Monitoring and evaluating all progress made, in a regular and continuous way;
- Producing and sharing information and experiences concerning EFA at the national level as well as with regional and international authorities;
- The plan is presently in its final phase. The national EFA Monitoring Committee should validate it before the end of 2003. It will subsequently be presented to the Education Theme Group, composed of representatives from different cooperation agencies, and actual partners of EFA.

The Social Priorities Programme (BAJI)

This Programme falls within the framework of the Social Development Strategy (SDS) developed by public authorities in 1993 and represents the first part of the implementation of this strategy. Targeting the 14 most disadvantaged provinces, the BAJI is composed of three projects: Basic Education, Basic Health, and national promotion, coordination and monitoring of social programmes. The implementation of this Programme spreads within the period of 1996-2003 with a budget of 266 million US dollars, 150 million of which is a loan from the World Bank (54 million for Education).

During the first years of its implementation, this Programme has allowed for the improvement of school enrolments and the quality of education through the construction of class-rooms, building of school walls, teachers' lodgings, new facilities and equipment of school units, the distribution of school supplies in favour of needy pupils and the continuing training of teachers and directors of rural schools.

2.2 Information System

In Morocco, the statistical information system of the Ministry of National Education is characterised, on the one hand, by a centralisation at the level of researches aiming to define the different statistical activities, the design of information programmes facilitating data collection and their processing, and on the other, by an administrative decentralisation of phases relative to data collection, their processing and their use. The statistical tool related to enrolment has considerably improved and has become relatively reliable. One of its main assets is continuous data updating. It is centred in three fields: pupils, infrastructures, and human resources. It does not include all information and is mainly interested in the school and not in the pupil.

Several cooperation projects endeavour to improve it, notably the IMS project with the UNESCO Regional Bureau in Beirut and the Monitoring and Evaluation Project for children, initiated by UNICEF in three communities in Fez, Marrakech, and Tangers and coordinated by the Ministry in charge of Planning. The objective of this project is to develop integrated systems of information and monitoring centred on children to formulate policies and strategies in their favour. This integrated system of coherent, reliable, and dynamic information will work for a wider accessibility, and provide new pertinent data on a regular basis. It will also produce information linked to the status of the progress of programmes and projects and will help in the formulation of eventual adjustment measures and/or in the proposition of new interventions in national policies and strategies.

2.3 Diagnostic

Since the beginning of the 1990s, research studies have shown the persistence of alarming social deficits despite investment efforts in these sectors. The disparities between urban and rural areas combined with the phenomenon of poverty emerged as major problems to overcome. A strategy of social development has therefore been set up, aimed to favour the access of disadvantaged groups in rural areas in particular, to basic education and health services, and to employment.

The development policy, which has been followed since the beginning of the 1990s, assigns a particular importance to education in rural areas, without neglecting urban areas. It has been characterised by the setting up of a group of education projects.

With the objective to give concrete expression to its commitment to apply the Jomtien recommendations, the MENJ has organized seminars in 1993 aimed to set up a national programme for the development of primary education in rural areas. These brought together representatives of ministerial departments, local authorities, civil society, and international organizations. These works have led to the formulation of recommendations defining the outline of an integrated programme strategy.

Several studies have been carried out on this subject, often in the framework of projects having benefited from external financing. Notably among these are studies on the analysis of learning achievements and school careers and on the procedures of entry to the first and second cycles of primary education (World Bank loan), “surveys” and “the diagnostic study on the enrolment of girls in rural areas”, financed by UNICEF in 1993, and finally the follow-up study to the 20-20 initiative financed by the PNUD which proposes to assign the average of 20% of budgetary expenditures and 20% of external aid to SSE. This initiative aims to (i) determine the part of the national budget and of external aid allotted to the financing of essential social services (SSE), to note, basic education and therefore literacy, basic health and environmental health, and (ii) identify the sectors where the efficiency and effectiveness of SSE could be improved.

2.4 Consensus building

Major policy orientations have been the subject of a general consensus of political forces and of civil society, especially since the start of the open policy at the beginning of the 1990s, the approval of the Constitution of September 1996, followed by the legislatures in 1997, and the installation in April 1998 of the alternating government through consensus led by a personality figure from the former opposition. This consensus is supported through continuous monitoring by the State’s high authorities through the special Commission for Education and Training (COSEF), an authority presided by an adviser of the King, which acts as a real observatory of the implementation of the reform since it presents periodic reports on its progress.

Monitoring mechanisms have been set up in the ministerial departments concerned: coordination meetings, seminars...etc. This is how pre-school education, for example, has been the subject of reflection on the diagnostic of the sector and the strategy to implement its development, in light of the objectives of the Charter. In the same framework, the MENJ organized a seminar concerning the realisation of the reforms, in which, other than the decision-makers of the Ministry, representatives of unions representing most of the education personnel participated.

As for the legislative power, it interpellates the government on the application of the Charter through written and oral questions of the special meeting of the parliamentary commissions concerned. In a similar way, the civil society multiplies its efforts through the media in favour of an effective implementation of the reform.

2.5 Rationalisation of human and financial resources

Human Resources

Personnel management has notably improved, evolving towards a real human resources policy relying on the major census of national education personnel at the central, regional and local levels, with a view to a more rational use and deployment of human resources.

Several institutional measures have been taken to improve the quality and the performance of education personnel, apply a new status to education personnel, and introduce a new system of social work adapted to the needs of education personnel. The new status of national education personnel aims to:

- Improve quality through training to develop personnel skills;
- Link recruitment with a solid and obligatory training;
- Replace the system of promotion by quota with another system favouring skills and performance;
- Simplify personnel structures by integrating new bodies to facilitate the redeployment of personnel;
- Put in place a transparent and credible system of motivation and promotion of professionals through professional examinations;
- Ensure bridges between different professionals and bodies.

Socially, the creation of the Mohamed VI Foundation for the social work of education and training has been an important step towards the motivation of education personnel. This institution receives 2% of the annual overall salary of education personnel. The flagship programme of this foundation concerns the aid to the acquisition of personnel lodgings under favourable terms of conditions in the framework of a partnership with credit institutions.

The much-awaited reform concerns the redeployment of personnel for a better redistribution in the framework of the implementation of decentralisation. This reform requires a large measure of dialogue and negotiations with all the actors concerned, teachers, unions, and parent associations.

Financial resources

Attaining the objectives of the Charter requires the mobilisation of important financial resources. However State budgets cannot be extended at will. Measures to rationalise resources were therefore taken:

- reallocation of school credits of administrative services (-18%) towards the running of schools and external services (+25%);
- elaboration of 26 plans covering the total budget with a view to improving the efficiency of the Ministry's action through an adequate programming of the use of resources, by specifying the role of entities in charge of the execution of the plans;
- budgetary redeployment from the administrative towards the pedagogic sphere and from central services towards schools and external services.

In addition, a national survey carried out in September and December 1999, in conjunction with the MOE and the Interior Ministry, focused on the state of infrastructures and the disparities concerning supply, demand, and quality of education. This survey served to define actions necessary for the rehabilitation of schools and for the elaboration of programmes of rehabilitation and upgrading of schools and middle-schools (collèges) in the framework of the convention with the Community Development Funds (FEC).

The decentralisation of the elaboration of the budget at the academy level, in order to take account of local specificities and complementary resources to mobilise, is an important step towards an efficient management of financial resources. Intended to accompany this decentralisation, a survey is underway in the framework of the BAJI Programme on the elaboration of a public expenditures programme that will constitute a table of performance indicators to facilitate budgetary decision-making.

2.6 Institutional and administrative innovations

For more than two decades now, Morocco has been engaged in a process of reform that has led to the setting up of new socio-political, economic, and administrative institutions accompanied by sharing of power, responsibilities and modalities of action, among different components of society, at the national, regional and local decision levels. This situation has led to the emergence of new economic and social partners: local authorities, the private sector, civil society, associations, and professional organizations.

The Charter for Education and Training has recommended the development of partnerships with public organizations, civil society, unions, and the reorganization of administrative services at the central, regional, provincial and local levels in the framework of the law on regional academies of education and training (AREF).

The Regional Academy of Education and Training is endowed with a moral status and an administrative and financial independence that gives it decision-making, planning and management powers at the regional level, and its own budget coming essentially from State subsidies. But the law has also entrusted it an important role in mobilising complementary resources through partnerships with regional actors. Schools will be built progressively as “State services managed autonomously”, a modality allowing them to provide remunerated services, and consequently improve the school environment.

The Prime Minister has disseminated a circular dated 27 June 2003, whose goal is to “pave the way towards the definition of a new partnership policy understood to include all relations with associations, participation and sharing of human, material or financial resources for the provision of social services, the realisation of development projects or taking charge of services of collective interest”. This circular aims to improve the legal framework and the simplification of procedures to take advantage of synergies between partners and encourage the liberation of energies to serve the general interest. This partnership falls within a conventional framework each time the amount of public contribution is equal to or more than 50.000 dirhams per project. A type of partnership convention between the State and the associations is proposed. This measure has become necessary with the participation at the national level of foundations particularly engaged in the fight against poverty.

Other institutional measures foreseen in the Charter are going to be implemented, notably the creation of the National Literacy Agency, the National Curriculum Commission, National Evaluation and Orientation Agency, as well as mechanisms for improving the management of the education system through a more efficient use of mobilised resources.

The administrative management of personnel remains provisionally centralised because it requires the involvement of other administrations such as the department in charge of the Civil Service and the Department of Finance whose management actions are not yet decentralised.

2.7 Fulfilling the goals of the plans

The Charter and the Economic and Social Development Plan (PDES) foresee a timetable for the achievement of quantitative and qualitative objectives of education with measures for the allocation of human and financial resources based on the effort of the State and the mobilisation of complementary resources by the development of private education and partnership in the spirit of national solidarity. If the objectives of these plans seem ambitious, it goes without saying that this reform constitutes a framework of reference that all vital forces of the Nation must support.

Improvements can already be observed in the implementation of the orientations of the Charter: access to primary education, the renovation of the national curriculum and its local adaptation, social mobilisation, the search for school quality indicators, the creation since January 2002 of regional academies endowed with a wider autonomy of management and a heightened capacity in defining the content of basic and continuing education, and in carrying out national pedagogic evaluation of pupils in the third, fifth and eighth years of basic education.

But progress in meeting national aspirations is being made only here and there inasmuch as some basic objectives have not been fulfilled completely. Thus the enrolment of all children 6 years of age, foreseen for the start of the school year 2002-2003 will not be attained before 2004, considering the rhythm that has been observed and all the more so since the areas which have not yet been covered are isolated rural areas which will require other approaches in the provision of educational services. The objective to generalise preschool education by 2004 also remains difficult to attain because it requires a 27% annual increase in enrolment, while the actual increase in enrolment of children 4 years of age is 11.8%.

Obstacles of different kinds that impede the integrated realisation of education projects explain this situation. First of these are financial constraints despite the significant part taken by education expenditures in the State budget. But also obstacles of socio-economic and demographic nature, which hinder the complete provision of enrolment, particularly to girls in rural areas: widely scattered housing, parents' poverty, and geographic mobility of population.

The attainment of these objectives depends on the capacity of the education system to retain pupils until the end of the cycles without successive repetition. Thus, out of 100 pupils enrolled in the first year, 36 reach the end of primary education without repetition, against the Charter's recommendation of 90 pupils.

This is due to the increase of the repetition rate (between 3% and 8% according to level) and dropout rate (between 8% and 18% according to level). The generalisation of education requires the satisfaction of the needs for infrastructures, human resources, rehabilitation of schools, equipment, and didactic materials, in such a way as to improve the quality of education, the social and material conditions of learners, and the motivation of teachers in rural areas.

The means mobilised these past years in terms of human resources and school offers have not followed the increase in enrolment. Hence the increase of overcrowded classes (more than 40 pupils per class in 15,000 primary classes; overcrowdedness in 11% of classes in middle-schools; and in 20% of classes in secondary schools). A general mobilisation of all national and international actors concerned must be undertaken to ensure the success of the reform.

3. Partnership between Government and Agencies for elaborating plans

3.1 Participation of partners in the elaboration of policies and strategies

Since its independence in 1956, Morocco has established a policy of international openness. This explains how it has created links of cooperation and partnerships with friendly countries, United Nations agencies, international financial organizations, and regional organizations. The international and regional environment has deeply changed under the effects of globalisation and the Euro-Mediterranean regionalisation based on the WTO agreements and the new Morocco-European Union association agreements, modifying the global context of the economic, social and human development of Morocco.

The free exchange agreements with the European Union, the WTO membership, the commitments made in international conferences, and cooperation agreements with different countries, translate into a sustained involvement of partners in the formulation of education policies and strategies, which we will attempt to illustrate through some examples.

- Relations with France

Cooperation relations with France in education are long standing and take many forms. They originate in historical, cultural, and linguistic links between the two

countries. This cooperation is one of the most important from the qualitative and quantitative points of view. Other than excellent relations and the teaching of French, they involve cooperation in support of rural areas and literacy campaigns in French. The resources involved have been reoriented quite recently towards education for all through an integrated intervention in the education system in the form of long-term projects.

This cooperation has been requested by the MOE to give support to the sector policy defined by the Charter on the plans for the success of pupils, intra and inter cycle retention, steering and verification of the system at different levels, as well as on the plans of devolution and decentralisation. This support is requested for at the highest level of the State (such as during Prime Minister's meetings in Fés-March 1999, Paris-May 2001, Rabat-July 2003).

- Relations with the United Nations

Following the set of UN reforms launched by the Secretary General in 1997, Morocco, along with 18 other countries, was retained to participate in the pilot phase of the elaboration of the CCA (Common Country Assessment) and the United Nations Development Assistance Framework (UNDAF). The CCA has coincided with the adoption by the Parliament of the 2000-2004 social and economic development plan revolving around one dominant idea: the acceleration of the decentralisation process of the Moroccan administration. This orientation comes from an overall observation: the major obstacles of Morocco in the field of social development are institutional as much as material.

The United Nations System will focus its support to the Kingdom in the context of UNDAF 2002-2006 on two main goals: (i) the contribution to the improvement of living conditions of populations by taking into account geographic and gender disparities, and (ii) the promotion of governance in a sustainable human development perspective. This intervention comes in a variety of integrated programmes, which include the pursuit of synergies between agencies for a more efficient use of mobilised resources.

- Relations with the World Bank

This organization has been ahead in the analysis of social development problems. It has two objectives: (i) help authorities to build a consensus on the change of policies, and (ii) once these changes are operational, help the authorities to monitor the course of events by means of an objective evaluation of results, costs, and benefits. Through its expertise and its approaches, the Bank can help create closer partnerships between ministries, the private sector, and civil society.

Its advisory role is particularly encouraging since it can package its loans in the form of large transfers of resources towards disadvantaged rural areas and outlying suburbs.

Thus the Bank's strategy for education identifies policies and measures for the implementation of reforms on the basis of research studies and the experience of the BAJI project which it finances. These research studies are often accompanied by proposed solutions in the direction of a better allocation of expenditures towards the rural areas and outlying suburbs, efficiency of social expenditures, and equity in favour of primary education. Of course, the Bank recommends solutions. But it is up to the Government to formulate and implement strategies that respond to national priorities.

3.2 The added value of partners' participation

The elaboration of policies and strategies must rely, as much as possible, on national competences. The recourse to external expertise, sought for in highly specialised fields is sometimes a condition for the financing of a project. This is generally controversial especially when it concerns long-term expertise. National authorities must be vigilant on the profiles of experts and their missions to avoid all misunderstandings or confusions that can harm the project and future relations with the partner. In other respects, the majority of partners require national consultants to avoid this difficulty. The joint team mechanism allows for the take over from the international expert once the partner withdraws at the end of the programme.

It is indisputable that organizations like UNICEF, USAID and the World Bank provide an important added value in the field of training local teams in charge of community mobilisation and the development of partnerships with the civil society for the choice and adoption of truly participatory approaches, because of the competences that they can mobilise and the relations with local-level groups which they develop with decision-making bodies. They can put in place mechanisms to ensure the continuity of actions undertaken by strengthening national capacities to reproduce and generalise successful experiences of local development.

3.3 Interference

The involvement of external partners in the formulation of policies and strategies should not be regarded as an offence against national sovereignty, but as an added value inasmuch as it can provide the expertise that is difficult to mobilise

in fields where Morocco is still looking for help, notably in those concerning education engineering and the steering of reforms.

International cooperation has become a necessity in the era of globalisation and upgrading national economies. The presence of a partner on one or another phase of the elaboration of education policies and strategies should not be considered as interference. On the contrary, it can constitute as an asset if a real transfer of competences accompanies it to national professionals and if it leads to the institutionalisation of successful practices.

3.4 Different approaches in international cooperation

At the bilateral level, three important periods have marked the international cooperation in education:

At the beginning one can speak of cooperation by substitution during which foreign cooperation experts have occupied posts in education, pedagogic control and supervision in education administration. This phase had also been characterised by very substantial financial and logistical contributions.

Since the beginning of the 1980s, cooperation projects developed in the linguistic, scientific, and technical fields with an opening to a new field of cooperation in education engineering (management, planning, and action) which made it possible to request for experts in priority projects.

Since 1993, it has become necessary to retarget this cooperation by orienting it towards the design of project frameworks, involving several pedagogical actors and identifying a whole vision of the education sector following objectives and modalities of organization, implementation and evaluation decided on common accords between parties concerned by respecting the principle of co-management in a permanent search for efficiency of procedures and matching resources with objectives.

At the multilateral level, the interventions of different partners were carried out in the framework of cycles of cooperation of a national nature. From 1996, this cooperation is carried out according to modalities defined by a national strategy elaborated in conjunction with United Nations Agencies and the ministerial departments concerned, in the light of past experiences.

These modalities are translated into:

- integrated programmes in targeted areas of intervention;
- growing intersectoral and interagency coordination;

- a devolution in the management of projects;
- a wider partnership.

At present, cooperation is more and more oriented towards multilateralism.

The technical and financial contribution of international cooperation agencies is carried out in the framework of integrated sector or intersectoral programmes where the education component occupies a favourable position. But this approach is not exclusive, as even isolated projects can be part of the overall strategy and synergies are established between programmes and projects for a more efficient and rationalised use of resources.

This is how the BAJI Programme integrates a basic education component that is carried out through several projects where other agencies are asked to intervene, partners such as executing agencies (UNESCO, ITU for the interactive television project financed in the framework of the BAJI programme).

The Education Cooperation Programme with UNICEF is structured on the theme of child development through component projects in education, health, sanitation, the promotion of children's rights, monitoring and evaluation of projects on children, etc., which include the intervention of several national partners including the civil society.

Institutional development is one of the main parts of the implementation strategy of the Programme. Synergies are pursued with other partners notably with the French community of Belgian *Wallony-Brussels* in the field of curriculum development adapted to children, and to job requirements in the framework of non-formal education.

The cooperation project «support to primary education», initiated in the framework of the cooperation with France is part of the BAJI Programme in its objectives and its activities. This project constitutes the prolongation of another project initiated since 1997. This synergy also takes place at the management level that is entrusted to the same management unit.

3.5 Efficiency measures

Efficiency measures recommended by the agencies must be part of a global approach, taking into account the political, economic and social situation of the country and carried out within the national institutional framework, and above all considering the place that civil society occupies in the design and formulation of plans. They are often the end of research and experimentations jointly

monitored and validated. If this efficiency is demonstrated, the proposed approaches are implemented after the necessary adaptations.

In this context, it is necessary to remember that the intervention of agencies should not be perceived as obligatory prescriptions, but as indications integrated in the framework of agreements made with them, rendering government authorities in charge of defining, as clearly as possible, their policies and strategies and mobilising adequate human, technical and financial resources with an institutional framework that can bring about the change.

The efficiency measures recommended are most often based on diagnostic studies, decided by common agreement in the light of experimentations and evaluation results of previous programmes. They can also learn from the experiences of other countries with the same donor. Taking or not taking into account the measures proposed depends on the national capacity to analyse and identify the elements compatible with national orientations and the objective conditions for their realisation.

Balanced partnerships, respectful of national sovereignty, assume capacities of negotiations on the part of national authorities and openness to opportunities offered by international cooperation.

4. Strengthening national capacities in monitoring plans and donor coordination

4.1 Institutional weaknesses and development of national capacities

Morocco has a great potential of professionals and technicians in the field of planning and management, steering, monitoring and evaluation of education system development. However, the administrative environment in which these competences evolve is not able to liberate these initiatives because of sclerotic administrative structures, complicated procedures, and incomplete definition of tasks and concentration of decision-making power.

The institutional weaknesses are most evident in the steering, monitoring and evaluation of programmes and projects. The Ministry of Foreign Affairs and Cooperation, in charge of the implementation and coordination of national policies in external relations and international cooperation, is responsible for the coherence of different cooperation programmes with the country's priorities and its commitments to international authorities. But the often-formal character of meetings on programme steering prevents them from leading to concrete measures of improvement.

The different ministries also have coordination mechanisms that play a leadership role in a given programme. This situation is also true at the Ministry of Education level, where the structure in charge of cooperation constitutes the interface between the Ministry and international organizations. As such, it ensures the coordination between the different structures of the Ministry and the partner. But, if the coordination with bilateral partners and agencies of the United Nations are ensured by this structure, difficulties persist with respect to projects managed by programme management units (UGP) in which experts delegated by international partners are members.

At the local level, coordination is more efficient because of the proximity of the centre of decision. Lack of resources, however, prevents local teams from ensuring a monitoring function similar to that provided by donor representatives who are more present at the local level and have more mobility and liberty of action in relation to their superiors.

These weaknesses inherent in coordination at different levels, associated with the diversity of management mechanisms, overlapping of responsibilities, complexity of the organization chart of the Ministry, problems linked to the circulation of information and weak internal communication, engender delays in decision-making that are detrimental to the running of projects.

4.2 Mastery of the design, implementation and monitoring processes of education policies

Despite these weaknesses, the Moroccan education system has been able to train a significant potential of professionals and experts of international repute in the fields of design, implementation and monitoring of education policies. International cooperation can play a catalyst's role in strengthening these competences, all the more so since decentralisation requires new attitudes of communication as regards new actors having recommendation and decision-making powers.

Cooperation for managing external aid resources

In a general way, few donors entrust the management of their financial contributions entirely in the hands of national authorities. Several modalities are in application:

- Inclusion of the aid in the budget under the framework of the general State budget or a modality called "State service managed autonomously", with a

joint monitoring either through the intermediary of the representation of the donor (e. g., the European Commission), or through monitoring missions of experts (e. g., the World Bank);

- A joint management through the modality of cost-sharing: This is the case of an education pilot project in the rural area of Kelaâ, initiated with the UNDP, managed according to national procedures and those of the UNDP, by a decentralised management unit in the framework of a single budget. This modality makes it possible to save expenses through tax and customs duties exemption on goods and services;
- A direct fund management: This is the case of UNICEF which disburses advance payments on the basis of requests in the framework of an annual action plan validated by the programme monitoring committee and justified by a technical and a financial report;
- A contractual management by a third party (NGO): This type of management has been experimented with UNICEF but was not conclusive;
- A direct management by the donor according to his own modalities, negotiated globally (e.g., USAID). With the understanding that projects executed nationally are audited by the revenue court and that some contributions are subject to inspection nationally and by the donor.

This diversity of modalities, however, has the advantage of ensuring a transparent management of resources assigned to projects inasmuch as all the precautions are taken on both sides in a framework of positive partnership.

Coordination of international cooperation

There are mechanisms of coordination between donors on the one hand and between donors and national authorities on the other. Other than the steering and monitoring committees, an “education” theme group, consisting of donor representatives and sponsors intervening in the field of education, has been in existence for two years. It is a group of exchange and information that facilitates the search for synergies. It can commission research studies on a particular topic and issue opinions concerning national strategies. At the request of the Ministry of National Education, this theme group participates in consultation meetings on priority issues. If this coordination has not yet been able to ensure a collective participation in the financing of a programme, it has the advantage of avoiding double work and overlapping.

5. Reliable plans and credible projections in the eyes of potential donors

5.1 Internal financing

State contribution

The Charter for Education and Training has confirmed the dominating role of the State in financing education, “having established the education sector as national priority all throughout the coming decade, the State commits itself to regularly increase the budget of the sector by 5% each year in such a way as to absorb inflation and meet the surplus of additional expenditures after all cost-saving measures and management improvements have been adopted”.

Thus, the State remains the first financier of education (84%), followed by families (11%), local authorities (3%) and enterprises (2%). During the last decade, the part of the MENJ budget within the State’s general budget represented 23%, and 5% of GDP. The public expenditures for primary and secondary public education have registered an increase of 6.8%. The distribution of expenditures among the different cycles of education is the following: 42.2% for primary, 29.9% for middle-school (collège), and 27.9% for secondary. The total salary of national education personnel represents 35% of State salary expenditures. But this effort by itself is not enough to face the challenges involved in generalising education, improving the quality of education, and the management of the education system. Other sources of internal financing must be mobilised in the framework of partnership.

Partnership with NGOs

Numerous partnerships developed during the last decade as a result of the climate of political *détente* introduced during the reign of King Hassan II. Morocco has between 17,000 and 30,000 NGOs. Since 1997, the Ministry of National Education had concluded partnership agreements with NGOs, associations, local authorities, public organizations, and the private sector which participate more and more in the financing of education. Their fields of intervention mainly concern the social mobilisation for enrolment, material aid to disadvantaged children, construction and rehabilitation of schools, non-formal education and literacy, the granting of scholarships to girls from rural areas or the organization of income generating activities.

Among the partnership initiatives are the following:

- Since 1997, the Zakoura Foundation for micro credit has constructed small community schools in rural areas, similar to the experience of Bangladesh (BRAC).
- Since 1998, at the initiative of the Government, several public or private enterprises have offered functional literacy courses to their workers (paid in the framework of the public literacy campaign).
- Since 1999, the BMCE, the biggest private bank of the country, has been implementing a programme of construction and management of rural community schools. This Programme foresees the construction of 1000 schools by 2009.
- The widest partnership established is the one with around fifty NGOs in the field of non-formal education of out-of-school or underschooled children 8-16 years of age. The Ministry of National Education grants subsidies to these institutions, which are in charge of mobilising the children, recruiting activity leaders and providing premises.
- The Community Equipment Fund (FEC): to increase and strengthen the financial contribution of public authorities, different ways have been explored. Among these is the partnership agreement with the FEC, which makes it possible to commit 300 million dirhams every year over 5 years for the rehabilitation and the upgrading of schools.
- In 1998, a Rabat NGO for women set up, with the support of USAID, the first programme of scholarships to give girls from rural areas access to the second cycle of primary education (7th and 9th year). The NGO identifies the local rural associations, provides them with financing (250DH/girl/month), trains them, and puts them in charge of finding lodgings for the girls (either in dormitories or with families living close to the middle-school (collège). After about two years, the Programme recorded very encouraging results. All but four of the first group of 110 girls remained at school. Local development associations develop similar programmes.

Main strengths of NGOs: The majority of NGO activities have been stimulated by population demand. The comparative advantage of NGOs is their proximity to beneficiaries, relatively insignificant general expenses, and their continuous learning and innovation. The majority of existing NGOs do not wish to develop beyond their management capacity. They also know how to share information, contribute support, and learn lessons from their respective experiences to help other NGOs to put in place the type of services they are able to provide. Until

present, partnerships with NGOs have enabled the public sector to learn valuable lessons, hence financial and technical support deserve to be continued.

Obstacles to the development of NGOs: The NGOs face several obstacles: (i) restricted legal environment; (ii) insufficient know-how in managing an organization (accounting, management systems) and the mediocre internal management practices; (iii) lack of trained personnel to organize the local communities and help them in preparing and executing development projects; (iv) insufficient financing; and (v) difficulties in internal organization and unification.

Several sponsors contribute to the strengthening of their capacities (German Assistance Programme, USAID, the FDI donation of the World Bank, and the NGO project of the UE). The NGOs are actually financed mainly by personal donations and contributions of international NGOs and, more and more, by the diplomatic community (embassies and bilateral development agencies/AID).

5.2 Cooperation with international partners in the framework of EFA

International cooperation agencies have shown real interest in EFA (Education For All) in the past ten years. This has been made possible thanks to the political commitment of top authorities of the State and the commitment of the country to the implementation of the recommendations of the World Conference on Education for All in 1990.

Important financial resources have been mobilised by international cooperation in favour of EFA in recent years:

Partner	Amount	Period
World Bank	54 million US \$	1997-2002
European Union	40 million €	1996-2006
USAID	13 million US \$	1997-2003
WFP	17 million US \$	1997-2002
UNICEF	3 million US \$	1997-2001
	1.07 million US \$	2002-2006
France	1.5 million US \$	1996-2001
	6 million €	2002-2005

Source: Directorate for Cooperation and Promotion of Private Education – MENJ.

The setting up of mechanisms of capitalisation and institutionalisation of social assets has enabled partners to be involved in large-scale projects such as the

project “Support to Primary Education”, financed by France, and “Support to Basic Education”, financed by the European Union. Other partners (Canada, Japan), are newly engaged in important projects.

5.3 Reliability and credibility of plans

Plans have for a long time been considered by the population as measures taken by the State for its own needs, since they were never involved in the preparation of these plans. In the field of education this situation led to a real failure, especially in the rural areas where constructed schools remained empty or where enrolment numbers did not justify the investments made. Moreover, programmes launched pompously were delayed in their realisation, which discredited the State’s measures in the eyes of concerned parties.

This situation has evolved significantly in the last fifteen years with the participation of the society, made possible by the commitment of the country to democracy. Education projects arouse real interest among local actors even if some of them remain sceptical.

A plan must satisfy public opinion’s criteria of credibility. This credibility is measured in terms of the interest of the concerned groups, manifested in different ways: participation in activities, policy commitment, mobilisation of local resources, and communication about the plan. The presence of an international partner can constitute an asset beyond material considerations, this being a proof of the country’s credibility at the international level, on condition that the presence of national authorities is effective and accompanied by an efficient communication plan. The long-term commitment of a partner can make the plan credible inasmuch as the necessary financing will be guaranteed for the period covered, which makes the implementation of activities effective.

Education development plans are even more credible if they are established through a diagnostic of the situation, that is, based on general and sector studies, according to a participatory approach. To be credible, the objectives of the plan must be realistic, prioritised, and accompanied by a mobilisation of sufficient resources for their realisation, with reliable and verifiable expected results.

The credibility of plans is also measured according to the means employed for their realisation. The State continues to be the principal financier of education with significant progress in terms of enrolment in general and in rural areas in particular, of management of the education system through decentralisation of education services, and of actors of the civil society who are more and more involved in the success of the reform.

To summarise, an education plan is credible if it meets the following conditions:

- Designed from a precise diagnostic of the problem which it must solve;
- Elaborated with the participation of beneficiaries and responding to their needs;
- Realistic in objectives but sufficiently ambitious to mobilise the energies of different actors;
- Elaborated in the framework of a national consensus guaranteeing the continuity of the conditions of its implementation;
- Based on a clear distribution of responsibilities between different actors;
- Based on a concrete commitment of the State through sustained human and financial resources;
- Capable of stimulating the interest of national and international partners.

To be credible in the eyes of donors, a plan should be one that has undergone a national, regional and international process of evaluation, hence increasing its chances of financing.

6. Increasing external financing

The present international situation is characterised by armed conflicts, natural calamities, epidemics, and by the growing problem of poverty. This situation calls out, more than ever, to rich countries that must increase their participation in the cost of developing poor countries. It is within this new context that the support of the Heads of States of G 8 countries was created in the framework of a new partnership for Africa (NEPAD), as well as the Fast Track Initiative for EFA. These developments gave rise to hopes that there would finally be a real global commitment in favour of education, ensuring a coordinated financial aid in order to help nations who have elaborated their own EFA plans with accompanying objectives of responsible monitoring, transparency, and execution.

The increase in external financing depends on the internal conditions of the country and the capacity of the actors of development to create a dynamic partnership capable of proposing credible projects on the political stability of the country, its privileged political relations with donor countries, and the existence of an organized and enterprising civil society.

6.1 The increase of external financing

A scarcely favourable context

According to the evaluation report of Education For All (*UNESCO, 2001*), the UN objective according to which international development aid must reach or exceed 0.7% of GNP, has been attained by countries such as Denmark, Norway, Netherlands, Sweden and Luxemburg. According to the same report, the more developed countries such as Germany, the United States of America, France and Japan have reduced their aids during the 1990s. The amount of aid has decreased in all regions except in Europe, Central Asia and East Asia and the Pacific. It is Sub-Saharan Africa that has suffered the greatest reduction in aid: around one third. This decrease has affected education relatively less although this field continues to represent a small part of the development aid granted by countries. This reduction of sponsors' contributions is a preoccupying problem. This fear is accentuated by the recent events in international terrorism, which provoke worries concerning the impact of security preoccupations on the financing of education.

In a context of limited resources, the setting up of a system of information to provide reliable and easily verifiable field data can have a positive influence on external financing offers. As an example, until 1997, the USAID did not participate in basic education. As a result of the elaboration of the national strategy of education for girls in rural areas and on the basis of diagnostic studies and surveys, this organization has decided to reorient the programme Training for Development (TFD) which it initiated with the Moroccan government to support this strategy. The convincing results recorded in the field, in terms of decentralised management of activities and the involvement of the communities, and the monitoring at the level of each school concerned according to a system of continuous data collection, have encouraged USAID to commit to a much bigger programme with a financing of 13 million US\$ over four years (1999/2003).

Partnerships with NGOs

Without going through the Government, embassies sometimes grant direct financing to NGOs that they consider credible. As an example, the embassy of Japan grants non-refundable small aids to associations for the realisation of small-decentralised education projects. The embassies of the United States of America and Canada mobilise funds for the rehabilitation of some rural schools.

More and more, the main bilateral donors coordinate their participation with those of international organizations beyond divergent interests or approaches and the nature of their relation with Morocco. At present, the G8 countries already involved in education development programmes (France, USA) have been joined by others (Japan and Canada).

The United Nations System, committed in the framework of UNDAF, plays an important role in the development of partnerships in education.

For the beneficiary countries, the increase in external aid must serve the strategies of the country and enable real progress. It must take the form of loans with favourable conditions in the framework of long-term commitments, on the part of the government and international organizations. This increase is subject to the capacity of the beneficiary country to absorb and utilise the funds in conformity with plans and objectives defined at the national level and in an institutional context in favour of decentralisation, gender equality, and the development of partnerships.

For the donors, the aid must be subject to the criteria of social and human development. The important criteria deal with good management, cost-effectiveness, efficiency, compatibility with the strategy of the country, target population, the long-term commitment of the government, institutional support, continuity of actions and adaptability of experiences in other contexts. All these criteria may seem to be contradictory but they are in fact complementary inasmuch as their combination aims at a single objective: to gather together favourable conditions necessary for the success of Education For All.

6.2 Proposals for increasing external financing

Innovative solutions must be found at the national, regional and international levels.

At the national level, it is necessary to:

- introduce a favourable climate for the predictability of aid based on a national consensus, an institutional and administrative framework unleashing the energies of the civil society that are viewed favourably by sponsors for its dynamism, proximity to and credibility in the opinion of the concerned population;
- define a clear, realistic framework of intervention, with prioritised objectives;
- ensure a transparent and efficient management of international contributions;

- set up a credible information system capable of providing reliable data;
- ensure the financial contribution of the State and local authorities in the long-term;
- guarantee the generalisation of the achievements of the programmes;
- ensure national coordination of the use of aid at sector level;
- coordinate the initiatives of donors and involve them in the design of plans;
- involve national diplomacy in the prospection of cooperation notably with international NGOs and associations of national residents abroad;
- encourage the institutional cooperation between decentralised national and international authorities (city halls, academies, regions, universities) and between schools in the framework of partnerships, twinnings and pairings;
- disseminate information on multilateral programmes developed by the EU;
- Reinforce the role of the EFA national monitoring committee to mobilise international financial support.

At the regional level, it is necessary to:

- coordinate actions of advocacy, exchange of experiences and implementation of common projects between countries which can mobilise potential donors;
- reorient bilateral cooperation between countries of the South in the framework of bilateral agreements towards the financing of projects instead of isolated operations which is the case at present and which has no real impact on education systems;
- promote the “trilateral” cooperation between countries of the South and donors in the field of exchange of competencies and partnership between institutions of training and research, to keep down costs and for reasons of geographical proximity;
- introduce efficient mechanisms to monitor the recommendations of regional conferences on education.

At the international level it is necessary to:

- further and favour international, regional and sub-regional fora which constitute mechanisms for mobilising the financing necessary and can exercise pressure on the big powers in order for them to translate their commitments into actions, by increasing their aid to countries which need them to realise their EFA plans;
- solicit the contributions of big private foundations for fund raising;
- debt relief or debt cancellation for the poorest countries according to the criteria of social and economic development and not political considerations;

- develop an exchange of experiences and efficient practices to increase the financing of national EFA.

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CHAPTER 3

THE TEN-YEAR BASIC EDUCATION DEVELOPMENT PLAN IN BURKINA FASO³⁷

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1. Introduction

Burkina Faso is a Sahelian country situated in the heart of West Africa whose population is composed of a multitude³⁹ of ethnic groups, estimated at 10,469,745 inhabitants in 1996 with an average annual increase of 2.7%⁴⁰. The country experiences major obstacles to its development because of its landlocked geographic situation (that gives it no access to the sea) and her iron-bearing soil. The urban population is also estimated at 15%, but the rural exodus as well as emigration remains significant.

Maternal (484 per thousand) and infant (105.3 per thousand) mortality rates are high. Only 34% of households have access to drinking water and malnutrition affects 14% of women as well as 29% of children 0-5 years of age. To this preoccupying state of sanitation is added the prevalence of AIDS at a rate of 6.5% (in 2002), with a negative impact on life expectancy at birth and a negative

³⁷ For the complete text of this report, refer to the website:
<http://www.unesco.org/education/eps/>

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³⁹ There are at least 60 dialects grouped around 3 principal languages (*mooré, dioula and Peulh*) with an alphabet. Each socio-linguistic group speaks at least one of these major languages.

⁴⁰ Burkina Faso had 7.7 million inhabitants in 1985, and in relation to 1996 there has been an average annual increase of 2.37%. At this rate, the population will reach an increase of 12.7% by around 2005.

effect on GDP growth. The rate of general literacy was 26% in 2002, but only 13% in rural areas and 57% in urban areas. The gross enrolment ratio is 44%. French is the official language of the administration.

With a GNP of around 300\$ per capita in 2002, Burkina Faso is one of the poorest countries in the world; ranked as 172nd on the UNDP list of 174. The government and its external partners have adopted a strategy of sustainable development based on basic social sectors such as health and education.

The revised Ten-Year Basic Education Development Plan (PDDEB)

The PDDEB is part of the dynamics of the Letter of Intent of the Sustainable Human Development Policy (1995-2005) adopted at the round table of sponsors, which took place in Geneva in 1995. It is structured in two essential parts, one serving as a policy orientation framework and the second as a reference framework.

This document establishes a diagnostic of the basic education system through indicators of coverage, access and quality. It insists on the questions of gender and geographical disparities. One notes that the basic education budget has improved in time, but remains insufficient to cover needs. The document states financial and psychological constraints as well as the absence of external aid coordination.

Faced with these constraints, the Government proposes 9 ways of getting the education system out of the impasse it is in. These proposals concern: (i) the strengthening of public resources, (ii) the search for relevance in the orientations and modalities of intervention of external aid, (iii) the setting up of an operational mechanism of information and evaluation to improve decision-making, (iv) the development of research, (v) the improvement of the quality and efficiency of the basic education system, (vi) the optimisation of existing infrastructures, (vi) the pursuit of efficiency in the management of teaching personnel, (vii) the reduction of costs of construction and school equipment, (viii) the setting up of possibilities for self-training and, (ix) the strengthening of the process of decentralisation and mobilisation of civil society.

The objective is to achieve a gross enrolment ratio of 70% and a literacy rate of 40% by 2010, by reducing gender and geographical disparities. In order to reach these, the plan has set four objectives:

- development of the provision of basic education (including literacy);
- improvement of quality, relevance, and efficiency;

- development of steering, managing and evaluation capacities of central and devolved structures;
- intensification of alternative formulas.

These objectives are broken down into specific objectives and implementation strategies. The retained strategy is to execute the Ten-Year Plan in three-year successive phases, each phase pursuing specific objectives. The first phase covers the period 2001-2005, the second phase from 2005-2008, and the third from 2008-2010.

Finally, the PDDEB defines a group of programmes concerning:

- the expansion of basic education;
- the improvement of the quality and relevance of basic education; and
- the strengthening of planning and management capacities of the system.

Financing

The total cost of the PDDEB is estimated at 235 billion FCFA, of which 83% is for financing expansion, 7.23% for the improvement of quality, 6.80% for literacy and 2.97% for the strengthening of planning capacities. The national budget contributes up to 18% of the first phase of the Plan. In this perspective, the Government must increase the part of public resources allocated to education from 19.6% to 23.7% in 2010 and those allocated to basic education to 60% of the total national budget, of which 7% are allotted to non-formal education programmes.

The expected resources in the context of the HIPC (Highly-Indebted Poor Countries) initiative represent a source of significant financing in the framework of the implementation of the PDDEB. This contribution is estimated at 12.5% of the first phase of the Plan. The grants expected as HIPC resources have increased substantially from 2000 to 2001. They enabled increasing the financing capacities of the sector, mostly for investments in the twenty priority provinces⁴¹ in the overall perspective of reducing disparities of education indicators in the country. In this framework, the financing operations have made it possible to buy school supplies and grant canteen provisions to schools situated in the provinces. In the past three years, 500 000 children, of which 38%

⁴¹ In 1997, 20 provinces were identified as priority areas in the implementation activities of the Plan. These provinces presented the most reliable average gross literacy rates and a low girls' enrolment ratio.

are girls, have benefited from these. Moreover, specific actions in favour of the most disadvantaged groups have been implemented by the Government in the course of the period, notably taking charge, during the year 2001, of the contributions of parents' associations to the repatriates⁴² from Ivory Coast. Training activities and the strengthening of community structures, environmental development, and the elaboration of legislation and research in IEC in favour of handicapped persons have been implemented.

2. Favourable conditions for the implementation of the PDDEB

2.1 Diagnostic of the sector

The main difficulties of the country's education system can be characterised as follows:

- a weak (and inequitable) access to basic education with an overall gross enrolment ratio of 41%, and an enrolment ratio of 32% for girls;
- an overall literacy rate of 26%, with women's literacy rate at 12.9% in 1999;
- high enrolment costs considering the resources of the country;
- an inefficient use of human, financial and material resources;
- low efficiency of the system;
- an insufficient financing of education;
- finally, a weak management and supervising capacity.

This diagnostic has also made it possible to identify the bottlenecks and specify the implementation of the Plan. Twenty priority provinces⁴³ towards which all the actions of the PDDEB are oriented during the first phase of the implementation of the national plan have been identified.

2.2 The international context

The implementation of the Ten-Year Plan takes place in an international context

⁴² Burkina Faso nationals have returned to the mother country during the school year as a result of misunderstandings between the host Ivory Coast citizens and the Burkina Faso citizens in the coffee and cocoa plantations.

⁴³ These are the poorest provinces, with low gross enrolment ratios at the provincial level and among girls.

where policy decision-makers, experts and sponsors have taken actions to support the plans that are judged credible. At the Jomtien World Conference on Education For All and at the Dakar World Education Forum, governments and donors have promised to support the plans. The principle according to which “*no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources*” represents an important commitment of technical and financial partners.

In Bamako, the Heads of States Conference of five Sahelian countries⁴⁴ in which Guinea is included, met in 2000 to reflect on the preoccupying situation of this African zone which risks not attaining the Millennium Goals in basic education. The arguments developed to support the financing of these countries towards universal education is a favourable ground for the implementation of national plans such as the PDDEB, inasmuch as this Conference strengthens the commitment to policies in this field.

2.3 The national context

Today, at the national level, a strong movement running across social levels supports development efforts in basic education. The Education Orientation Law affirms in article 2 that education is a priority and that every citizen has the right to education without discrimination on grounds of sex, social class, race or religion. To respond to this commitment, the Ministry of Basic Education and Literacy intends, in the framework of the implementation of the Ten-Year Plan, to put the following into practice:

- compulsory education for all children of age by the beginning of the school-year 2003-2004;
- exemption from the annual contribution⁴⁵ of parents enrolling girls;
- free distribution of school supplies to pupils newly admitted to the first year of primary school throughout the country.

The decision to set up a fund for financing literacy in the framework of the implementation of the Plan is seen by private operators as a measure of the commitment of the civil society, thus creating a partnership of confidence. The PDDEB has all the chances of succeeding because of the strong support of technical and financial partners in education at the local level that contribute their expertise in planning and financing. Policy commitment is also a

⁴⁴ Burkina Faso, Guinea, Mali, Niger, Chad

⁴⁵ this contribution varies between 1000 FCFA and 1500 FCFA

determining factor. The multiplication of incentive measures for enrolment and retention prepares the maximum of chances for the implementation of the Plan.

2.4 National consensus on the major orientations of the PDDEB

The Ten-Year Plan has given rise to numerous induction seminars in the form of sharing and exchanges, but also of training on important themes of the implementation of the Plan. All external bilateral and multilateral partners intervening in education, some of whom⁴⁶ are sponsors of EFA, and civil society through national and international NGOs, have taken part in the implementation of the Ten-Year Plan. The Ministries of Finance and Budget, Territorial Administration and Decentralisation, Civil Service and Modernisation of the State always have been partners at all levels of the evolution of the Ten-Year Plan.

The participation of civil society has not been defined nor restricted beforehand. It is mainly in the sectors of non-formal education, school health, innovations and support to communities where the role of NGOs has been preponderant. The process which led to the elaboration of the PDDEB should in principle involve all actors of basic education through a series of consultations to take into account everyone's opinions and suggestions. It is true that these consultations have been organized, but in most cases the structures representing the civil society (NGOs, unions, parents' associations) have been presented with a *fait accompli* for lack of timely information. In the case where these structures were invited, their representatives sometimes arrived without having had the time to consult with their core members to obtain concrete propositions.

The unions have had a minor position in the consultations at the time of elaborating the Plan, but this is based on a tradition of unions to resist all change or reform carried out in the education system. Likewise, the weak involvement of university professors and researchers in carrying out surveys, except in a personal capacity, is deplorable, with the result that the PDDEB is still not known among university intellectuals.

The fields that have sealed the consensus fall within the values that each partner shares. These values are: the fight against poverty, girls' education, non-formal education, education financing, management and planning of education, etc.

⁴⁶ World Bank, UNICEF, UNESCO

2.5 Measures for rationalizing resources

Human resources. Economic analyses show that by the end of the Ten-Year Plan, the State's budget will not be able to support the cost of teachers' flows. It was therefore decided to shorten the duration of initial training of teachers from two years to one year. The contractual status should henceforth characterise the career of these new teachers. This measure leads to a lower teacher salary index. The objective of this reform is to enable the State to cut costs and ensure the continuity of teachers' recruitment, whereas unions consider it as a serious offence against the teaching profession. This problem remains unresolved, even during the implementation of the national plan. This measure falls within the framework of the overall reform of public administration. This reform, which dates from 1998, also introduces mission statements whose objective is to put into practice results-based mechanisms. The application of these measures is met with criticisms because partners think that those who most often advise these measures are in league with each other.

Financial resources. The implementation of the Ten-Year Plan is accompanied by the stabilisation of public finance. The reliability of the management system of public finance, which includes the preparation of the budget, its execution, verification, and external inspection of public finance, is a key element when donors decide the type of financial aid appropriate to the situation.

The adoption of the "programme approach" prepares the foundation of a technical base for the execution of the PDDEB. In 1999, a budget support programme was adopted in the social sectors such as education and health, as an experiment before extending it to other ministerial departments. A priori, the mechanism lends itself well to the execution of the ten-year programme. They have a lot of similarities, such as results-based management, elaboration of the action plan, and operations based on a sector-wide approach (SWAP). This mechanism for budget preparation and execution aims, among other things, to rationalise available resources and above all to introduce management by objectives (MBO). Although partners appreciate transparency in expenditures, the reform is slow in taking effect since the administration of Burkina Faso in general, and the education sector in particular, still lacks the competencies to conduct budget programming, especially at the decentralised level.

The decentralisation process in Burkina Faso is intended to accompany the implementation of the Plan, which foresees that execution would take place at the provincial level. Decentralisation will make it possible to strengthen the efficiency of the Plan by making it better adapted to local needs, promoting citizens' democratic participation by giving more power to local authorities, and

finally by being results-oriented. The geographic distribution of decision-making power at the time of implementation of the PDDEB anticipates the devolution of the implementation of the Plan. This is why since 1999, in the context of budget programming, the credits relative to expenditures on materials have been delegated, on an experimental basis, to Regional Directorates. Evaluation surveys conducted on parents, Regional Directors, and school Directors show that devolved management is a success despite difficulties in learning a new way of management. The Ten-Year Plan at the local level is a mechanism of close management, which is encouraging for the execution of the Plan, despite the disparities in dynamism of provincial directors in the implementation of the provincial action plans. In the perspective of close management, 45 accountants and 45 travelling building technicians have been recruited and posted to the provinces.

2.6 Institutional and administrative arrangements for implementing the PDDEB

In the framework of the supervision and policy orientation of the programme, an Executive Board of the Ministerial Sector (CASEM), in charge of supervision and policy support of the programme, has been created. It is composed of representatives of the Ministry of Finance and Budget, Civil Service Ministry, the Ministry in charge of Decentralisation and Local Authorities, the Parents' Associations and Associations of Teaching Mothers, and NGOs. The teachers' unions and the external partner agencies participate in the CASEM. This authority takes decisions relative to the mobilisation and allocation of resources, approves annual programmes and budgets, and analyses results and progress of the implementation of the Ten-Year Plan. CASEM also deals with questions requiring interministerial decisions (for example the recruitment of new teachers) and ensures the compatibility of the contribution of sponsors in the implementation of the Ten-Year Plan.

At the central level, created by presidential decree, is the Permanent Secretariat of the Ten-Year Plan for the development of Basic Education (SP/PDDEB) which is in charge of monitoring the execution of programme activities, offering technical assistance to the execution structures of the Ministry, and ensuring that the support of the donors is included in the framework of the programme. The SP/PDDEB serves as a secretariat to CASEM whose debates are covered in reports by the former.

Programme committees are put in place at regional and provincial levels. They are presided by regional and provincial authorities and are composed of representatives of technical units of the ministry in the region, local authorities,

the APE/AME (Parents' Associations and Associations of Teaching Mothers), and NGOs. The activities of these committees are provided by provincial programme committees, which work on both provincial and regional levels.

Despite the clarity of missions assigned to each of these structures, conflicts of competence arise, notably between the Research and Planning Directorate, the Directorate of Financial Affairs and the SP/PDDEB. The SP/PDDEB has now become a central and technical structure, contrary to its former status as a policy and technical structure. The setting up of these new structures could not take place before the start of the PDDEB, and were therefore carried out by the former structures of the Ministry and the Project Implementation Unit created by the World Bank, to ensure the management of different education projects. These former structures were also weakened by the departure of technical personnel to other motivating posts or having reached retirement age.

2.7 Mobilisation for the planning of EFA

After the Dakar Forum, the Government of Burkina Faso decided that the PDDEB was the country's EFA national action plan. The strategy is to integrate the Dakar goals that were not included in it and to avoid disturbing the arrangements that have been put in place. The agreement on the "revised" Plan made it possible to set up mechanisms of execution. At the central level, the government defines the strategic options and takes policy measures that ensure the technical, institutional and financial feasibility of the programme. Thematic groups including all stakeholders have been created to give content to the different components of the programme. The planning has been done by taking into account available resources, based on the budgetary commitments of the Government, financing promised by the donors, and on-going programmes and projects. In the course of this planning, the weak technical capacity of the Ministry has been observed, and up to the present it remains to be a major stumbling block to overcome.

At the devolved level, each province annually prepares an action plan. Provincial action plans form regional plans which together give rise to the annual action plan at the national level. The amounts equivalent to the costs of the annual plans are transferred to the provincial level. This mechanism enables the provincial managers to adapt the Ten-Year Plan, giving it some flexibility. The weak capacity of the Ministry of Education has been the principal obstacle to overcome.

3. The Government/cooperation agencies partnership in the formulation of plans

3.1 Mechanisms and practices of donors' participation

The participation of donors in the implementation of education policy is very important since it favours the division of work. In Burkina Faso, the different Directorates of the Ministry, NGOs, resource persons and donors themselves have assumed responsibilities according to their competences and field of work. It is also a guarantee of higher efficiency in defining education policy strategies. Communication, both formal and informal, is an indispensable mechanism in conducting good partnership operations.

3.2 The added value of partners' participation

The participation of donors with national actors increases operational capacities at the national level, and international support and expertise are indispensable in the elaboration of education policies and strategies. In this partnership, one sometimes speaks of a feeling of “acculturation”, even loss of responsibility on the part of national actors, which would favour substitution. But it must be recognised that donors converted to sector-wide approaches deliberately assume a supportive role, which confers on countries a dominant position in defining priorities and asserting their role as the driving force in implementation. At present, the participation of donors is the result of an evolution that transfers the modalities of external cooperation towards beneficiary countries, strengthening national leadership and mobilising national potential. The main partners who have contributed to the elaboration of the PDDEB are the World Bank, the Netherlands, and Canada. At the initiative of these three (hard core) partners, joint donors' missions were carried out in 1999 and 2000 at the time of the programme's preparation.

3.3 The « interference » of cooperation agencies in the elaboration of education plans

The experience of elaborating and executing the Plan in Burkina Faso shows that the involvement of cooperation agencies is effective both at upstream and downstream levels. This may be perceived as “interference” in national affairs, a loss of national sovereignty, in fact. In partnerships, the distribution of roles translates into a relationship of dependency on donors.

In the framework of the sector-wide approach, however, the involvement of donors in the definition of education policies is based on a spirit of dialogue,

negotiation and mutual respect which presumes a fundamental concordance of views in basic values, instead of an imposition of values, policies and procedures. This tendency increasingly characterises present partnerships..It is true that the values of sponsors are tacit, but they exist and are inseparable from their traditional cultures. Among these values, one finds the issues of poverty reduction, democracy, gender equality, human rights, and the rights of disadvantaged groups. The affirmation of this tendency implies a “cultural revolution” in beneficiary countries leading them to count on their own strength but also to adapt to the philosophy of the partners.

One of the basic principles of respect for national actors’ responsibilities is the expectation that donors avoid interfering in the “micro-management” of programmes, because it is often at this level that conflicts and problems of responsibilities arise. To avoid what resembles interference, donors are requested to intervene in the definition of objectives, policies, and systems put in place to ensure local responsibility. The priority fields, which should be the subject of mutual agreement and not of interference on the part of the donors, are:

- the objectives to reach;
- the coherence between objectives, principles, and the actual allocation of resources within the programme sector;
- good management of public contributions in conformity with the budget agreed upon and the requirements of good governance and responsibility;
- the expected results of the sector programme and the means to measure the progress made in obtaining these results.

In summary, what is acknowledged as “interference” is indispensable when one expects a credible plan. It is not a fatality, in the strict sense of the word, in this cooperation but rather a mutual enrichment in the elaboration of education policies and strategies. And quoting Mamadou Ndoeye, Executive Secretary of ADEA, partnerships give rise to a process of taking in hand one’s own development.

3.4 Coherence of approaches

New modalities of international cooperation have progressively emerged, deeply modifying the modalities of elaborating education policies.

The project approach has been disparaged because donors have a tendency to replace national actors. In Burkina Faso, organizational evaluations have shown that the dispersion of projects among different central and devolved services of

MEBA, deprives the Ministry of an overview which should favour the overall coordination and monitoring of its activities. Projects are fragmented because they attack a section of development and minimise the responsibility of national authorities in the definition of education policies. Each partner has different procedures, which puts the beneficiary country in an awkward position in its relations with different donors.

Furthermore, combatting poverty has become one of the major priorities of international agencies. Education is considered as a preferred instrument in attaining the objectives set in this regard. Exercising its eligibility to the Heavily Indebted Poor Countries (HIPC) debt relief initiative, the Government of Burkina Faso, with the support of technical and financial partners, elaborated in 2000 a Poverty Reduction Strategy Programme (PRSP), approved by the authorities of the World Bank and International Monetary Fund. A PRSP covers all development sectors in which a country should invest, including education, which is considered as an essential component. The poverty reduction strategies are therefore articulated with development objectives. The place given to education in the different PRSPs is variable.

The EFA process is linked to other planning processes such as UNDAF (United Nations Development Assistance Framework whose objective is to coordinate the programmes of the different institutions of the United Nations in partnership with national governments). In the case of Burkina Faso, the UNDAF process has given rise to a Country Strategy Paper that summarises the contribution of the United Nations to the development process. Similar to the PRSP, this planning process integrates education and the goals of EFA.

The principles of the Sector-Wide Approach, known as SWAP are: support for an overall sector policy, responsibility of national actors, use and strengthening of public institutions, coordination of donors by the beneficiary government, sharing of resources, harmonisation of the procedures of the donor agencies, and the consultation of all actors in education. These principles in a way overcome the weaknesses of the project approach. As a mechanism to coordinate aid in education, the sector-wide approach makes it possible to carry out a more coherent planning of external aid. This said, the sector-wide approach requires competencies at all levels, a requirement that beneficiary countries find difficult to meet because donors very often solicit ministries for the preparation of documents.

In the case of Burkina Faso, this mechanism has been the preferred instrument, thus enabling all development partners to adhere to the objectives of the PDDEB by including their contributions to it. On the principle of rotating responsibilities,

today Canada together with the Netherlands and the World Bank, constitute the “hard core” of the programme approach in the sector of basic education. These three partners are committed to support the realisation of the PDDEB in accordance with the programme approach on the basis of complementary financing and harmonised procedures.

One can certainly criticise the sector-wide view for concentrating its action on public authorities without paying enough attention to the private sector. Moreover, the application of this approach in the framework of the PDDEB shows that it is demanding in terms of national capacities in steering the Plan, so much so that the project approach is preferred for its relative simplicity in the implementation of plans. For example, in Burkina Faso, some agencies, while being signatories to the partnership framework that ties them to the SWAP approach, prefer to put in place education projects. The SWAP mechanism is expensive in itself due to expenses incurred in the repetitive mobilisation of education managers to attend induction seminars on themes related to the approach.

3.5 The search for efficiency as a conditionality for external aid

The aid granted in the framework of a sector-wide approach is inevitably subjected to conditions associated with the major lines of development programmes that donors have decided to support. The conditionality of aid is an instrument used by donors to promote the reform of systems by making the transfer of aid subject to the accomplishment of conditions. In the structural adjustment programmes, this mechanism has been used to encourage countries to stabilise their finances, but the privatisation and the compression of personnel that followed have been badly received.

In new aid modalities, whether it be in the sector-wide approach, the PPTE or the EFA Plan, conditionality is always present. When it is employed in a selective manner and in a spirit of dialogue, it can serve to accelerate the speed of reforms by targeting fundamental problems and by strengthening the position of those who support the reforms (Foster and Leavy, 2001). The experience of the implementation of the PDDEB in Burkina Faso shows that these conditionalities can also have pernicious effects. The reductions of the duration of initial training of teachers from two years to one year in order to cut costs, and the adoption of automatic promotion (without repetition) in primary schools in 2001 are drastic measures that improve the efficiency of the system. But they are also a source of dissatisfaction among social partners, parents, teaching mothers and unions. They clash against the incomprehension of actors at the local level.

In reality, authorities must implement unpopular measures to obtain the necessary financing of programmes and face social unrest. Basically, it is a necessary evil of which one can tersely say “one cannot make an omelette without breaking eggs”. Such is the situation of government/agency “partnerships” in financing education plans.

4. Strengthening national capacities in managing, monitoring, and coordinating external aid

4.1 The development of national capacities

With the implementation of the PDDEB, one of the major institutional weaknesses observed in Burkina Faso is the lack or the inefficient distribution of competencies in planning, managing, steering, and monitoring/evaluation. Cases of “absence of tasks”, “confusion of duties”, “conflicts in the attribution of responsibilities” and other institutional dysfunctions have been identified in the different diagnostics. Often, the attribution of tasks is not adapted to posts. These defects are accentuated by the absence of reference texts on the description of duties.

The organizational evaluations conducted since 1995 have identified these shortcomings. In the framework of the implementation of the Plan, a training plan is foreseen for all actors both at central and local levels in the field of planning, management, education economics, computers, and evaluation. Unfortunately these intentions remain as pious hopes and during the execution of the Plan, these weaknesses have not been completely overcome. The development of national competencies concern precise technical and operational fields, such as:

- financial management, the rendering of accounts, budgeting and accounting, and tendering;
- the capacity to plan and design development programmes;
- the capacity to implement these programmes;
- the capacity to develop a reliable database on the results and indicators of development;
- the strengthening of competencies in monitoring/evaluation.

4.2 The level of competence of national actors

When the first projects were being developed, donors in general were the ones involved upstream and downstream in the design of development programmes, since national capacities were considered weak. This weakness is explained by the fact that the techniques of planning were not included in the initial training of teachers. And yet, the sector-wide approach presupposes a mastery of the techniques of designing and implementation of education policies by the national actors. The recourse to external research or consulting firms seems to appear as a palliative to the weak national capacity in this field. But its cost is high and causes delays in the elaboration of national plans.

4.3 International cooperation and the strengthening of national institutional capacities

In general, aid from international agencies requires institutional development. The World Bank, for example, sets up education project implementation units (PIU) to have an appropriate working environment. Arrangements differ according to whether the method chosen follows the project or programme approach. In the context of a project approach, the national side of the project always perceives the setting up of projects as the occasion to strengthen their capacities (facilities for premises, provision of vehicles, computers, photocopier machines and other apparatus), which constitute an important inheritance for the Ministry at the end of the project. The major inconvenience is putting in place a structure often outside the Ministry, giving an institutional body working outside the system a legitimate impression. Moreover, the setting up of projects weakens the participation of national actors because foreign technical personnel have a tendency to make decisions alone according to their norms and values. The nomination of national counterparts constitutes a mind-boggling exercise. The difference in remunerations between foreign technical personnel and national counterparts are discriminatory.

The project approach has been criticised because of the fragmentary nature of this approach, the importance given to the priorities of donors and the weak impact of its interventions on the essential problems of development. The dissatisfaction has led to the adoption of a new and more global approach of cooperation and development in order to make it more coherent and efficient.

In the framework of the implementation of the Plan in Burkina Faso, the sector-wide approach (SWAP) has been chosen as a means to increase the efficiency of aid. The programme or sector-wide approach is based on a series of principles: support for a sector policy framework, responsibility of national actors,

strengthening and use of governmental institutions, coordination of agencies, sharing of resources, and harmonisation of sponsors' procedures (IIEP/UNESCO, 2002).

One of the main principles of the programme approach is the use and strengthening of national public structures. In the framework of the execution of the PDDEB in Burkina Faso, a section of the programme is devoted to strengthening institutional capacities to provide services at central and devolved levels. Central directorates such as the DEP and the SP/PDDEB have been strengthened by the provision of all-purpose vehicles, computers and the renovation of infrastructures. At the local level, the equipping of provincial directorates and some local-level offices with computers, electric appliances, all-purpose motorcycles, office materials and supplies, usefully strengthens the capacities of national local institutions to execute and monitor the implementation of the Plan. However, shortcomings can take place when operational or maintenance budgets are not sufficient.

In all cases, whether it involves a project or programme approach, international cooperation contributes to the strengthening of national institutional capacities. However, the philosophy of these approaches in the field of strengthening national institutional capacities has limits that should not be trespassed.

5. Credibility of plans and the Ten-Year Plan

The notion of credible plans has drawn the attention of the Dakar Forum since it is closely linked with the requirement of a serious commitment on the part of governments to obtain external financing.

5.1 Cooperation experience with donors in the elaboration of the PDDEB

If the design of EFA is carried out at the national level, operationalising it cannot take place without the donors who have an inestimable mass of experience in the matter. This is why the support of and accompaniment by donors through the mechanisms of joint missions are remarkable. The case of the implementation of the PDDEB in Burkina Faso is edifying in this regard. These missions include frameworks for dialogue, exchange, and also special opportunities devoted to the question of operationalising activities. Often, national actors have a plan but the contribution of international expertise is indispensable for an overall vision, good practices, and strategies. The donors, whose notion of time is different from that of their national counterparts, often put pressure on the latter to implement activities.

For UNESCO, the elaboration of EFA plans has a « normative function »; it is necessary to prepare an integrated plan, instead of launching separate initiatives. The EFA plans must be a framework of activities, presented in the form of a vast programme integrating in a coherent manner all aspects of EFA. International NGOs reserve an important place for national EFA plans.

The World Bank gives priority to the development of universal primary education and to the question of completion of primary education, thus emphasising the Millennium Development Goals (MDGs) in education development⁴⁷. It seeks to put in place comparative strategies on financing and management to achieve universal primary education. In this context, it pays particular attention to the part of the budget devoted to primary education, average salaries of teachers, supervision and repetition rates and to unit costs of construction. For the World Bank a credible plan is therefore a plan based on the will to equitably finance primary education.

5.2 The contribution of international cooperation

The setting up of a results-based management mechanism is a difficult and new task for the national counterparts, because the project approach is characterised by a management based on activities. For the implementation of the Plan in Burkina Faso, the ACDI has provided the services of an expert to put in place a planning, monitoring/evaluation mechanism for the first phase of the Ten-Year Plan.

The definition of priorities and the cost of strategies is a field where the donors participate effectively to ensure the credibility and the expected efficiency of national plans. The necessity for institutional changes is also a field often left to the experience of donors. In the framework of the implementation of the PDDEB in Burkina Faso, an international research bureau was appointed to elaborate an institutional and human development strategy to follow.

With regard to the question of gender disparities, the Dakar Forum affirmed that it is necessary to aim at « *eliminating gender disparities in primary and secondary education by 2005 and achieving gender equality in education by 2015* ». This is a sensitive issue, and some donors have an in-depth approach to the question. UNICEF, the World Bank or NGOs have a consolidated experience in putting this question into operation in an education development plan.

⁴⁷ The MDGs give emphasis to universal primary education and the fight against poverty.

5.3 The expectations of the stakeholders

« *EFA plans must be prepared by Governments for their own citizens* ». It is necessary to satisfy the demand of the population for the construction of classrooms, equipment, and the respect of the principle “one class-room one housing”. If the promises of the plans are not fulfilled, it can cause a social upheaval. For the partners, “details” still have to be resolved to ensure the quality and the efficiency of the plans. In short, for the population, it is necessary to begin executing the plans, but for the partners the priority is to prepare a favourable environment for the implementation of the plans. A conflict of priorities therefore exists among the stakeholders.

This is the case in Burkina Faso. The Government officially adopted the PDDEB in 1999, but its first actions were not carried out until 2001. And these concerned only the strengthening of institutional capacities (equipping central planning and devolved structures with rolling stock, office and computer supplies). In 2002, they were still working on the adoption of results-based management performance indicators, manuals of administrative, financial and accounting procedures, manuals of simplified procedures for the implementation of community sub-projects, and simplified guides for monitoring the environmental management plan. All these procedures, which tend to guarantee the credibility of the Plan, delay the start of new constructions, renovation of buildings and equipment, even further. Misunderstandings are rife. In short, the demanding population and the Government on one side and international cooperation on the other are not on the same wave length because of conflicts of priorities in the execution of the Plan.

5.4 The credibility of the Ten-Year Plan

The PDDEB, which is in the process of execution in Burkina Faso, aims to raise the gross enrolment ratio to 70% and the literacy rate to 40% by 2010, for a total cost of around 235 billion FCFA. According to the Dakar Declaration, a country with a credible plan for the development of universal primary education will not be thwarted in the achievement of this goal by a lack of resources.

However, the credibility of education plans is subject to social, political and economic evolution and the quality of international cooperation. Political stability is a necessary condition which guarantees the consensus of plans and hence, their credibility. But the latter is dependent on the vision of incumbent political actors, all the more so since the policy commitment of governments constitutes, in the eyes of donors, the determining factor in the mobilisation of external financing. There are examples of reform that are judged relevant, but

quickly forgotten or rejected because of political regime change. Credibility is a consensual point of view among all the stakeholders but it is weakened by the disaffection of any one of them.

The Dakar Framework for Action affirms that “no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources”. The existence of credible plans has been considered as one of the proofs of such a commitment and as a preliminary condition for external financing. We can identify a certain number of important criteria in national action plans: policy commitment, the setting up of overall programmes, attention given to gender disparities, inclusive planning, the definition of priorities and the quantifying of costs, and results-based management.

Policy commitment is an important action in favour of EFA. This commitment, which must consider education as a priority in the general development framework, must be supported by background information. Technically, this policy commitment must be expressed through the definition of outcomes and objectives of education. *“If planning is conceived as a purely technical and apolitical process it is unlikely to serve poor and disadvantaged people well”*. (UNESCO – EFA Global Monitoring Report, 2002).

The national plan must respond to the needs of the beneficiaries, i. e., children, adults, women, etc., and above all must include the objective to eliminate poverty. The education plan must therefore be closely articulated with the poverty reduction strategies, as stipulated in one of the commitments of the Dakar Framework for Action. In Burkina Faso, the reduction of poverty by improving human resources through quantitative and qualitative development of formal and informal basic education, which corrects gender and geographical disparities, is the centre of strategic orientation of the PRSP, which aims to “guarantee the access of the poor to basic social services”. The indicators of the PDDEB and the PRSP have been harmonised to allow for an efficient monitoring and evaluation.

A credible action plan requires a participatory approach. This means, *“ensure the engagement and participation of civil society⁴⁸ in the formulation, implementation and monitoring of strategies for educational development”* (Dakar Framework for Action, 2000). It must be the subject of a genuine communication policy. The credibility must also be based on the principle of an inclusive planning attentive to the diversity of needs.

⁴⁸ Civil Society means « all non-governmental and non-profit groups and associations participating in the EFA movement »

To be credible, a financing and accounting plan that is realistic, reliable, and even transparent must accompany a plan. In the context of the formulation of the PDDEB in Burkina Faso, the national plan shows the national effort in financing and strategies for financing all the programmes. The part of the State budget devoted to education and the part of basic education budget within the education budget must be clearly stated and monitored. In the framework of the dialogue with financing bodies, the emphasis is placed more and more on results rather than activities, which requires well-defined indicators which can be the subject of joint monitoring and evaluation.

In sum, “the heart of the EFA activity is at the national level”. EFA must be an act of national sovereignty capable of demonstrating its firm commitment to sustainable human development and the fight against poverty. Armed with this principle, the capacity to mobilise all components of society, and the national effort to grant resources are signs of a credible plan.

6. Increasing external financing

6.1 The Fast Track Initiative

The « Fast Track Initiative » introduced by the World Bank aims to support countries in their progress towards EFA. To benefit from this initiative and receive additional resources, a number of criteria have to be met, one of which is the preparation of a credible EFA action plan and a complete CSLP.

With a basic education development plan and a complete strategy for poverty reduction approved by partners, Burkina Faso has presented an action plan to the EFA/FTI authorities to benefit from additional resources.

6.2 Increasing external financing and management

Increasing external financing is linked with performance results required in education programmes. The sector-wide approach involves the setting up of performance indicators, which is the subject of joint monitoring and evaluation missions. The main contributors participate in “*the definition of realistic results, the evaluation of risks, the monitoring of progress towards the achievement of expected results, the integration of lessons learned, management decision-making, and the production of efficiency reports*”.

This new management mode clashes against several major difficulties, notably:

- inadequate or incoherent sources of data collection;
- weak institutional capacity in data collection and processing;
- limited human resources, when, for example, teachers experience difficulties in mastering the notion of indicators;
- mentalities are scarcely prepared to appreciate the importance of indicators, with difficulties in understanding that financing is subject to indicators.

6.3 Criteria for external financing

The participation of international cooperation in the financing of education depends on a certain number of criteria that national counterparts must attend to. Notable among these are: respect for deadlines in the execution of activities because disbursements are linked to them; results-based management; the rendering of accounts; transparency in the use of funds verified by an external auditing mechanism; and the preparation of periodic reports.

But the political environment often determines the contribution of donors. Thus, Northern European countries are very particular about the questions of democracy and good governance. Inasmuch as the countries of the South do not experience the democratic process in the same manner, financing is also distributed differently.

The practice of positive discrimination is necessary to reduce gender and geographic disparities. In the case of Burkina Faso, priority is given to the first phase of the plan in 20 priority provinces⁴⁹. Some external partners place the emphasis on management transparency and the economic performance of recipient countries.

6.4 Main proposals to mobilise external resources

Debt relief or debt cancellation in favour of poverty reduction and basic education makes it possible to mobilise new resources.

The development of the sector-wide approach is indispensable to the improvement of the predictability of external aid. For this to take place, donors must reaffirm their commitments and beneficiaries must develop a high capacity

⁴⁹ In 1997, 20 provinces were considered as provinces of low gross enrolment ratios and low girls' enrolment rates.

to absorb resources, identifying or removing bottlenecks in the conditions required for aid.

Efficient coordination of donors must be ensured to benefit from external aid. To this end, it is necessary to improve the coherence of all the actors' objectives and strategies at the global and national levels. Finally, one can present and diffuse examples of good coordination conducted by countries.

7. Conclusion

The sector-wide approach is a philosophy, a new vision of relationships between beneficiary countries and donors on the one hand, and with civil society on the other. The sector-wide approach seals the pact between partners. Its requirements are sometimes perceived as constraints, even as a loss of sovereignty, because it does not leave beneficiary countries much room for manoeuvre. Today, the international community speaks the same language in providing resources. The recipient country must carry out its *cultural revolution* and adapt to the new pact to finance EFA plans. The experience of Burkina Faso bears testimony to these conditions.

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CHAPTER 4

TOWARDS EDUCATION FOR ALL IN NIGER⁵⁰

*Ibrahim Adama*⁵¹

1. National context

Since her independence in 1960, Niger has established education as one of the priorities in her policy of economic and social development. Great efforts have been made to equip the country with an education system capable of providing the human resources necessary for its development. Despite considerable investments, the Niger education system remains confronted with a serious crisis that prevents its development.

Despite past efforts, Niger still has one of the world's lowest enrolment ratios and literacy rates, 41.7% and 19.9% respectively. The situation becomes more dramatic when one considers gender disparities: barely three girls out of ten are enrolled and the retention rate is only 59 %. Gross enrolment ratio is 38% in rural areas against 51.5% in urban zones.

This poor performance has led Niger to engage in the elaboration of a Ten-Year Education Development Plan (PDDE, 2003-2012) as part of a poverty reduction strategy (PRS). The document must guide the whole of the education policy of the country throughout the decade.

These efforts fall within an international context marked by the Jomtien Conference in Thailand which inspired an awakening with the introduction of the concept of education for all (EFA). This conference has set in motion a global movement in favour of EFA, which was followed by the Hamburg Conference in 1997, the Dakar Forum in 2000 and finally New Partnerships for African Development (NEPAD) in October 2001.

⁵⁰ For the complete text of this report, please refer to the website:
<http://www.unesco.org/education/eps/>

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Strictly speaking, Niger's PDDE does not constitute a national EFA action plan as deemed desirable by the Dakar Framework for Action which invited all Member States to develop an Education For All (EFA) action plan by 2002.

1.1 The Orientation Law of the Education System in Niger (LOSEN, 1998)

The PDDE records that all the regimes that succeeded one another in Niger since the independence have chosen education as a national priority. It is needless to mention the efforts expended over 40 years, which have remained insufficient. In the 1990s, despite a wide convergence of criticisms about the education system, no crucial decision had been put into practice. Even the National Action Plan for Education for All (1992-2000) elaborated after the Jomtien Conference, did not have any remarkable success.

By 1998, Niger had recovered its stability and the elected Government attempted to revive the education system. The year 1998 marked a turning point with the adoption of the LOSEN which recommended, in addition to a wide devolution of administrative structures, the following:

- the establishment of an education system capable of developing human resources for the harmonious economic, social and cultural development of the country;
- the development of intellectual, physical and moral capacities;
- the improvement of training to achieve social and professional integration, and the full exercise of citizenship.

Through this law which filled a legal gap, the distinctions between different levels of education were marked, the responsibilities of each participant in the running and managing of the education system were established, and the choice of a bilingual French/national language as the working languages of the government of Niger was made.

In its principles the law retains that:

- the State must assume responsibility for the education system but this responsibility must be shared with the whole society;
- education is the top national priority;
- national education is democratic;
- education must be complete (intellectual, physical, moral and social);
- national education is secular;

- education is the concern of all these objectives.

The objectives pursued by the law are:

- to train women and men to enable them to lead their civic and professional lives in dignity;
- to train women and men to be responsible, capable of initiative, adaptation, creativity and solidarity;
- cultivate virtues necessary for the fulfilment of the individual, the promotion and the defence of the community;
- guarantee all youth, without discrimination, equitable access to education;
- eradicate illiteracy;
- develop technical education and vocational training on a qualitative and quantitative level in general and applied research in particular;
- identify and eradicate the socio-economic, cultural stumbling blocks, pedagogic weaknesses and other obstacles preventing the full development of girls and women in the process of learning.

1.2 The PDDE (2003-2012)

In conformity with the recommendations of the Dakar Forum which suggests to *« promote EFA policies within a sustainable and well-integrated sector framework clearly linked to poverty elimination and development strategies »*, Niger has elaborated a poverty reduction strategy programme (PRSP).

Its Poverty Reduction Strategy Paper (PRSP) emphasises that the development of the country is through the development of human resources which requires the existence of an adequate and efficient education system. Education is a continuous construction of the human person, his/her knowledge and aptitudes to participate fully in sustainable development. The main objective aims to guarantee the access of the poor to education services in order to remove the constraints that limit the impact of the education system in its policy of economic and social development.

In the field of education, this PRSP is expressed through programmes oriented towards:

- the development of basic education which constitutes the level of education most suitable to the nation, notably to the most disadvantaged population;
- the establishment of an education system capable of improving human resources for a harmonious economic, social and cultural development of the country; the development of intellectual, physical and moral capacities;

- the improvement of training for social and professional integration and the full exercise of citizenship.

The PDDE falls within the framework of LOSEN and constitutes one of the implementation instruments of the PRSP in the education sector. It aims, in particular, at the quantitative and qualitative improvement of education and training of the most disadvantaged social groups in rural areas, women in particular, in order to actively fight against poverty. To this end, the priorities retained are:

- increasing access to formal and non-formal basic education, in particular of children in rural areas, girls and the poor;
- improving the quality and relevance of this education;
- developing strategic and operational management capacities of the sector's central and regional administration, and increasing the responsibilities of the administration and communities at the local level.

At the beginning of the 1990s, women's literacy became a leitmotif and would constitute a priority field of State interventions as well as partners such as UNICEF, the World Bank and the UNFPA. This period was marked by an exponential growth of women's access to literacy programmes and decentralised financing, focused on income generating activities through post-literacy programmes. Meanwhile, the strategy of functional literacy has recorded very satisfying results.

Finally, Niger has developed a PPDE (2003-2012) which, despite its weaknesses, defines the scope of basic education, henceforth including both formal and non-formal education and taking into account, in the reform programme, socio-cultural dimensions and local specificities unique to each community.

Meanwhile, Niger, along with other countries, has been chosen to benefit from the Fast-Track Initiative designed to help countries having the lowest enrolment ratios to significantly increase them in the next three years.

1.3 Partnership with civil society

The Dakar Forum recommended to “*ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development*”. Niger has stepped up its efforts to associate all the sector's participants in the process of elaborating the PDDE.

The Niger association movement began only in 1990, the year when the Jomtien Conference converged with the process of democratisation in Africa. Gradually, civil society became a necessary partner to rely on. Up to the beginning of the 1990s, only three organizations were advocating in favour of education: The Niger National Syndicate of Teachers (SNEN), The Niger Union of Schools (USN), and the National Parents' Association (ANPE).

Then, in the mid-1990s, an abundant number of organizations emerged, having education as a priority and/or secondary field of action. Thus, several NGOs, partnerships and networks in charge of education were created and became State partners in the national action for EFA. Today, associations, NGOs, and organizations of civil society of the education sector organize themselves to have a voice in the process. They were involved in the elaboration and validation of the PDDE as well as in the different phases of the PRSP document. The Network of organizations of the education sector of Niger (ROSEN) is now advocating in favour of EFA. It also succeeded in mobilising the President of the Republic of Niger to participate in favour of the EFA campaign.

2. The objectives retained by the PDDE

The PDDE covers three components: (i) access, (ii) quality and (iii) the institutional implementation mechanism.

2.1. Access

In Niger, school enrolment is low because:

- the provision of education services (infrastructure and teaching personnel) is insufficient;
- the social demand for education is low because of the poor perception of schools by the population, and high direct and opportunity costs, notably in rural areas and in particular costs associated with girls' education; and
- the inefficient use of available resources: very low pupil/class ratio, vacant posts for teachers in rural areas, class room overcrowding in urban zones, etc.

2.2 The quality of education

The unsuitability of school curricula to socio-cultural realities partly explains the low social demand for education. The population often says that the school

does not contribute anything to their children, and on the contrary leaves them deprived and faced with unemployment. School is therefore badly perceived by the population.

The PDDE aims to adapt the school to the realities of the country by not only making it effective and efficient, but also and above all by closely involving communities in order for the school to be not only *“the village school but rather the school of the village”*. In this perspective, it is foreseen to engage the local communities in reforming school programmes with the aid of school modules which take into account cultural diversity and needs, and which will be delivered by the communities themselves.

The overall objectives targeted through the component on quality are:

- raise the completion rates of basic cycles 1 and 2;
- improve the performance of learners (pre-school, basic cycles 1 and 2, literacy, CFDC, Koranic schools).

(i) **Curricular Reform** is the hard core of the component on quality. In 1987, curricula were completely reformed and these are the same curricula that are presently being followed. The new curricula have aimed to be useful and educational, taking into account pedagogic progress and ensuring the continuity between the colonial past and the present. The student after his six-year course must be capable of:

- communicating, being informed, knowing how to use tools and apparatus, but also producing handicrafts;
- adapting to all kinds of changes, notably computers and technologies;
- identifying problems and proposing appropriate solutions to them;
- caring for the environment and appreciating its benefits.

In summary, the different reforms were limited to the introduction of national languages, practical and productive activities and the modernisation of the methods of teaching of the curriculum content.

The strategies of implementation in the PDDE are:

- the setting up of a national curricular orientation commission;
- the setting up of national technical teams to elaborate curricula;
- the setting up of national teams for the coordination of curricula;
- the setting up of sub-regional teams to elaborate the curricula of basic cycle 1 and non-formal education.

With regard to the curricula, the first objective will be to elaborate the orientations of the Curriculum Guidelines and the component syllabi of basic education. But the syllabi for the first sub-cycle of basic cycle 1 (CI, CP) and non-formal education will be elaborated and experimented on before its generalisation.

(ii) **The pre and in-service training of teachers**, supervisors and trainers. The objective targeted is the improvement of the quality of training and performance of teachers, in pre-school and basic cycle 1. The reform of teacher training colleges will be focused on the elaboration of a new curriculum and the revision of texts guiding these schools. The strengthening of the level of training of pre-school supervisors and teachers of basic cycle 1 is also foreseen.

(iii) **Educational innovations comprise** a group of activities that aim to improve the quality of learning, notably:

- alternative rural schools that aim to experiment on multigrade teaching, ensure the quality of learning in particular conditions, decentralisation of management and the transfer of responsibilities to schools;
- bilingual education whose general objective is to contribute to the improvement of the quality of education;
- school projects;
- initiatives to improve the school survival of girls in order to increase the proportion of girls' enrolled in basic cycle 1 from 40% in 2002 to 43% by 2007, and contribute to the improvement of the survival rate of girls in basic cycle 1 by moving it from 59% in 2002 to 72% in 2007;
- environmental education whose general objective is to contribute to the preservation and the safeguarding of the environment as well as the improvement of the living surroundings of pupils.

(iv) **Cross-cutting sectors** include health, nutrition, and the fight against STD/HIV/AIDS. The objective aims to promote health, hygiene and the nutrition of pre-school and basic cycle 1 and 2 pupils. To achieve this objective, schools will be provided with medical kits, teachers will be trained, concepts and notions of these diseases will be integrated in the curricula, school committees to fight against AIDS will be mobilised, schools will be provided with drinking water, pupils will be rid of parasites, and latrines will be constructed.

(v) **Learning Assessment**. An efficient system of assessing learning achievements will be set up in the framework of the PDDE. For a long time the assessment of internal efficiency was limited to statistics on promotion,

repetition, drop-out rates and to the results of end of year examinations or the end of training in non-formal education. Such data are insufficient to allow for an objective evaluation of the performance of the system, even less of its management.

In the framework of the implementation of the PDDE, Niger provides the means to evaluate learning achievements through the setting up of national and regional structures in charge of monitoring the quality of learning.

2.3. The institutional implementation mechanism

To implement the PDDE, it was foreseen that an internal coordination be set up to give impetus to activities needing implementation in the framework of the programme, and an external coordination be established to ensure the liaison with donors and inform them on the status of the execution of the Plan. To this effect, regional and sub-regional structures will be involved as well as consultative structures of education foreseen by LOSEN.

The institutional implementation mechanism of the PDDE foresees:

- an Executive Secretariat composed of representatives of the two ministries concerned (MEBA et MESS/R/T), supported by a technical secretariat;
- a monitoring and evaluation unit that will allow all the actors involved in the execution of the PDDE to be informed of its status of progress and implementation;
- indicators allowing for an analysis broken down by gender, zones, and level of administrative devolution, have been chosen to measure the visibility of results. These indicators are found in indicators of financial resource allocation, inputs and means, process or operation, and results.

3. The implementation of PDDE

3.1 Education For All Fast Track Initiative (2003-2005)

Niger is committed to devote 4% of the GDP to education by 2015 as recommended by UNESCO, and 50% of the education budget to primary education. It is also committed to devote 40% of the amount transferred from the debt relief to the financing of primary education.

The efforts made by Niger were translated into its eligibility to the EFA Fast Track Initiative, set up for countries with low enrolment ratios and with

enormous disparities of all types. The EFA Fast Track Initiative is integrated in the PDDE, which itself is part of the Poverty Reduction Strategy Paper (PRSP), thus accelerating the implementation of the PPDE.

This initiative is an opportunity taken up by Niger through the support of the international community, which decided in Dakar to contribute to the support of countries equipped with credible programmes. The objectives assigned to this initiative which covers the first three years of the PDDE, i. e., 2003-2005, are the following:

- increase the access rate to CI from 40% in 2001 to 57% in 2005 and 100% by 2015;
- increase the primary completion rate from 23.7% in 2001 to 100% by 2015 with an intermediate rate of 38% by 2005;
- increase the gross enrolment ratio from 41.7% in 2002 to 57% in 2005 and 105% by 2015;
- increase enrolment, notably in rural areas and in particular in favour of young girls, from 29.6% to 105% by 2015.

To reach these objectives it is necessary, during the course of the period between 2003 and 2005:

- to recruit 9213 additional contract teachers;
- build and equip 8774 new class rooms;
- improve the quality and relevance of education by reforming curricula and improving the learning contexts and conditions of pupils;
- adapt the provision of education to the demand in order to reduce the disparities between regions, between rural and urban areas and between boys and girls;
- develop active and diversified partnerships in order to create conditions transferring to communities benefiting from education services, the responsibility for defining their needs and the implementation of recommended solutions;
- strengthen institutional capacities for a better steering of the sector.

Like all programmes, the EFA Fast Track Initiative needs to be monitored and evaluated. To this end, the monitoring and evaluation process will be carried out through three structures:

- the monitoring unit whose mission is to ensure the execution of the programme and the attainment of the main objectives through retained indicators;

- the Government/donors monitoring committee who will be in charge of periodically evaluating the conformity of procedures decided by common agreement and the effectiveness of programme activities;
- the steering committee of the Government, social partners and donors, a body whose mission is to oversee the coherence of all the activities of the programme and propose regulatory and corrective measures if needed.

The total cost of these measures has been estimated at 179 billion FCFA. The anticipated national resources for the period 2003-2005 are 65 billion FCFA. The consolidated external resources are 49 billion FCFA for current expenditures and capital expenditures. At present, the financing needs of the programme are 65 billion FCFA. The Fast Track Initiative is therefore an opportunity for Niger to progress in her march towards the Millennium Goals within the prescribed time limit.

3.2 The application of reforms

«Setting up a Ten-year Plan means not only aiming at quantitative objectives but also managing an ambitious process of organizational change». (Recommendations of Universalis, a Canadian management consulting firm, September 2001).

Two important recent reforms have been undertaken to restructure the education sector and take into account the dimension of EFA. In November 2002, a decree issued by the Council of Ministers created two ministries in charge of education: the Ministry of Basic Education and Literacy (MEBA), in charge of the management of pre-school, basic cycle 1 and literacy; and the Ministry of Secondary education, Higher Learning and Research and Technology, in charge of basic cycle 2, technical and vocational education.

A second more important reform was introduced to reorganize the MEBA to enable it to respond to the numerous appeals and demands of the new millennium. The following were created:

- a Directorate General for Formal Education (DGEF) specially in charge of enrolment questions (pedagogic);
- a Directorate General for Non-Formal Education (DGENF);
- a Directorate General for Administration and Resources (DGAR) in charge of the management of resources, human as well as material (administrative);
- A Directorate for Legal Affairs whose essential mission is to attend to the regulations in force in the education sector.

This reform aims to introduce a sharp distinction between pedagogic directorates and administrative directorates and to put the administrative apparatus at the service of the pedagogic area of development. The recent creation of the Directorate General for Non-formal Education marks a strong will of the State of Niger to follow up one of the EFA goals which consists of “*achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults*”.

4. Human and material resources for implementing the PDDEB

4.1 Human resources

In order to attain both qualitative and quantitative objectives, the State has decided to provide the education system with a sufficient number of quality personnel. The following are the retained options:

- an exclusive recruitment of contractual teachers for the vacant posts of « teaching » teachers in basic cycle 1;
- the recruitment of civil servants to replace supervisory personnel going into retirement (Inspectors, Pedagogic Advisers, School Directors) in basic cycle 1;
- the recruitment of student-teachers with a baccalaureate from the College of General Education (CEG) to the Higher Teacher Training College (ENS) for a three-year training;
- polyvalent training for teachers of basic cycle 2 .

Diverse operational measures have been identified to implement these options:

- the use school mapping as an instrument of planning and management of teaching personnel;
- the respect of pedagogic standards in the use of teaching personnel;
- the transfer to the sub-regions of recruitment posts for contractual teaching personnel;
- the strengthening of the intake capacities of the teacher training colleges in order to ensure the exclusive recruitment of holders of the CFEEN School Certificate (CFEEN); the strengthening of the intake capacities of the Higher Teacher Training College and the Institute of Higher Pedagogic Studies of the University of Say;

- the strengthening of partnerships notably with village communities through the COGES in order to involve them in the recruitment and management of pre-school teaching mothers and contractual teachers for basic cycle 1;
- the improvement of the motivation of contractual teachers in order to stabilise this teaching corps.

In practice, these measures will be translated into:

- the redeployment of teachers from the urban centres to rural areas in basic cycles 1 and 2;
- the recruitment of 193 pre-school educators. This level of teaching, although useful to the education system, does not have well-qualified teaching and supervising personnel. Almost all of those who exercise this profession have no qualification for this type of education;
- the recruitment of 11.059 teachers for basic cycle 1 of which 10.146 are contractual teachers and 913 are civil servants;
- the recruitment of 2.142 teachers for basic cycle 2 of which 900 are degree holders. On average, 536 teachers will be recruited each year, that is, 225 civil servant teachers and 311 contractual teachers;
- the recruitment of 30 literacy professionals to strengthen the steering capacities of the sub-sector and compensate for those going into retirement;
- the recruitment of 86 trainers in Community Development Training Centres who will have a teacher's status;
- the recruitment of 32 trainers of Koranic masters;
- the elaboration of a career plan for contractual teachers. Through this practice, the State aims to help the contractual teachers in establishing a motivating career plan, which will make it possible to stabilise a teaching corps that will be in constant growth.

The modalities of recruitment of these personnel are precise. Furthermore, teacher training schools will be reformed in the following ways:

- the pre-service training they provide will be reduced to 1 year;
- their mission henceforth will consist of training teachers for the education market;
- during the course of the programme, the State will recruit only contractual teachers. The civil servants will be recruited from the contractual teachers having finished two years of service, in proportion to the vacant posts left by teachers going into retirement;
- the recruitment and the management of contractual teachers will be decentralised;

- the management of civil servant teaching personnel will be decentralised once the decentralisation reform becomes effective;
- a Higher Institute of Training for non-formal education will be created.

It is important to note that, after passing the recruitment test, the contractual teacher of basic cycle 1 signs a contract with the Parents' Association (APE) who will be its employer and who will pay the teacher's remuneration from State subsidies. As for the civil service teachers, their recruitment will be based on a test organized by the DEC and given to the contractual teachers having completed at least two years of service.

The contractual teachers of basic cycle 2 are recruited after passing a test organized for the graduates of the ENS having accomplished the national civic service. Once admitted, they sign a contract of two years with the MESS/RT. For the recruitment of civil service teachers, a competitive examination is held for contractual teachers having completed at least two years of service.

4.2 School infrastructure

An inventory of school infrastructures has been carried out. Serious weaknesses have been identified: a quarter of classrooms are made of precarious materials (straw huts); acknowledged weaknesses (lack of latrines, libraries); a poor distribution of school supply due to the absence of school mapping; poor coordination and erroneous priorities of donors contributing to basic education; unresolved problems of maintenance; the high cost of materials required in building a classroom; and the weak capacity of the construction sector to implement building programmes. The legal property titles of land intended for the building of schools are often nonexistent.

Non-formal education does not have classrooms. The teachers hold classes in straw huts or in the classrooms of public schools outside school hours.

The fulfilment of all these ambitious projects will be through the setting up of an adequate institutional mechanism, the completion of the school map and an efficient framework of dialogue, the engagement of the population and the adoption of a construction plan.

Concerning operational measures, a new Directorate in charge of the management of infrastructures in conformity with the objectives and orientations of the PDDE has been created at MEBA to implement a real school equipment policy. In the spirit of decentralisation, regional services will also be created to ensure the management of building projects.

To avoid past errors and respond better to new demands, the generalisation of the school map and its use as the only credible tool in planning will constitute the cornerstone of an efficient and credible management. Henceforth, building programmes will take into account not only enrolments but also the norms and objectives of the Plan at the level of the concerned regions and sub-regions.

The localisation of the sites reserved for schools will be a field work which should involve the beneficiary populations even more, in order to take into consideration the specific realities of each locality and to facilitate the necessary consensus among school actors, i. e., the administration and the communities.

The engagement of the populations to involve them in the maintenance of the school infrastructures will be carried out. The teachers and the pupils must both participate in the maintenance of the infrastructure. A training module in preventive maintenance will be provided to the teachers at the end of their training at the teacher training colleges.

In the framework of the standardisation of the school building, two prototypes of 61 m² have been retained, one for solid and long-term construction and the other for classrooms of provisional materials.

4.3 The quality of education

To ensure quality and efficiency, the State must provide didactic materials of sufficient quality and quantity; support and encourage the renovation of Koranic schools to respond to the goals of EFA; and finally, create a national observatory on the quality of education and training.

The improvement in the quality of basic education (pre-school, basic cycles 1 and 2) is through a greater availability and accessibility of textbooks and other didactic materials at the rate of (i) one book per pupil in the basic subjects (mathematics, French) and one per two pupils in other subjects in basic cycle 1; and (ii) one book per pupil in all the subjects of the reformed multigrade classes.

A national schoolbook policy concerns the writing and the evaluation of textbooks, a strategy related to the distribution of textbooks (the choice henceforth is to assign this task to the private sector), and the measures related to the management of textbooks. The COGES will be in charge of the maintenance and the management of textbooks, which will make it possible to require teachers to be more involved in management and avoid the disruption and wastage of resources.

5. Conclusions

The implementation of the first phase of the Niger PDDE programme is foreseen to start in October 2003 when the country, eligible to the Fast Track Initiative, would obtain funds for the implementation of its programme. However, risks exist which can prevent its realisation:

- The internal political instability can at any moment challenge the achievements made in development and growth.
- The rejection by the social partners of the new modalities of recruitment of teaching personnel. To face this challenge, the MEB will organize a wide consultation with school partners (parents' associations and teachers' unions) to encourage their adhesion to the objectives of education for all and the necessary strategies to attain them. In addition, a motivating remuneration system is foreseen in favour of contractual teachers in education.
- The failure of the State to allocate the resources necessary for the financing of activities covered by the national budget. The MEBA will develop an advocacy in Parliament and ministerial departments in favour of the mobilisation of national resources towards EFA. The government, for its part, will respect its budgetary commitments.
- The contractual system could be a source of instability among the teaching personnel (resignations). The MEBA will make all the necessary arrangements to ensure the payment of the salaries of contractual teachers at their place of work and involve their local communities, the COGES in particular, in the payment and the monitoring of the punctuality of volunteers.
- The structural dependence of Niger's economy on climatic changes and its enclave position obliging the country to import everything from the countries of the sub-region and from abroad can be an obstacle in the mobilisation of national resources in favour of EFA. To limit this risk, the international community must put in place strategies for sustaining the programmed activities.
- The PDDE is designed in a process of decentralisation. All delays in its implementation could affect its efficient execution. To prevent eventual difficulties, the MEBA can provisionally anticipate decentralisation through the transfer of funds to local authorities and communities for the realisation

of some activities at the local level with the adoption of appropriate support and supervision measures.

CHAPTER 5

IMPLEMENTING THE NATIONAL ACTION PLAN FOR EDUCATION FOR ALL IN CAMEROON⁵²

*Gilbert Nlege*⁵³

1. Introduction

During the World Education Forum in Dakar, Senegal in April 2000, the President of the World Bank, James D. Wolfensohn, made the solemn commitment that no country having a credible plan to implement Education for All (EFA) will be thwarted in its achievement by lack of external resources. From then on, in the eyes of the world community, EFA has become one of the Millennium Development Goals (MDGs) of the United Nations. Explicitly, the EFA concept acknowledges that *“by 2015 all children, boys and girls, must have access to complete primary education”*. Another equally important challenge is *“to eliminate gender disparities in primary and secondary education by 2005, and at all levels of education”*.

Increased financing in favour of Education for All is therefore expected from the international community and the governments of countries concerned, notably Cameroon, which has participated in the World Conference on Education for All in Jomtien, Thailand in March 1990 and the World Education Forum in Dakar, Senegal in April 2000.

The National Action Plan for Education For All (NAP-EFA) of Cameroon, validated on October 8, 2002, in the presence of Government representatives, EFA sponsors, national and international partners of the country and those of civil society, demonstrates the determination of the whole Cameroon society in consultation with the international community to place education at the centre of its development process.

⁵² For the complete text of this report, please refer to the website:
<http://www.unesco.org/education/eps/>

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The implementation of the NAP-EFA in Cameroon raises three essential problems, to note: (i) its financing, (ii) institutional support necessary for the reforms envisaged and, (iii) intervention mechanisms of international cooperation as regards financing and implementing NAP-EFA.

2. The weak points of the education system in Cameroon

Different studies and notably an analysis of the present state of education financing in Cameroon have revealed a series of weak points summarised in the following:

- The present macro-economic framework does not allow Cameroon to fulfil the Dakar goals on her own;
- The present level of education financing is far from covering all the education needs at the formal, non-formal, and informal levels;
- The financial, human, and material management of the education system in Cameroon requires the implementation of strategies of wider devolution;
- Continuing education is not regularly provided;
- Not all children are enrolled;
- The school map is weakly developed;
- Equipment in technical and vocational schools are insufficient and obsolete;
- No laboratories exist in all schools of general secondary, technical, and vocational education;
- Some customs are not favourable to the enrolment of girls;
- Education is seldom productive. Schools must be able to generate financial and material resources to strengthen their influence;
- The legal texts are not entirely respected as regards the contribution of communities to education in Cameroon;
- The provinces of Adamaoua (21 000 FCFA), the North (21 700 FCFA) and the Far North (11 900 FCFA) show poor performance with regard to average education expenditures per household;
- The children of the poor in relation to their non-poor schoolmates are half-equipped with instructional materials: 15 800 against 33 200 FCFA;
- The same tendency is observed as regards school fees: 12 800 FCFA against 39 400 FCFA;
- The children of the poor are provided with less in terms of canteen facilities, school transport, as well as training fees, than those of their non-poor schoolmates: 2 100 FCFA against 20 700 FCFA;

- Even the non-poor households show fairly weak performance in efforts made in favour of the enrolment of their children (Adamaoua: 2.1%; North: 1.8% and Far North: 1.0%), to record a national average of 5%;
- The poor of the big cities (Yaoundé, Douala) are under heavy financial pressure in the enrolment of their children;
- Some parents are still not providing the financial effort necessary for an adequate enrolment of their children.

3. Financing formal education

3.1 The macro-economic and financing situation of the education system

The Poverty Reduction Strategy Paper (2003) of Cameroon reveals that after more than two decades of regular growth with an average real growth rate of 7% over ten years, the economy of Cameroon had recorded a massive fall in export revenues in its 1985/1986 budget. This drop had concerned both oil and other export products. It was calculated to have been around 329 billion FCFA, the equivalent of 8.2% of GDP. This deterioration of economic activity accelerated in 1986/1987, recording negative growth rates. From 1985 to 1987, the terms of exchange declined by half.

To face the crisis, the Government first implemented an internal adjustment policy, which would soon prove its limits. Adopting austerity measures to cut costs and reducing the weight of the public sector in the economy proved to be ineffective, and in fact insufficient to curb the deep-seated crisis. Economic indicators continued to decline. The continuing fall in revenues led to a drop of 40% in consumption per capita between 1985/1986 and 1992/1993. Debt incurred increased from less than 1/3 to more than 3/4 of GDP between 1984/1985 and 1992/1993. The rate of investment decreased from 27% to less than 11% of GDP. This generalised deterioration of the financial situation led to a shortage of funds and a drastic drop in salaries in the Civil Service in 1993.

3.2 The State financing of formal education in Cameroon

Formal education in Cameroon is largely financed by the State. In its efforts to develop the education system, the State is supported by households and national and international partners. Because of the precarious macro-economic situation described above, the budget allocated to education during the period starting from 1985/1986 to 1999/2000 fluctuated, dropping in 1994/1995 and 1995/1996, and regularly increasing from 1996/1997 up to 2001/2002.

In relation to the GDP, the total public expenditures for education (MINEDUC including technical education and higher education) was equal to or higher than 3% between the school years 1990/1991 and 1992/1993. With the drop in the budgets of the MINEDUC and MINESUP, they decreased by half to 1.4% in 1995/1996, and then increased to 2.7% in 2001/2002.

Recurrent expenditures represent close to 90% of the total education budget in 2001/2002, peaking at 95% in the school year 1995/1996 during which only 5% of the education budget was devoted to investment.

Expenditures for staff salaries tripled between 1995/1996 and 2001/2002. They are by far the highest expenditure item of current expenditures. It moved from 80% in 2000/2001 to 83% in 2001/2002. This growth is explained by the increase in temporary personnel, payments of arrears, and above all, allowances given to teachers on the basis of new arrangements on their status, leading to an increase of almost 8 billion FCFA between February and June 2002.

After a slow growth observed in the middle of the 1990s, investment expenditures evolved rapidly, moving from 3 billion (1995-1996) to close to 20 billion FCFA (2001-2002) in six years.

The share of public education expenditures allocated to primary education is 43% in 2000, a sharp increase in relation to 1996-1997 (37%). This priority given to primary education is in conformity with EFA Goals.

3.3 The impact of policies on the education system

The period of budgetary restrictions led to the deterioration of the education system which is marked by: (i) the insufficiency of intake structures due to the interruption in the construction of class rooms, (ii) the drop in the pupil/teacher ratio due to the freeze in the recruitment of primary school teachers, (iii) the insufficiency of didactic materials and other teaching and training aids, (iv) the lack of equity, and (v) the inefficiency of the management of the education system.

Furthermore, this financial deterioration has led to a sharp decline in the quality of education which was translated into: (i) high repetition (25% for primary education) and drop-out rates, (ii) gender and geographic disparities in access to schools, (iii) a school map that is far from rational (disparities in the realisation of school infrastructures), (iv) the lack of relevance in the education provided, (v) conditions of teaching are not motivating, and (vi) a strong centralisation of the management of the education system.

With regard to the appropriateness of training in relation to employment, training programmes remained unsuitable to the socio-economic and professional realities, and insufficient and obsolete didactic equipment rendered technical training more theoretical than practical.

The Education for All Assessment Report 2000 shows that the survival rate remains low (50%) in 2001. This means that for every 100 new pupils entering primary education, barely half reaches the CM2 class (sustainable literacy level). This analysis also shows that the quality of education is low. The repetition rates are also high. Respectively, they are 25%, 21% and 31% for the primary level, 1st cycle of general secondary, and 2nd cycle of general secondary levels.

The analysis on the distribution of teachers revealed strong disparities in primary education in terms of the pupil/teacher ratio. For the school year 2000/2001 this ratio varied from 37 (Southern provinces) to 77 (Far Northern provinces). In-service training remains insufficient and scarcely developed due to lack of resources. The interruption in the building of classrooms has led to a rise in the pupil/classroom ratio. In 2000-2001, it varied from 38 in the Southern provinces to 74 in the Far North.

Because of the precarious financial situation of Cameroon, all the pupils do not have basic textbooks: 70% for French and 50% for Mathematics. One teacher out of three owns a teaching guide in French, 30% in Mathematics, and 10% in the Sciences.

In the majority of schools, one observes the absence of basic necessities and facilities (drinking water, electricity, separate latrines). Similarly, few schools have infirmaries and basic medicines. The impact of the HIV/AIDS in the school environment requires an investigation. All the above confirm that the budgetary constraints that took place during this period have led to the decline in investment expenditures, as revealed by the assessment report on the education system of Cameroon (2000).

3.4 The financing of education by municipalities

Despite the lack of considerable funds, urban and rural municipalities do contribute, although in a much lower scale than the State, to the development of the education system in Cameroon. As an example, during the period 1998-1999, the municipalities intervened in the education sector throughout the entire national territory. The analysis following the examination of the municipalities' accounts in the 1998/99 budget made it possible to identify five expenditure items, to note: (i) the teaching personnel, (ii) the running of schools, (iii)

subsidies to private schools, (iv) the immunisation of pupils against malaria, and (v) the equipping of schools, most often with furniture.

All the municipalities, including those of the East (although with nonexistent data) participated in the running of the schools located within their district area. The same applies to the immunisation of pupils against malaria. Private schools received financial support. The same financial support also covered school equipment, mostly school desks/stools. The municipalities also intervene in case of catastrophes, in rehabilitation and renovation of schools that have suffered serious damages.

The financial effort of municipalities in favour of education is weak, amounting to 36 FCFA per capita at the national level. Moreover, it varies significantly according to province: from 1.5 FCFA (South-West) to 90 FCFA (South). These estimates are carried out outside the Eastern provinces and those of the Far North, where data were inexistent during the survey. This situation is the consequence of the non-application of legal texts that foresee a substantial contribution of municipalities in the running, equipping, rehabilitation, renovation and construction of schools within their district area, as well as the immunisation of pupils against malaria. In total, the financial effort of municipalities represents only 0.6% of the State budget devoted to primary education.

3.5 The financing of education by households

Household contributions to school expenditures are numerous. Although some are heavy, they are sometimes inevitable. According to a survey on household consumption (ECAM II) for 2000-2001⁵⁴, the national education expenses of households in 2000-2001 have been estimated at 232,9 billion FCFA.

The most indispensable and incompressible expenditures are also the heaviest. Respectively, they are school fees (73 billion FCFA), purchase of books (42 billion FCFA) and notebooks (21 billion FCFA). Canteen fees, uniforms, and pupil school transport represented 21, 16, and 14 billion FCFA, respectively.

Household school expenditures vary significantly according to geographical location (province), standard of living, considered here in two modalities (poor and non-poor), and the place of residence (urban/rural). The non-poor households in big cities (Yaounde and Douala) spend on average 2.2 times more

⁵⁴ This survey has covered around 15,000 households, out of the present population of Cameroon estimated to be more than 15 million at the moment of the survey.

than the poor households. In these same cities, they spend on average 90 000 and 76 500 FCFA respectively for the education of their children. This amount is higher than those spent by the poor in the rest of the country. This shows that the poor in big cities are under strong financial pressure to ensure an acceptable education for their children.

The widest gap between the non-poor and poor households was observed in the North-West province where the former spend three times more than the latter in the education of their children. In the poor households category, the gap between the two extreme provinces, to note, the Centre (61 000 FCFA) and the Far North (9 100 FCFA) is estimated to be 6 to 8 times, implying that the observed differences could be explained more by the behaviour of heads of families with regard to the education of children than by the level of their income.

Expenditures per pupil and per household. The available data did not allow for identifying the exact grades of pupils considered during the survey of ECAM II. During this analysis it was therefore considered that the word “pupil” covered heterogeneous school situations (taking into account all students at all levels of study including higher education). According to ECAM II, there are on average 1.5 enrolled children in every household (1.9 in poor households and 1.3 in non-poor households).

The education expenditures per pupil and per household are estimated at 47 000 FCFA in the whole country, but 16 000 FCFA among the poor households and 66 000 FCFA among the non-poor households, at a ratio of 1 to 4. The gap between the expenditures per pupil of urban (81 000 FCFA) and rural (23 000 FCFA) households is of the same order.

In the provinces of Adamaoua, the East, the Far North, and the North, poor households scarcely spend for the education of each child. It is in the littoral provinces where the expenditures per pupil of poor households is the highest (24 400 FCFA).

The difference between non-poor and poor households as regards school expenditures for their children varies according to categories of expenditures. As expected, the former spend more than the latter whatever category of expenditures is considered. But for some items such as private tutoring (3 800 FCFA against 200 FCFA), private tutoring at home (1 000 FCFA against 0 FCFA), school transport (6 200 FCFA against 300 FCFA, i.e., more than 21 times more), the gaps between non-poor and poor households are enormous. It is interesting to note that the categories of expenditures are all linked to a search for quality and school results.

Household efforts in favour of their children's education. School expenditures represent on average 5% of total expenditures of households, with the highest values of 1% to 8% in some provinces and notably in the urban zones of Douala (6.2%) and of Yaounde (7.1%). The poor households of these cities put in more effort in their children's education (8% and 7.30% respectively). The same is true in the littoral provinces (7.2%), the South West (7.0%), and the Centre (6.3%), which rank first with regard to poor households' financial effort. By contrast, the provinces of the East (2.7%), North (1.7%), Adamaoua (1.3%), and Far North (1.1%) are those where households' efforts in favour of their children's education are the lowest.

3.6 The financing of education by other national agents

Outside the local authorities and groups whose financial contribution to local schools have been described above, other structures and personalities ensure the financing of education, although in a less systematic and regular manner. Notably, they are:

Enterprises: these are generally the forestry firms which, in order to set up their enterprise in their area of business, can, under pressure from the resident population and on the basis of their terms and conditions, contribute a financial support to the rehabilitation, the renovation and even the construction of classrooms in the schools concerned.

NGOs: They do not have a strong participation in the field of investments (construction of classrooms). However, they undertake actions towards the equipping of schools with desks/stools, and the provision of school textbooks and didactic material.

Local elites: they sometimes intervene individually to support the running of schools by providing school textbooks and didactic materials, the recruitment and the payment of volunteer teachers, known as « parents' teachers », and other actions towards the influence of the school in the village.

3.7 Cost recovery efforts

As a general rule, training activities cannot be financed through the financial resources generated by the schools in Cameroon. However, there are some initiatives aimed to encourage the schools to generate resources for these activities:

The present Ministry of National Education in the framework of the NAP-EFA has launched the contest for the best school gardens of the country by awarding a national prize. This initiative has made it possible for several schools to plant fields of tomatoes, cassava, plantain, and other food-producing vegetation of the region where they are located.

Legal texts, notably the new School Orientation Law, strengthen the role of the education community by opening the school to its socio-cultural and economic environment. A Service in charge of post-school and school-related activities exists in the organization chart of MINEDUC. It is in charge of mobilising all schools with land that can be worked agriculturally.

Some schools produce art objects and organize exhibitions during the national Youth Week of 11 February.

In technical and vocational education, the high schools, middle schools, and the SARs have in most cases responded to the needs of the local wood, masonry, and plumbing industries.

The revenues earned are managed by the school board some of whose members belong to the cooperative bureau which is mostly run by students. The funds are intended for sports activities.

3.8 The financing of non-formal education

The main activity of non-formal education is literacy. It concerns youth (illiterate and unschooled) as well as adults who did not have access to the formal system of education. Several ministries are involved in this field, at the highest level is the Ministry of Youth and Sports (MINJES), in charge of activities and management of the literacy sector of Cameroon. Second is the Ministry of Social Affairs (MINAS) which takes care of the Special Education intended for handicapped people (blind, deaf), and the Ministry of Gender Issues (MINCOF) which is in charge of supervising young girls and women in the field of small enterprises in the CPF (Centres for the Promotion of Women). This population is in general at least 15 years of age.

The Government, through NAP-EFA, has recommended actions, as we shall see in the following section, that would give a decisive impetus to the development of literacy in the country.

4. The objectives and the implementation of NAP-EFA

4.1 The objectives

In 2000, Mr Richard Willayi, top Technical Adviser at MINEDUC, was nominated as National EFA Coordinator, and in 2001 a multisector preparation team of NAP-EFA was designated.

The NAP-EFA, which was prepared in a participatory approach and validated on October 8, 2002, results from the Dakar Framework for Action. It includes 7 objectives and 183 actions, the majority of which having political, intellectual and pedagogic foundations.

All these reforms are summarised in the programme framework of the implementation of the NAP-EFA in 5 major challenges and 8 fields of intervention in the framework of formal, non-formal, and informal education as shown in Tables 1a, 1b and 1c.

4.2 Institutional measures for the implementation of NAP-EFA

For some years now, and in particular since 2000, the Government of Cameroon, in response to commitments taken during international conferences, has subscribed to the fact that the Cameroon education system must undergo drastic and fundamental reforms to be in line with the Millennium and Dakar Goals. Education, perceived in Cameroon as an enterprise whose goal is to manage the development of human capital, represents a vital and important investment in society. For this reason, the Ministry of National Education has elaborated a series of innovative institutional texts to implement these reforms. The most significant of these are the following:

- creation of an observatory for the governance of MINEDUC at the national level;
- organization of public schools, and the attribution of responsibilities of managers of School Administration;
- application of some measures of the Decree n° 2001/4 of 19/02/2001 relative to the organization and the running of public schools;
- setting up of the new organizational chart of the Ministry of National Education.

Table 2 gives an idea of the institutional arrangements for the support of NAP-EFA.

Table n° 1a: Implementation Programme of the EFA national plan of Cameroon – synthesis sheet (1)

Challenges		Fields of Intervention	Summary of proposed actions			
			Formal Education			
			1	2	3	4
			Early Childhood	Primary	Post-primary	General Secondary (Brevet)
Universal Education	A	Access	Mobilising Actions Construction and rehabilitation Private Education Development	Mobilising Actions Constructions and Rehabilitations Development of Private Education	Construction and Rehabilitation	Mobilising Actions Construction and Rehabilitation Development of Private Education
	B	Internal Efficiency		Reduction of repetition rate Reduction of drop-out rate Review of Evaluation Use of local languages	Reduction of repetition rate Reduction of drop-out rate Review of Evaluation Orientation development	Reduction of repetition rate Reduction of drop-out rate Review of Evaluation Orientation Development
	C	Equity	Actions in favour of disadvantaged population Actions in favour of girls	Actions in favour of disadvantaged populations Actions in favour of girls Aid to handicapped children Actions in favour of disadvantaged areas	Actions in Favour of Disadvantaged Population Actions in Favour of Girls	Actions in Favour of Disadvantaged Population Actions in Favour of Girls
Quality and Relevance of programmes	D	Quality	Teacher training Development of pedagogic support Review of Evaluation	Teacher training Development of pedagogic support Review of Evaluation	Teacher training Development of pedagogical support Review of Evaluation	Teacher Training Development of Pedagogical Support Review of Evaluation Development of New Information and Communication Technologies
	E	Relevance	Review of Programmes	Review of Programmes	Review of programmes Taking account of the job market Concertation with enterprises	Review of Programmes
Efficient Management of the Education System	F	Organization and Administrative Management	Creation of a national coordination unit for early childhood activities Creation of an Information system	Creation of the Board of National Education Improvement of school administration Creation of an Information System	Creation of the Board of National Education Improvement of School Administration Creation of an Information System	Creation of the Board of National Education Improvement of school Administration Creation of an Information System
Other challenges	G	Sanitary Protection	Sanitary protection measures	Fight against STD/AIDS Health/Nutrition Measures	Fight against STD/AIDS Health/Nutrition measures	Fight against STD/AIDS Health and Nutrition Measures
	H	Citizenship Training and General Measures	Management of civil status records Information on the rights of Children Development of a citizenship culture	Information on the rights of Children Development of a citizenship culture	Development of a citizenship culture	Development of a citizenship culture

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Table n° 1b: Implementation Programme of the EFA national plan of Cameroon – synthesis sheet (2)

Challenges	Fields of Intervention	Summary of proposed actions				
		Formal Education (continuation)		Non-formal Education		
		5	6	7	8	
		Secondary Technical and Vocational (CAP)	Normal	Early Childhood	Youth and Adult Literacy	
Universal Education/Increase in Literacy Rate	A	Access	Mobilising Actions Construction and Rehabilitation Development of Private Education	Construction/Rehabilitation of Training Colleges for General Education Teachers	Development of community structures	Mobilizing actions in Favour of Literacy Construction of Centres of Non-formal Education Creation of Centres for the Promotion of Women
	B	Internal Efficiency	Reduction of repetition rate Reduction of drop-out rate Review of evaluation Development of orientation			Use of local languages with official languages
	C	Equity	Actions in favour of disadvantaged population Actions in Favour of Girls			Actions in Favour of Girls and Women
Quality and Relevance of programmes	D	Quality	Teacher Training Development of Pedagogic Support Review of Evaluation Development of NICTs	Pre-service teacher training Development of NICTs (new information and communication technologies)		Training of Trainers Development of Pedagogic Support Review of Evaluation Radio and TV broadcasting
	E	Relevance	Taking account of the job market Review of programmes Concertation with enterprises	Review of Programmes	Programmes adapted to local realities	Programmes adapted to national realities
Efficient Management of Education System	F	Organization and Administrative Management	Creation of the Board of National Education Improvement of School Administration Creation of an Information System			Strengthening of National Literacy Board Elaboration of the Map of Centres for non- formal basic education
Other challenges	G	Sanitation Protection	Fight against STD/AIDS Health and Nutrition Measures			
	H	Citizenship Education	Development of a citizenship culture	Development of a citizenship culture		Development of a culture of citizenship

Table n° 1c: Implementation Programme of the EFA national plan of Cameroon – synthesis sheet (3)

Implementing the EFA Action Plan in Cameroon

Challenges		Fields of Intervention	Summary of proposed actions			
			<i>Non-formal education (continuation)</i>	10	11	12
			9	<i>Actions proposed at the MINEDUC level</i>	<i>Actions proposed at the level of other Ministries</i>	<i>Transverse Actions</i>
			<i>Continuing Education</i>			
Universal Education/ Increase Literacy rate	A	Access	National declaration in Favour of Continuing Education Construction of Distance Education Centres			
	B	Internal efficiency	Use of local languages with official languages			
	C	Equity	Actions in Favour of Girls and Women			
Quality and Relevance of Programmes	D	Quality	Teacher training Development of Pedagogical Support Review of Evaluation Radio and TV broadcasting		Elaboration and application of programmes in favour of girls and women and adapted to local realities	Development of pedagogic support for the Non-formal Basic education and Continuing Education
	E	Relevance	Programmes adapted to national realities Review of Programmes		Programmes adapted to national realities	
Efficient Management of the Education system	F	Organization and Administrative Management	Creation of an administrative structure for the management of Continuing Education Elaboration of the map for Distance Education Centres	Creation of a Permanent Independent EFA technical unit Creation of an Information System Creation of an EFA Steering Committee		Strengthening the institutional capacities of the Permanent Independent EFA Technical Unit through the creation of the National EFA Coordination Unit
Other challenges	G	Sanitation Protection			Creation of Small and Medium Enterprises Centres Creation of infirmaries in the school premises	Taking charge of children affected and or infected by the HIV/AIDS
	H	Citizenship education and general measures	Development of a citizenship culture	Mobilising actions in favour of a culture of citizenship in the school environment	Mobilising actions in favour of a culture of citizenship in the Non-Formal Basic Education Centres, Distance Education Centres and Centres for the Promotion of Women	Mobilising actions in favour of a culture of citizenship in the national community

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Table n° 2: Texts of the institutional support for the reforms included in the EFA Plan

N°	Nature of text	Title	Level of execution of the text	Field of Application/Objectives Targeted
1	Decree n° 2001/04/ of 19/02/2001	Organization of public schools and the attribution of responsibilities of the managers of school administration	Text fully applied	Increased access to primary education Efficient management of the education system
2	Decree n° 2002/004 of 4/1/2002	Organization of the Ministry of National Education	Ministry reorganized and managers nominated	Efficient management of the education system
3	Decree n° 2002/040 of 04/02/2002	Amounts and modalities of payments of allowances allocated to the body of Education personnel	Allowances actually allocated to teachers	Improvement of the living and working conditions of Teachers
4	Order n° 268/B1/1464/ MINEDUC of 22/08/00	Creation, organization and running of an Observatory of governance at the Ministry of National Education	Observatory created and functioning	Good and efficient management of the education system
5	Order n° 017/PM/ of 05/02/03	Creation, organization and running of the Steering Committee of the Programme of Support to Education reform	Committee created and functioning	Improvement of the quality of education and the internal efficiency of the education system
6	Decision n° 180/B1/1464/ MINEDUC/CAB	Creation of a Joint Commission of MINEDUC-GICAM (CEOs of Cameroon)	Joint Committee created and functioning	Improvement of the training/employment balance and the socio-vocational employment of students
7	Decision n° 003/B1/1464/ MINEDUC/SG/IGP/ ESG of 02/01/2002	Creation of a centre for vocational training of Inspectorate personnel in Yaounde	Centre created	Improvement of the quality of education
8	Decision n° 672/B1/ 1464/MINEDUC/SG /IGP/ESG/EPP/ EPMN of 11/06/2002	Setting up of the Coordination Unit of the Centre of Vocational Training of the Personnel of the Inspectorate in Yaounde	Coordination team set up	Improvement of the quality of the system of education through the in-service training of pedagogical supervisory personnel
9	Decision n° 1132/B1/1464/ MINEDUC/CAB of 25/01/2002	Creation, organization and running of the Steering and Monitoring Committee in charge of setting up the restructuring of General Secondary Education	Steering Committee created and functioning	Application of the resolutions of the conventions and mechanisms of the the New Education Orientation Law in Cameroon
10	Decision n° 193/ MINEDUC/CAB of 31/05/00	Designation of an EFA National Coordinator	National Coordinator designated	Response to commitments made during the World Education Forum in Dakar (Senegal) in April 2000
11	Decision n° 190/ MINEDUC/CAB of 28/10/02	Creation of a Permanent Independent EFA Technical Unit	Permanent Independent EFA Technical Unit created	Implementation of the EFA National Action Plan
12	Decision n° 300/ MINEDUC /CAB of 30/12/2002	Designation of the member of the	Members of the Permanent Independent EFA Technical Unit designated	Implementation of the EFA National Action Plan validated on 08/10/2002

5. External financing of education in Cameroon

During the school year 1999-2000, foreign donors supported the Cameroon education system in its formal section with close to 14 billion FCFA, as shown in the table below. Some amounts however are not stated in it.

The financial contribution of the partners of the country have as a whole been oriented towards:

- The improvement of the access to basic education with a view to a universal primary education. The will of the partners in the education sector is illustrated here with the construction and equipping of classrooms and the rehabilitation of some schools;
- The improvement of the quality of the education system with the strengthening of the training structures of teachers, to note, the ENIEG (Training College of General Education Teachers).

Table 3: External financing of education in Cameroon (1999-2000)⁵⁵

Type of Donors	Donors	Initial value of projects in 1999-2000 in millions of current FCFA
Bilateral Donors	Germany	NA
	Belgium	162
	China	NA
	Spain	NA
	U S A	2 496
	France	4 002
	United Kingdom	12
	Israel	NA
	Japan	64
	Total (1)	6 736
Multilateral Donors	ADB	6 030
	UNFPA	NA
	UNESCO	309
	UNICEF	486
	Total (2)	6 825
Total financing of education		13 561

NA: Not available

⁵⁵ Canadian/Yaounde Cooperation

For the period 2003-2005, the first cost estimates and financing of NAP-EFA can be summarised as follows

- The total cost of NAP-EFA has gone up to 1,214 billion of FCFA over 12 years, 49% of which is for current expenditures and 51% for investment expenditures;
- The contribution expected from external partners has risen to 79% of the total, that is, 955 billion FCFA. The MINEDUC takes care of 19% and other ministries 1%.
- The contribution of external partners would be devoted to investment expenditures of up to 56% and to current expenditures of up to 44%;
- The contribution of MINEDUC would be devoted to current expenditures of up to 66%, and to investment expenditures of up to 34 %.

CHAPTER 6

FINANCING AND PLANNING EDUCATION FOR ALL IN CUBA⁵⁶

*Rosa Alvarez*⁵⁷

1. Introduction

Within the wide-ranging social transformation that has taken place in Cuba since 1959, education plays an important role in the Government's strategy to achieve a solid technological and professional structure as well as an ethical social pattern in the population. Since the 1960s, initiatives have been taken to reduce illiteracy and reshape the national system of education, aiming at universal and free access to education for all citizens, without discrimination on the basis of sex, race or social status.

The revolutionary period, which began in 1959, created the mechanisms and ways to overcome illiteracy, to raise the educational level of the whole population by means of adult education, and to guarantee universal educational services. Measures were taken to extend schooling to the sixth and the ninth grades, to promote continuous education for all citizens until grade twelve, to extend higher education, to train the necessary teachers in every stage of development and to maintain a system of social control of education, as a social asset of the people and a guarantee of their future well-being (Ministry of Education, 2000).

In the 1980s new guidelines were adopted to develop and expand the training of human resources and the necessary infrastructure to maintain universal access to education in line with demographic change, to introduce new curricula, and

⁵⁶ For the complete text of this report, please refer to the website:
<http://www.unesco.org/education/eps/>

⁵⁷ Directora de Planeamiento, Estadística e Informática de la Educación, Ministerio de Educación, Cuba.

improve the quality of education of the professional manpower needed for economic and social development.

2. Strategies, Policies and Objectives of the Educational Sector

2.1 Basic principles

The main objectives of Cuban education are:

- Improving the quality of education while ensuring the comprehensive education of all citizens without discrimination on the grounds of sex, race, religious belief or residence;
- Reconciling the unity of the educational system with the diversity of school practice;
- Promoting an appropriate relationship between centralisation and decentralisation in the educational system by bringing the decision-making process close to the management levels that carry out the educational policies;
- Creating a scientific orientation among the teaching staff, allowing them to view the educational system with objectivity and creativity, and stressing the democratic participation of all in the teaching-learning process;
- Promoting the large-scale education of high quality professionals and technicians, enabling them to enter higher levels of education;
- Improving human resources and the required infrastructure to extend education to the whole country, train and upgrade highest quality professionals required to carry out future economic and social development;
- Extending the universal principle of combining study with work, as the basic foundation of Cuban pedagogy.

Educational development is a continuous and systematic process to adapt the educational system, the curricula, and the management structures to new requirements at the national, provincial and municipal levels.

2.2 The difficult 1990s

At the beginning of the 1990s, the Cuban economy faced a severe economic crisis due to the reduction of imports, as a result of the strengthening of the economic blockade of the island, carried out by successive US administrations. Preserving the achieved social goals and equity, and working hard to develop

them further, despite the lack of material resources and financing, was the major concern. Basic principles such as free, comprehensive education, gender equality in access to education and combining work and studies, were firmly preserved. Additionally, management structures were improved to achieve wider social justice and equal opportunities for all, more economic efficiency, together with respect and encouragement of diversity and a better use of available material, financial and human resources.

To improve the functioning of schools, education administration was made more flexible, and principals and their staff were given greater autonomy in fulfilling their tasks. This policy of decentralisation was successful in keeping schools in line with the common interests of each community.

New study programmes incorporating new subjects were introduced. Specialisation profiles were broadened to train specialists capable of working in a diversity of working posts.

The training and retraining of teachers at all levels of education was a constant concern of the government and the educational authorities. This was achieved through a strong unfolding of postgraduate courses, masters' degree, PhD programmes and in-service training. Top priority was granted to in-service primary teachers enrolled in higher education: 70 % of them have already obtained their university diplomas.

From 1997, transformation of the educational system was strongly geared towards improving quality; maintaining the balance between the unity of the educational system and the diversity of class situations; searching for a balance between centralisation and decentralisation; adopting a scientific approach among the teaching staff; and creating objective, participatory approaches, based on scientific research to solve present and prospective educational problems in order to develop an optimal educational process. Three fundamental action lines were identified, namely:

- making the school the most important cultural centre in the community
- improving management structures;
- promoting an integrated framework of action between the Pedagogical Universities and the provincial administrative structures of the educational system..

2.3 The year 2000 and beyond

Since the year 2000, the main objective of Cuban education has been to enhance the human development of all Cubans through lifelong education for all, with values in line with national social patterns, paying attention to the diversity of students and integrating them as active participants, together with the institutions and school staff, with the families, health personnel, social organizations and workers.

To reach these goals, new educational and social programmes are being implemented to meet the aspirations of each boy, girl, adolescent, youth and adult, and to increase opportunities for democratic and universal access to education, employment and culture. These programmes are expected to have a strong effect on the general culture of the Cuban population, to provide technical and scientific knowledge for all, and to have a positive impact on living standards, placing the Cuban Nation in much better conditions to face future challenges (Alvarez, E., 2002).

Work is being done to improve the quality of primary teaching along the following lines:

- no more than twenty students per class;
- rehabilitation and construction of new classrooms accordingly;
- training teachers for these schools, especially in the territories where these needs are not satisfied;
- supplying schools with computers, TV-sets and VCRs, together with appropriate software and educational videos prepared by specialised centres;
- distribution of books to school libraries for students and teaching staff.

The qualitative improvement of basic secondary education is another fundamental objective. Offering the daily double session to all the students in the school year 2003-2004 is an objective that requires the rehabilitation of the secondary school network and an increase in capacity. Training polyvalent professors for the basic secondary education (seventh to ninth grade of general education) is a substantial transformation that will permit to reduce the student/teacher ratio to 15. The distribution of TV sets and VCRs in all schools have made the use of a new Educational Channel possible, as an aid to teachers' work.. Improved curricula and teachers' skills upgrading are also expected to have positive effects on the quality of teaching.

Second chance education. Programmes are being implemented to enrol youths between 17 to 29 years of age, who are for different reasons out of school and

not working, in courses similar to a special form of employment, as they would receive a salary for doing so. These courses have the appropriate infrastructure from the resources point of view, with teaching facilities, audiovisual means as well as upgraded bibliographies. It is expected that when concluding their curricular training, which is equivalent to senior high school, they will be able to apply for university careers or for available jobs with their new qualification.

At the university level, the decentralisation of university training in some specialties at the municipal level is underway. This programme aims at increasing higher education opportunities and promoting different ways to have access to university studies. This implied the creation of university branches in all the municipalities of the country, using the facilities of existing secondary schools in alternative schedules. Professionals living in the community and willing to support the programme are identified for this educational activity and recruited as university professors on a part time basis. University courses are introduced for senior citizens, pensioners or housewives who have an interest in continuing their studies.

The computer literacy of the whole society is one of the programmes that are expected to have a great impact. The technical means intended for children and early childhood education has been increased. The number of specialised teachers who received accelerated training for this purpose and qualification in the use of these technologies, increased from about 20,000 to more than 165,000 teachers, professors and school principals. Seven in the last three years have multiplied enrolment in these specialties in the medium-level technological schools, and the number of universities that develop these specialties has increased.

In this same line of action, the national network of “Computer Clubs for Children and Youth”, which are facilities built in all the municipalities of the country to give young children access to computers to develop relevant abilities, was enlarged and completed. It is beginning to work as a computer science university with the required technological facilities and with the objective of accelerating the training of higher education professionals in computing.

Television is also used to raise the level of general culture of the whole society. An Educational Channel with programming for scholars, youth, all adults is promoted through video clubs, art houses and community computer centres. Through the television programme “University for All”, courses on science and technology, environment, arts and literature universal history, languages and geography, among others, are broadcast.

As an aid to the development of other countries, Cuba has founded two international university centres for the training of doctors and sports specialists, granting scholarships to students, largely from Latin American and African countries.

3. The Summit of the Millennium and Education for All in Cuba

Achieving universal primary education, that is, enabling all children to complete their primary education, was one of the objectives of the Summit of the Millennium (Alarcón, D., 2002). As the preceding sections show, this goal and the indicators proposed have been reached in Cuba many years ago. The educational system concentrates now on improving the quality of education and promoting the general and integral culture of the whole population.

The international Conference at Jomtien that adopted the World Declaration on Education for All and the Dakar World Education Forum invited us to improve the mechanisms for integrating education and health initiatives in community work by promoting responsible sexuality, fighting against AIDS, and paying attention to the social disparities that regrettably are still present in the Cuban society.

The Cuban society adopts the perspective of a profound educational revolution that intends to change the concepts and methods of the teaching process, and furthermore to raise the level of culture that has already been reached by all citizens. The main goal of the Government and the Cuban State's social efforts for the next ten to fifteen years is to upgrade the Cuban society's cultural levels to the highest in the world.

In this perspective, the main goal of the National Plan of Action for Education For All is to adapt the activities of various educational agents, organizations and institutions in the country to upgrade the quality of education and the cultural and spiritual life of children and citizens. Achieving "Lifelong Education for All" is seen by the Government, the State and the Cuban Society as a whole, in terms of mass access to education and social justice (Ministry of Education, 2002).

Beyond improving previous indicators of educational quality in terms of teaching facilities, quality and volume of instruction, spirituality in terms of human values and general culture will be promoted. The overriding objective is to educate and transform each citizen into a human being living in a concrete

historical moment in which all are creators of a new society with more equity and social justice, according to the principles present in the Socialist Constitution of the Republic.

To sum up, the National Plan of Action seeks to solve the fundamental dilemmas of the Cuban society, namely:

- Universal access to high quality educational services for all without discrimination on the basis of sex, race, religion, or residence;
- Decentralisation to bring the decision-making process close to the levels where the educational process really takes place;
- Balancing the unity and the national identity of the nation with the reality of local differences in different scenarios and contexts.

4. Education policy-making

Despite existing economic problems and an adverse international context, education indicators in Cuba compare well with those of other countries with a higher level of industrial and technological development.

Its educational system is characterised by continuity from initial to adult education, opportunities offered to dropouts through regular courses during the day, evening courses for youth, workers, farmers and housewives, and various non-formal mode of distance education. Some university careers leading to a university diploma can be studied on a self-learning basis. A significant number of postgraduate courses, master's degree programmes, and doctorate (PhD) programmes are offered for free, because they are fully funded by the Government budget, with the only purpose of upgrading knowledge in a dynamic world of fast technological change.

The basic principle is that education is a civic right supplied free of charge, without discrimination, and available in every corner of the country (Political publisher, Constitution of the Republic of Cuba, 1997). It is the task of the society as a whole, involving all educational agents, families, schools and various social organizations, to promote the benefit of free educational services for all provided by the State.

Educational policies in their more general sense are elaborated following the guidelines and postulates of the Constitution of the Republic of Cuba and approved by all the organs of Party and Government. They are preceded by a wide social debate until national consensus is reached. These policies are

countersigned in the National Assembly of Popular Power when their nature and social implications require it, and are generally preceded by a social debate between educators and students.

Particular aspects of educational policies are elaborated and adopted by the Government's superior organs and by the Ministry of Education. They are frequently the product of consensus and previous consultations with various educational and social agents, and of previous research and pedagogic work.

Since the last decade educational administration has become more participatory and more effective working methods have been adopted. A general outline of this strategy can be summarized as follows:

- Elaboration of a Plan of Action, with the participation of the central administration, and all mass and political organizations;
- Elaboration of Local Governments' Plans of Action and empowerment of the territorial decisions and community actions;
- Coordinating efforts between the central, provincial and local levels and drawing lessons from best practices to generalise them. Direct exchanges among the agencies at each level of the institutional and civil structure are promoted;
- Control and systematic monitoring of the indicators measuring educational and social achievements at the regional and local levels.

The provincial and municipal agencies in charge of education at the local level are on the one hand subordinate to local governments in the operative and administrative aspects, and on the other, subordinate to the Ministry of Education in normative and methodological matters. These local management divisions are responsible for the appointment of the teaching staff, the principals, other officials and workers of the different schools. They adapt the study plans and programmes to their territorial condition.

Of supreme importance in the organization and execution of educational policies are the bilateral contacts and collaboration among the Ministry of Education and other Ministries, social organizations and institutions, to guarantee a collective approach in improving quality in the educational process. Thus, the Ministry of Education coordinates with the Ministry of Culture on their strategies in artistic education and cooperates with the Ministry of Public Health to analyse the work of doctors and nurses and upgrade health education in schools and communities.

On the other hand, social organizations of the community are in charge of looking after the appropriate operation of the schools and to that end, they

participate in the Council of Schools. They also contribute to the operation of the Municipal Council of Minors, under the leadership of the educational authorities; the preventive work for socially disadvantaged children, adolescents and youths; and the educational work in general.

Involving people in the process of educational policy-making through their civil and social organizations is the key to success in implementing complex educational tasks and in promoting both a commitment and a national consensus.

5. The financing of education

The Cuban State allocates important resources to the financing of social services. Current expenditure on education represents 22% of total current expenditure of the national budget and 14% of total public expenditure. Expenditure on education has never been inferior to 6% of GDP since 1990. With the gradual improvement of the economy after 1993, a consistent increase in current expenditure on education was observed, reaching 9.3% of GDP in 2002.

Salaries, including the basic salary, the remuneration for in-service training and upgrading, the bonuses for good results achieved in the school year and the payments of the social security for maternity or illness, represent around 54% of the total (MFP, 2002).

Since 1998, a salary adjustment based on teacher evaluation was introduced in 1999 when a salary reform that increased the salary of teachers and other workers in the education system was carried out. The cost of this reform was close to 250 million pesos.

In other expenditures, priority is given to the acquisition of goods and services such as: food, teaching facilities, school uniforms, transport, repair and maintenance of school buildings, construction of new schools and social security. Expenditure on equipment and other material resources were negatively affected between 1992 and 1995 by the slump in the country's economy due to the contraction of our import capacity and to the loss of the traditional markets where we bought teaching facilities, school equipment and other educational services, alongside with the strengthening of the blockade imposed by successive US administrations.

The deterioration of the network of educational centres for lack of maintenance and repairs was one of the most urgent problems to solve. Starting in 2000, a maintenance and repair programme for primary and secondary schools was

initiated, together with the remodelling of a significant number of schools and the enlargement of physical facilities to reduce the number of students per classroom.

Local budgets finance 77% of national educational expenditure. The decentralisation of public expenditure was initiated in 1995 and it is now up to the Administration Council in each territory to define, approve, authorise and allocate education expenditure, within the total expenditure approved in the national budget, according to the needs of each region. These councils can also reallocate resources, in the course of the year if necessary, from one category to another without prior authorisation from central budgetary authorities (INIE, 2003.)

The decentralisation of public expenditure administration is expected to improve efficiency in resource allocation according to the needs and priorities of each municipality, strengthen responsibility and discipline among educational workers communities, guarantee the quality of the educational process and strengthen community participation and control of education services.

Teacher salaries are based on the following: level of professional qualification, type of school, years of experience in teaching, main responsibilities and results of annual evaluation. Teachers holding a university degree in pedagogic subjects receive a basic monthly salary of 280 pesos, which can reach up to 330 pesos depending on final evaluation results. This basic salary can reach the average of 425 pesos with the above-mentioned additional payments included, making it 73% higher than the average national salary.

6. On-going educational programmes

The programme for integrated attention of primary education pupils intends to reduce the number of students per class to twenty or less, and to enable teachers to accompany the same group of pupils/students throughout the six years of primary education. It will also improve school organization by promoting differentiated attention to pupils, and work with the family and the community. About 74% of pupils in primary education already benefit from this programme. And 68% of pupils enrolled in urban areas are in classes of twenty or less students. In the capital city of the country, the programme has a 100% coverage. When classes still have more than twenty students, two teachers attend them.

To support this programme, more than 80 % of the primary teachers are being trained to go along with the same group of students from the first to the sixth

grade. Work is also done to improve school organization and schedules in order to facilitate better learning, alongside with the use of television, VCRs and computers as teaching aids.

Under the Programme of Training of Primary Teachers, 8,400 teachers were trained and now continue university studies, jointly with their work as teachers in the classrooms.

The Audiovisual Programme was designed to improve the quality of the teaching-learning process by distributing more than 81,000 television sets and 21,000 VCRs to schools. A qualitative leap was accomplished with the introduction of the new Educational Channel that will soon be available for viewing in the whole country. About 3,200 educational programmes, representing 1,400 hours of transmission time, are presently available for broadcasting.

The Programme “University for All” broadcasts courses of general culture by television to the whole society. Literature and language courses in Spanish, English, French, Geography and the History of Cuba have been developed to improve the culture and preparation of young people. Entrance course for higher education and seminars for educators closely linked to schoolwork play an important role in upgrading the teaching staff and strengthening their influence on students, families and communities.

During the school year 2002/03, students in boarding centres, teacher training schools, pedagogic universities, schools of art instructors, principals and other educational leaders were the target of this programme. All in all, 750,000 students, teachers and educational leaders participated and 37,000 twelfth-grade students received reviews for entrance to higher education.

To increase the use of low-cost textbooks in the teaching-learning process, the “Editorial Programme Freedom” was launched. Under this programme 834,000 copies of dictionaries, encyclopaedias, classic works and books on the history of Cuba were made available to foster reading habits, together with the use of other materials in libraries and documentation centres. Work is carried out to integrate this programme with the programme on Educational Computers and Audiovisual aids.

The Programme for Training Art Instructors aims to awaken the artistic vocation of students. Fifteen schools were created, one in each province and in the municipality of the Youth's Island. In 2002-2003, they were on their third course with an enrolment of 11,600 in music, dance, plastic, and theatre arts.

The “Educational Computers Programme” aims at providing all educational centres with computers for students’ use. Computers have been distributed to all primary schools. The pupil/computer ratio is 45 in primary, 50 in basic secondary, 39 in senior high-school, 20 in the accounting polytechnics and 15 in computer training schools. In parallel, more than 4,500 schools were supplied with electricity or received solar panels in the last two years to enable them to use computers and audiovisual aids. Under the new study plans, a student should get about 550 hours of working with computers during her/his school time.

There are 20,000 computer teachers in the educational system but many more will be trained in the near future. Despite significant advances in training educational leaders and teachers in computing, this equipment is not yet fully used as teaching-learning aids, neither as a fundamental learning tool by students. More than 20,000 people are enrolled in the polytechnic centres to receive computer training. In addition, two careers with a profile in computers were created in the pedagogic universities to train students in educational software development.

The programme for Improving Basic Secondary Schools consists of integrating existing programmes (school maintenance and rehabilitation, audiovisual aids, computers for education among others) in order to train teachers capable of teaching various subjects. It was designed to solve the deficit in basic secondary school teachers, which arose as a result of the reduction in the number of students per class and the introduction of the double school session for every student. More than 4,000 teachers were trained in this way in the school year 2002/2003 and began working in an experimental way in several municipalities of the country.

Lastly, a highly popular programme, “The Integrated Upgrading Course for Youth”, was launched to offer general upgrading courses to young people who are neither studying, nor working. Under this programme, young people receive a monetary stipend to study. About 114,000 youths between 17 and 29 years were enrolled in the school year 2002/2003. Daily attendance in these courses is high (94%). Besides strictly educational tasks, students develop numerous activities that favour their integration in society. Retention is of the order of 87%. Drop-out is due to students finding new employment, joining the military service or transferring to other courses.

The programme is assisted by 8,300 teachers, of whom 55% are adult education teachers. Students graduate from these courses with senior high-school

qualifications and have the possibility to continue university studies in line with the order of priorities for professional training and the availability of jobs.

The successful development of these programmes will contribute to reaching the objectives of Lifelong Education for All thanks to a strong institutional commitment fully supported by the civil society.

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CHAPTER 7

ECONOMIC GROWTH AND EDUCATION DEVELOPMENT PLANS IN KOREA⁵⁸

*Jang, Soomyung*⁵⁹

1. Introduction: Rapid Economic Growth and Education Expansion

It is well known that the Korean Economy has been growing very fast and successfully. In 1970, Korea's nominal per-capita GNP was only \$249 but in 1996 it had grown to \$11,385. In between 1970 and 2001, Korea's annual GDP per capita growth rate was second highest in the world at 6.2%, following China's rate of 8.2%. In economic literature, human capital is pointed out as a key factor in economic growth (Partrinos 2001, Barro 1997). There is no doubt about the fact that educational expansion has played a significant role in Korea's economic development.⁶⁰

Educational development. Korea's educational expansion is remarkable. The average years of schooling in the labour force was higher than 12 years in 2001, compared to only 7-8 years back in 1970. In 1970, only 66 per cent of elementary school graduates went on to middle school while 70 per cent of middle school graduates went on to high school. Just 27 per cent of high-school graduates went on to junior colleges or four-year course universities. In 2003, more than 90 per cent of general high-school graduates went on to colleges or universities while 95 per cent of them applied for colleges or universities. Even among vocational high-school graduates, the advancement rate to higher education is around 57 per cent. Altogether, the advancement rate to higher education is around 80 per cent, which is the highest in the world.

⁵⁸ For the complete text of this report, please refer to the website:
<http://www.unesco.org/education/eps/>

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⁶⁰ However, we need to consider the other possibility that economic growth induces people to invest in education due to a higher rate of return in education and a high income to afford such education.

Education quality. The high academic achievement of Korean students in the international tests, such as the International Student Assessment Programme (PISA) and the Third International Mathematics and Science Study (TIMSS), is well known. The performance of Korean students has been well above the average of OECD countries. The OECD average was about 500. The average reading score of Korean students was 525, the average math score was 547 and the average science test score was 552.

If the quantity and quality of human capital are key factors of economic growth, the economic prospects of Korea are very bright because younger people enter the labour market with much higher educational attainment than older people who retire from the labour force. This phenomenon is happening in almost every country, but the case of Korea is truly exceptional where 95 per cent of the people in the age group between 25-34 has high-school education, which is the highest percentage among OECD countries and much higher than the OECD average of 74 per cent. Thus the educational level of the Korean labour force will be exceptionally high in the future compared to other countries.

However, the question whether the Korean economy will continue to grow fast in the future is not clear. During the past 10 years the rate of growth was very slow and not smooth, and the GDP per capita stagnated at around \$10,000 during the last 6 to 7 years. If the younger generation with more education have higher productivity in workplaces than the older generation with less education, generally speaking, the Korean economy should grow faster in the future, but this is by no means certain and the country may be in a situation where the policy of education expansion for economic growth should be reconsidered.

2. The financing of education

Until 1970, agriculture was the main industry in the Korean economy. In the 1980s and 1990s manufacturing industries became the core industries with the service sector absorbing most of the workforce at the same time. In recent years, high value-added service industries and high technologies sectors have been growing rapidly.

The occupational composition of the labour force changed accordingly. Education policy makers and educators tried to meet industrial demand for trained workers and individual demand for education. Until recently, there has been neither over-supply nor a severe shortage of educated workers. This means

that the education system was able to meet the industrial demand for educated labour.

The strategy of the Korean Government was to expand education in the natural sequence, first by investing most of its resources in primary education and then gradually extending its investment to secondary and higher education. The sequences were as follows: first the Government invested in the basic primary schools or lower-secondary schools (so-called middle school) and maintained a minimum level of quality with limited financial resources, a policy which rapidly increased the literacy rate. Then, during the industrialisation period, setting up vocational high schools or giving more support to private vocational high schools and junior technical colleges achieved the supply of medium-level skilled workers. Third, the Government took minimum responsibility to supply college educated white-collar workers (or elite workers) and engineers by operating one national university in each province and by maintaining the quality of higher education by controlling the number of students admitted into universities or colleges.

2.1. School system by type of establishment.

The current school system was established according to the Education Law enacted in 1949. It adopted a school ladder following a single track of 6-3-3-4: six years in elementary school, three years in middle school, three years in high-school and four years in college or university. Two-year junior college is between high school and four-year colleges. Student enrolment in junior colleges is a half of that in four-year colleges and universities.

Korea's educational finance can be characterised by:

- A triangle partnership among government, parents (or individuals), and private school foundations' cooperative-financing system;
- A centralised and controlled 'school' finance system;
- Quantity in education is the primary goal of educational finance policies.⁶¹ Quality comes next.

For a long time the Government and private educational foundations took responsibility for initially establishing school facilities and training teachers and professors. However, parents have paid most of school operating costs. At the primary school level 98 per cent of schools are public, as against 75 per cent at

⁶¹ This third characteristic should not be misunderstood given the strong zeal for education of Korean people and the strong demand for educated workers by industries.

the middle school level and 53 per cent at high-school level. Most junior colleges and four-year colleges at university level are private. Once we calculate the proportions using the number of students, the proportion of public schools is much lower. A large proportion of private schools does not necessarily mean that the Government does not take financial responsibility for education because it supports private schools financially.

Most public schools are operated by state governments but largely financed by the central Government for K-12 education while state governments take minimum financial responsibility. Private schools at all levels are operated by private education foundations. Parents pay tuition and fees for public and private high schools, even if the Government subsidises both types of schools. Most public universities are operated by the central Government but parents pay most of education finance at private two- and four-year colleges.

The central Government has been setting up primary schools and providing trained teachers by setting up the national universities of education. During the 1970s, parents paid tuition and other expenses for their children's primary education even after it officially became compulsory education. Most kindergartens are private.

For a long-time, the Government took less responsibility for lower secondary schools, compared to elementary schools or even to high schools. Thus, the proportion of private lower secondary schools is still very high: 24 per cent in 2002. Even after the Constitution, which was amended in 1972, provided a legal basis to expand compulsory education to the middle school level, parents took financial responsibilities for these schools for a long time. In 1985, free and compulsory education at the middle school level was enforced in islands and remote rural areas. Finally, in February 2001 the Education Minister announced the full application of free compulsory education at the middle school level from 2002.

For upper secondary schools, the Government took more responsibility for supporting vocational schools than general schools to meet the industrial demand for semi-skilled workers. Forty-six per cent of all high schools are still private.

For higher education, the Government focused on four-year colleges rather than junior colleges. More than 95 per cent junior college students are enrolled in private institutions, as compared to 75 per cent four-year college students. Forty-four out of 178 universities are national universities while only 4 out of 160 junior colleges are national colleges.

2.2. School Finance

In 1977, at the primary school level, the Government was paying more than 80 per cent of schooling costs (school facilities, teachers' salaries and other school operational costs). At the middle school level, parents bore the brunt of the financial burden by paying more than 74 per cent of all official costs. At the high-school level, parents paid 67 per cent of school costs. At the junior college level, parents paid 73 per cent of college costs and 64 per cent of four-year college costs. However, the Government paid 84 per cent of all costs of training elementary teachers at university level, which reflects the commitment of the Government to train teachers for primary education.

These figures reflect the Korean context where people's strong zeal for educational attainment is the basis for the Government to utilise parents' contribution to educational finance, and where economic growth has enabled people to invest much resource in education.

The current structure of education finance in Korea is given in the following table, which indicates the relative share of public and private finance by levels of education and type of establishments. One distinctive feature is that regardless of school establishment type, the private sector's financial responsibility is similar across public schools and private schools at the secondary education level. However, the private sector (mostly parents) still takes major responsibility for educational financing at high schools, junior colleges and four-year colleges.

Centralised School Finance. The public educational budget is highly centralised. In 1999, 82 per cent of the central Government's educational budget (which is around 20 per cent of the total budget) was transferred to the State for educational spending in K-12 education, and 84 per cent of the State educational budget came from the central Government. Thus, it has been easy for the central Government to exercise its influence on local education. It provides national curricula and sets the national educational standards. Thus ensuring equality of access to education and quality of education. The high academic achievements by Korean students at international tests are probably due to this central system.

Table 4: Private versus Public Educational Expenditure

School level	Total sum (unit: 1,000won)	Private Share (%)
Kindergarten	820,375,939	63.6
National & public	268,678,225	7.9
Private	551,697,714	90.7
Elementary school	9,633,978,141	0.7
National & public	9,545,462,362	-
Private	88,515,779	79.9
Junior high-school	5,977,308,242	20.8
National & public	5,133,748,927	20.3
Private	843,559,315	23.8
Senior high-school	6,433,927,977	41.7
National & public	4,064,308,428	38.9
Private	2,369,619,549	46.4
Junior college	2,852,362,647	76.4
National & public	67239,453	40.7
Private	2,785,123,164	77.3
University education	146,079,087	28.3
University	10,842,268,741	58.4
National & public	2,234,599,049	35.7
Private	8,220,309,166	67.3

Source: Kong, Hahn and Jang 2001

3. New Education Challenges and HRD Development Plans

3.1. Almost Complete Educational Expansion in Terms of Quantity

Korean educational expansion is almost over in terms of quantity, except for preschool education. This achievement was made possible by the use of private resources. Private education foundations could easily establish private schools and run them due to people's willingness to pay tuition. For a long time, most private schools could be operated on the basis of tuition and fees paid by students or their families, even if the Government set limits to tuition and fees.

Since most middle schools and high schools lost their rights to select students and to charge tuition autonomously, the Government supports them by making up the difference between the limited tuition income and the funds actually

needed to operate the schools. So far, parents' contributions and private school foundations mostly support higher education.

Some tensions exist between the original purposes of private schools and a private school system subsidised by the State. Because the share of public schools in K-12 education (compulsory education in most OECD countries) is still low, the Government is not in a position to replace private schools fully by public schools. Thus, the Government restrains private schools' rights and in turn supports private schools financially.

3.2 New Challenges

Korean education is facing serious challenges because it cannot meet current demand for skilled and creative workers in various industries, especially in high-tech industries in the knowledge-based economy. On the other hand, graduates cannot find jobs corresponding to their education. Thus, the issue faced by Korean education is not to expand quantity as in the past. Also, the support of education, mostly by the private sector, may no longer be an effective way of upgrading its quality. New challenges can be summarised as follows.⁶²

In K-12 education, students are not encouraged to get authentic learning. Korean students' performance is superb on international tests but students lack creativity, flexibility and self-directed learning ability. They have less and less interest in science and mathematics as they go to higher levels of education. These phenomena are related to the test-oriented education that stems from the severely selective college entrance competition which forces parents to spend large amounts of money on private tutoring (9 per cent of family income as an average) which in turn hollows out of formal educational establishments. Jang and Kim (2002) also pointed out that high-school education is unable to provide the various skills needed to succeed in higher education or on the job market. Another problem is that private understaffed pre-schools give most pre-school education with insufficient facilities.

Skills gaps are looming large in various areas of business fronts and the quantity-quality trade-off is manifest at tertiary education where there are 40 students per full-time professor in four-year colleges/universities and around 80 in junior colleges. Every year, around 250,000 graduates from four-year colleges and about the same number of graduates from junior colleges are entering the labour market, but few students find jobs within four months. Over 40 per cent of employed males holding four-year college diplomas have jobs that require

⁶² Woo (2002) summarized such challenges and we add more problems here.

less than their education. Skill mismatch by college majors is also very serious. The shortage of quality-graduates in the new-technology fields is serious. In terms of the number of graduates in these fields, there is no shortage, but many graduates are not prepared to meet the requirements of business firms.

The shortage of middle-level skilled technicians and engineers in manufacturing is a chronic problem. Generally, students prefer higher education to vocational education. As a result, the quality of vocational high schools has declined rapidly since the 1980s. Even in higher education, students prefer a major in business, law, and medicine to that of science and engineering.

Life-long learning participation in Korea is the lowest among OECD countries. Also young people enter the labour market for the first time at a very late age (the average age is 27.2) due to the very long formal schooling and the military draft system (for men).

All this may explain why the Korean economy has been stagnant during the last 7-10 years holding at around \$10,000 of its GDP per capita. Some describe this situation as the “\$ 10,000 trap” from which the Korean economy should escape. If human resources are the key element to advance at an advanced country level, the educational system needs to be revamped.

3.3. Policy Responses

The Korean government and education policy-makers developed various policy programmes and initiatives to tackle these issues in education and human resources development (HRD). The Ministerial Commission for HRD was launched for better policy coordination among ministries (March 2000) and the Ministry of Education was transformed into the Ministry of Education and Human Resources Development (2001). A New HRD Strategic Plan was prepared (Dec. 2001), followed by a NHRD Basic Law enacted in August 2002. According to the HRD Plan, the basic framework of NHRD Policy is a holistic manpower development policy for stimulating economic growth through fostering high quality professionals as well as the advancement of cutting-edge knowledge and technologies. It encompasses various policies aimed at creating social assets by sharing social norms, restoring trust among members of society, promoting cultural activities, and strengthening social cohesion. The Ministry of Education and Human Resources Development, standing at the centre of this endeavour, is trying to establish institutional and information infrastructures that will facilitate the development and utilisation of human resources.

The HRD Plan explains almost all policy drives and directives on education and HRD in Korea since the 1997 foreign exchange crisis. The following table presents the policy vision (or goals) and policy tasks:

Table 5: *HRD Strategies for Korea*, MOEHRD (Dec, 2001)

Policy Vision and Goals			
Competent Citizens and Trustworthy Society			
-To join the ranks of the top ten most competitive nations in human resources-			
Strengthening the capacity of individuals		Building social trust and cohesion	Creating new sources for economic growth
Policy area and tasks			
Developing the Key work competencies for all Koreans	Making Knowledge and human resources the driving force for further growth	Upgrading the level of utilisation and management of human resources	Building the infrastructures for human resources development
<ul style="list-style-type: none"> • Guaranteeing basic education for all citizens • Fostering a youth culture that is forward-looking and creative • Invigorating lifelong learning • Supporting ability development of the socially vulnerable groups • Forming social trust and democratic citizenship 	<ul style="list-style-type: none"> • Developing talented human resources • Developing workers for the nation's strategic areas • Strengthening cooperation among businesses, universities, and research institutions • Developing human resources for service industries • Training professionals for arts & cultural areas 	<ul style="list-style-type: none"> • Promoting professionalism of human resources in the public sector • Improving utilisation of human resources in the private sector • Expanding participation of women in human resources 	<ul style="list-style-type: none"> • Constructing the information infrastructures for human resources • Improving the system of Knowledge distribution • Strengthening effectiveness of the human resources policy

4. Financing HRD and Education Policies.

In practice, the HRD Plan is a massive drive (1) to revitalize K-12 schools, (2) to upgrade the quality of higher education in both education and research, (3) to expand the welfare in the education area, (4) to set up life-long learning networks, and (5) to make a constant coordination system between education and industry.

To achieve these goals, the Government is trying to invest more in education, as the absolute amount of educational expenditure per student is much lower in Korea than in other OECD countries. In 2003, the education budget was very close to 5 per cent of GDP and the current government plans are to increase it to 6 per cent by 2008.

Table 6. Expenditure on Educational Institutions per Student, 1999: OECD Countries

	Pre-primary education (for children 3 years and older)	Primary education	Lower secondary education	Upper secondary education	All secondary education	All tertiary education
France	3,901	4,139	6,657	7,766	7,152	7,867
Hungary	2,458	2,179	2,017	2,756	2,368	5,861
Ireland	3,386	3,018	4,401	4,362	4,383	9,673
Italy	5,133	5,354	6,206	6,741	6,518	7,552
Japan	3,154	5,240	5,612	6,460	6,039	10,278
Korea	1,752	2,838	3,208	3,597	3,419	5,356
Norway	11,699	5,920	7,387	7,819	7,628	12,096
Switzerland	2,764	6,663	7,824	11,819	9,756	17,997
Average	3,847	4,148	5,210	5,919	5,465	9,210

* Source: Education at a Glance (2002)

* Note: Annual expenditure on educational institutions per student in equivalent US dollars converted using PPPs, by level of education, based on full-time equivalents

* Note: Annual expenditure on educational institutions per student in equivalent US dollars converted using PPPs, by level of education, based on full-time equivalents

4.1. Upgrading higher education

The BK21 project for the development of professional and advanced human resources was established in 1999. In this project, 200 billion won will be spent on 4-year universities every year from 1999 to 2005. (The total investment over seven years will be 1,4 trillion won). The BK21 project is initially aimed at upgrading the quality of R&D in science and engineering fields. This project also supports basic academic fields.

Another BK21 project was launched for universities located outside the Seoul metropolitan area in 2003. It is called the regional BK21 Project. It aims at making regional universities play the pivotal role in regional innovation systems consisting of universities, research institutes, provincial and local governments and industries.

Other initiatives are taken to upgrade the quality of higher education: (i) government support to the basic academic fields with 100 billion won every year for three years, (ii) establishing a professional school system in medical and dental fields, law and business, (iii) hiring more full-time teaching staff. To upgrade the quality of higher education, the Government spent 1.4304 trillion won in 2002 and it plans to spend a similar amount in 2003.

4.2 Revitalizing primary and secondary schools

To improve formal schooling, the Government took several measures:

- Reducing class size is regarded as a very important condition to tackle problems in basic education and to make the 7th national curricula⁶³ work at school site. By building more classrooms and new schools, the number of students per class was reduced from 50-60 students in 1980 to about 35 in 2002. However, constant movement from rural to urban areas, especially to the Seoul metropolitan area, and constant mobility within the city makes this project much harder. The Government currently plans to reduce class size further to 33.9 for high schools, to 34.6 for middle schools and to 33.8 for primary schools by the end of this year. To achieve this goal, the Government will build more new schools and classrooms.
- Hiring more teachers and supporting the professional development of the teaching staff: 23,600 new teachers will be hired in 2002 and 2003.

⁶³ 7th curricula aims to educate children to be more creative in problem solving and to give students more rights to choose their courses at school sites given students' talents.

- School facilities are being renovated and many multi-purpose classrooms are being built to help the 7th curricula taking root practically in school sites. The amount of investment in these facilities is much more than 2.4 trillion won.

4.3 Educational Welfare and Life-long Education

The Government intends to:

- provide free education-care to 5-year-old children. In 2003, 20 per cent of them were receiving free education;
- develop free and compulsory middle school education;
- expand special education;
- establish life-long learning networks;
- coordinate, in a better way, the school and university system with industry.

Investment in education will grow from 32.2 trillion won in 2001 to 35.2 trillion won in 2002.

4.4 Difficulties and Issues

Parents and private education foundations are spending a lot of money on formal education and private tutoring, while the central Government transfers most of education expenditure to state educational offices. State and local governments' financial independence is very low. The most important issues in education finance are:

- to encourage state governments to take more responsibility in financing education;
- to identify priorities: basic versus higher education, junior colleges versus four-year colleges (universities), pre-school education versus lifelong education;
- to select modes on support: hardware (class-size reduction) versus "humanware" or software, such as curriculum and teaching methods;
- to invest more in formal education to reduce private spending on tutoring.

5. Concluding Remarks

Many aspects of Korea's educational development are exceptional and excellent. Education expansion is almost completed in terms of quantity, as shown by the high advancement rate from high school to higher education. However, this expansion causes some problems, such as high unemployment and underemployment of young college graduates, and long period of transition periods from school to work. Furthermore, this quantitative expansion does not automatically supply the highly creative professional workers that the economy needs. To upgrade the quality of higher education in many universities and colleges with public funds is almost impossible while improving K-12 education, which requires a huge amount of money.

Rational allocation of financial resources to each sector of education and efficient use of allocated resources requires very creative, hard thinking and problem-solving skills from both policy-makers and educators. Rigorous research based on hard evidence is also needed. Education plans and implementation strategies should be scrutinised to avoid wasting precious education finance.

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CHAPTER 8

EDUCATION FOR ALL IN INDIA⁶⁴

Amik Kaushik⁶⁵

1. The national context

India is one of the world's largest democracies, covering an area of 3.2 million sq km and with a population of more than 1 billion. As the world's second most populous country, India is home to 16 per cent of its population. It is a federal country divided into 35 States and Union Territories. Both the states and the central government have concurrent powers on education. A major challenge in national planning is to reconcile the planning priorities of States with the national plan frame, and in this regard, the National Development Council (NDC), with representation of chief ministers of all States, is a statutory body that imparts a national character to the entire process of planning.

During the post-Independence period, there has been considerable expansion in educational facilities and enrolment at the elementary stage, and as a consequence, the literacy rate has improved every decade. The latest Census indicates that the literacy rate has increased by about 13.17 percentage points in a period of ten years, from 52.21 in 1991 to 65.4 per cent in 2001.

Both on the literacy and the primary education fronts, India has been implementing a number of specially designed programmes to move towards the goals of ensuring universal primary education and of eradicating adult illiteracy. However, as a follow-up to the Dakar Framework of Action for Education for All (EFA), an attempt has been made to link national goals and targets with the global targets of EFA.

⁶⁴ For the complete text of this report, please refer to the website:
<http://www.unesco.org/education/eps/>

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One of the most significant developments in recent months has been the passing of a Constitutional Amendment by the Parliament, which makes elementary education a fundamental right for all children in the age group of 6-14 years. A Central legislation to enforce this right is under preparation. Other significant developments include the following:

Achieving EFA (Education for All), that is total literacy and universal elementary education, rests on the following strategies:

- The Government of India and the state governments have prepared contextualised action plans with a focus on reaching the unreached through innovative and alternative modes of schooling. Decentralised district planning introduced in the 1990s is expected to address local needs and demands more effectively.
- The second strategy is to actively involve the people at the grass roots through democratic devolution of powers. Though there are variations across the States, there is a decisive move towards decentralisation of educational governance all over the country. In some states, this is done by transferring powers to local self-governing bodies, while in others it is done through the creation of empowered village education committees and school management bodies.
- The Indian Constitution has been amended, making basic education a justiciable fundamental right in line with the international convention on child rights.
- Social mobilisation and eradication of adult illiteracy are attempted through mass literacy campaigns, largely as a national programme but implemented at the district level.

The Framework of Action adopted in Dakar identified six goals of EFA, which are being vigorously pursued by the Government of India. Namely:

- Universalisation of Integrated Child Development Services scheme to enable early childhood care and education (Dakar Goal 1);
- Universalisation of elementary education (UEE) is the remit of the Sarva Shiksha Abhiyan (SSA), the national programme to implement the fundamental right to free and compulsory education, which is eight years of quality education for all children in the age group 6-14 by 2010. (Goals 2 and 6);

- A comprehensive plan for adolescents, especially girls, in the Tenth Five Year Plan;
- Provision of functional literacy to all illiterate adults in the age group 15-35 to be achieved by the NLM (National Literacy Mission);
- Achieve a sustainable threshold level of 75 per cent literacy by 2007;
- Special schemes targeted at girls, apart from focus on girls in general schemes;
- Removal of all disparities, including gender, at the primary level (class I-V) by 2007 and at the elementary level (I-VIII) by 2010.

In a large country like India, it is not easy to prepare a national plan of action for EFA, as different States are at different stages with respect to the EFA goals. A genuine national plan must account for inter-state variations, and reflect the perspectives of the civil society organizations that are involved in educational activities. Further, it should be based on goals and strategies, for an action plan prepared only at the behest of the international community would remain a mere statement of intention. Making the plan a credible one and translating it into reality depends upon convergence of the international commitments made by the country with the national proposals, as well as the political commitment of the national leadership and the support of civil society.

2. Early Childhood Care and Education (ECE)

At the time of Independence, the need for pre-school education was primarily fulfilled by voluntary organizations. It was only in the 1970s that child welfare services were expanded to the health, education, nutrition and other sectors. While the National Policy for Children was adopted in 1974, the Integrated Child Development Services (ICDS) scheme was launched as a sequel to it in 1975. The National Policy on Education (NPE) adopted in 1986 viewed early childhood care and education (ECCE) as a feeder programme for primary education and also as a support service for working women.

This approach has been reaffirmed by the Tenth Five-Year Plan, which stresses the need to reach every young child in the country to ensure their survival, protection and development, to ensure development through effective implementation of policies and programmes in the areas of health, immunisation, nutrition and education through nationwide programmes, to continue ICDS as the mainstay for promoting the overall development of young children and mothers, especially the girl child all over the country, and to recognise that while early childhood up to six years is critical for the development of children, the pre-natal to first three years is the most crucial and vulnerable period for laying

the foundations for the achievement of full human development and cumulative life-long learning.

The legal basis for action in this area is given by the Eighty-sixth Constitutional Amendment Act, which reads "The State shall endeavour to provide early childhood care and education for all children until they complete the age of six years." Providing universal access to comprehensive health care and education to children in the early stages of development prior to entering primary school is given a special place in national education policies and programmes.

The ICDS programme of the Department of Women and Child Development (DWCD) is the largest early childhood education (ECE) programme in the country. ICDS was started in 1975 in 33 blocks as a programme for the holistic development of children under six years to break the vicious cycle of malnutrition, morbidity, reduced learning capacity and mortality, and to provide health, nutrition, ECE and convergence services. It now covers most of the country, with a total coverage of more than 169 million children in the 3-6 year age group.

ICDS also provides support to the national efforts for universalisation of primary education, through increased opportunities for promoting early development, associated with improved cognitive and social skills, enrolment and retention in the early primary stage. By releasing girls from the burden of sibling care, it also enables them to participate in primary education. The major components of the scheme include supplementary feeding, growth monitoring and promotion, nutrition and health, immunization, health check ups and early care and stimulation of children up to the age of six.

Apart from the ICDS programme, the Department of Elementary Education and Literacy has also supported early childhood education through a variety of strategies under the District Primary Education Programme (DPEP) and the Mahila Samakhya project. The DPEP has been a holistic programme for ensuring universal primary education (UPE), emphasising the centrality of pre-school education as the foundation for achieving UPE.

All States have taken up the issue of school readiness programmes for children entering primary school, usually towards the end of the pre-primary stage, and in some cases at the beginning of class I. The school readiness programmes also ensure that the curriculum and teaching in the ECE centres and primary schools are synchronised.

3. Progress towards Universal Elementary Education (UPE)

The Eighty-sixth Constitutional Amendment says "The State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine." Elementary education in India is defined as the education from classes I to VIII, and roughly covers children from the age of 6 to 14 years. Elementary education is further divided into two stages: primary (class I to V) and upper primary education (class VI to VIII).

The universalisation of elementary education (UEE) has been a national goal since Independence. Concerted efforts towards UEE during the last five decades have resulted in a manifold increase in the number of institutions, teachers and students. As a result of these efforts, total enrolment at the primary stage increased from 97 million in 1990 to 114 million in 2000-01. At the upper primary level, the enrolment during this period increased from 34 million in 1991 to 43 million in 2001. Significantly during this period, the growth rate of girls' enrolment at the elementary level was much higher compared to that of boys. In fact, over the years, the participation of girls at all levels of school education has increased substantially. Whereas the relative share of girls' enrolment in total enrolment at primary level was only 28.1 per cent in 1950-51, this has increased to 43.7 per cent in 2000-01. Similarly, at the upper primary level, the relative share of girls' enrolment to total enrolment, which was as low as 16.1 per cent in 1950-51, has gone up to 40.9 per cent in 1999-2000.

Despite these efforts, approximately 35 million children are still out of school. Within the country, there are wide disparities in the educational status of different regions. Thus, while there are some regions that are close to achieving the goals of UEE, there are others that have a long distance to go before they can achieve the same. Out of a total population of 192 million in the age group of 6-14 years, the number of children attending is 157 million. Those outside the school system are mostly children from socially marginalised groups, especially girls, working children, children from poor families, disabled children and children in difficult circumstances.

Although the task of achieving UEE is daunting in a country as diverse and large as India, several positive signals and opportunities have emerged in recent years. Most important of these is the ever-increasing demand for education from parents and communities all over the country. Further, recognising the importance of the primary education sector, the central government has been working with state governments on a principle of shared responsibility. This

becomes even more important in the context of our commitment to make elementary education a fundamental right. Given the magnitude of the task, the Government of India will continue supporting initiatives in elementary education while promoting the capacities of the state governments to meet the challenges effectively.

The Government's flagship programme for achieving universal elementary education is called the Sarva Shiksha Abhiyan (SSA), which loosely translated means "Movement for the Education of All". SSA aims at providing universal enrolment by the year 2003, five years of quality primary schooling by the year 2007 and eight years of quality elementary education by the year 2010. Its specific goals are:

- All children in school, Education Guarantee Scheme (EGS) centre, alternate school, 'back-to-school' camp by 2003;
- All children complete five years of primary schooling by 2007;
- All children complete eight years of elementary schooling by 2010;
- Focus on elementary education of satisfactory quality with emphasis on education for life;
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010;
- Universal retention by 2010.

SSA is an effort to universalise elementary education through community-ownership of the school system. The community is the key to planning, implementation and monitoring of SSA, and the habitation has been made the basic unit of planning. Habitation-level plans are prepared first, which are then combined together to form District Elementary Education Plans. The major features of SSA include educational reforms, community ownership, institutional capacity building, community-based monitoring, accountability to the community, priority to the education of the girl child, and a distinct focus on quality. SSA is an umbrella framework that includes within itself all existing externally aided as well as new projects taken up by the Government.

Considering that three-fourths of the out-of-school children in the country are girls, and a substantial percentage of them belong to socially marginalised groups, the core strategy for achieving UEE must be the education of these children. If the issues of UEE relating to girls and marginalised children are addressed, all other issues would automatically be resolved. Simultaneously, efforts would be made to address the educational needs of working children, children in minority groups, deprived urban children, children of migrant

families, children of poor families, disabled children and children of hardest-to-reach groups.

SSA provides a variety of measures aimed at increasing and retaining enrolments in schools, such as free textbooks to girls and children from socially marginalised groups, free uniforms and so on. A separate mid-day meal scheme helps to increase the attendance of students as the provision of a hot-cooked meal has a direct impact on attendance. For those children who have already dropped out, suitable alternative education systems would be provided such as bridge courses, remedial courses, back-to-school camps, etc., so that they can be mainstreamed into the formal system.

A simultaneous emphasis is being placed on improving the quality of education through a focus on pedagogic improvement, making teaching learning joyful, child-centred and activity-based. This includes improved teacher training, development of local-specific teaching-learning material, interesting teaching methods, contextual curricula and textbooks, instruction in mother tongue, flexible school timings, attractive classrooms, positive environment, good quality school infrastructure and facilities, more friendly evaluation techniques, etc.

Special attention to the educational needs of socially marginalised communities such as the scheduled castes and scheduled tribes is a national commitment, pursued in all the Five Year Plans. In many States, the progress with respect to enrolment and participation of children belonging to these sections has been quite satisfactory, although there is a need to refine the identification of target groups even among the SC/STs and identify particular sub-groups that are seriously handicapped and require greater attention.

Working children. Educating children who are compelled to join the workforce prematurely instead of attending primary schools is a major problem that has defied effective solutions for a long time. Enrolling such young children who are already in the labour market and ensuring that they complete primary schooling assumes even greater significance in the current economic scenario of liberalised economy. India has the largest number of working children in the world: about 20 million of which 91 per cent are in rural areas and 88 per cent per cent are girls.

The Ministry of Labour, which is the nodal ministry to formulate and implement schemes relating to eradication of child labour, has initiated the National Child Labour Project (NCLP) to impart education to working children. The Department of Elementary Education and Literacy would coordinate and

cooperate with the Ministry of Labour by providing academic support in the form of designing appropriate curriculum, development of teaching-learning material, training of instructors, imparting vocational skills, designing modes for learner evaluation, etc. Further efforts would also be made to encourage NGOs to take up specific innovative programmes to promote education for working children. It would be necessary to make education of school-going children obligatory on the part of those who engage them for work. The elimination of child labour requires multi-pronged efforts with a strong component of mobilisation of various stakeholders, i.e., parents, children, employees, PRIs, media, etc. The efforts of different departments/agencies working in the area of child labour, especially the Department of Labour, must be coordinated, and ongoing programmes like NCLP and others supported as required.

The costs of schooling. A large number of children in India do not attend school because of poverty. Although education is free, the private cost of education in terms of uniform, textbooks, stationery and transport is often beyond the means of poor parents. The cost of schooling is even higher if opportunity cost and indirect costs are added to the direct cost. Non-enrolment, non-achievement or dropping out is generally found among children from the low-income category. It has been observed that enrolment rates show a distinct relationship with household income. As unequal distribution of education is both a source and consequence of poverty and social exclusion, incentive schemes for all children below the poverty line have been recommended to meet the cost of education. The incentives would be in the form of free textbooks, uniform, stationery, scholarship, and transport allowance, and efforts would be made to revamp the incentive delivery system so that the benefits actually reach the target groups.

Hard-to-reach children. Children living in remote areas or from landless migrant families from agriculturally backward areas in India are particularly hard to reach. A large number of children, especially girls, do not attend school because they have to attend chores like cooking, bringing water, collecting firewood, washing and cleaning, taking care of their younger siblings, grazing the cattle, and taking food for their parents to their work sites. The Education Guarantee Scheme (EGS) provides for diversified strategies and flexible financial parameters. A range of options, such as EGS, back to school camps, bridge courses, remedial teaching, seasonal hostels, etc., is available under this scheme, which is flexible and responsive to local requirements. The ultimate objective of the scheme remains to mainstream children who are out of school.

Children with special needs. It is estimated that there are about 6-10 million children with special needs in India in the 6-14 age group, out of the total child population of 200 million in 2001. Out of these, only about 1 million children

with disabilities are attending school. The goal of UEE cannot be achieved unless all children with special needs are included in the formal or non-formal education system. SSA makes special provisions for such children, providing additional allowances on an annual basis for identified children.

Deprived urban children. Historically, education programmes in India have tended to be more rural-focused, largely because more readily identifiable social, political and economic structures have helped to make educational planning relatively easier. But increasing urbanisation has led to mounting pressure on civic infrastructure, particularly since investments in these facilities have not been commensurate with the growth of the population. Deprived urban children are in different categories, including children living in slums or unauthorised colonies, working children or children engaged in domestic labour, children from migrant families, street children, children of sex workers, orphans, etc.

In urban areas there is little uniformity in the management of education, which may be looked after by the urban local body in one city or under the responsibility of the State's Education Department in another. The issue is further complicated by the nature of rural-urban migration. Most poor urban people occupy unauthorised slum clusters on public or government land on which little or no investment for the improvement of infrastructure is deemed necessary. They have no access to basic facilities, including education.

Government schools in urban areas coexist with privately provided facilities, and are often ill-equipped in terms of infrastructure and basic amenities. Differences also exist in the curriculum transacted, particularly with reference to the study of English. Further, even though children may be formally enrolled in schools, a large number of them, particularly girls, remain out of school. This may be on account of social and/or economic reasons. In general, there is a lack of incentive for poor children in urban areas to attend school. In fact, there may even be a strong disincentive in terms of loss of earning, poor quality of teaching, lack of infrastructure, the location of the school, etc. At times, the issues may be even simpler, as for example, the difficulties faced by small children who need to cross a busy road to reach the local school.

Under SSA, measures such as convergence between various government departments and the municipal corporation, formation of educational plans for all children of urban areas, opening of new schools and EGS centres, relocation of government and local body schools near colonies and settlements, and improving quality and the infrastructure of government schools in urban areas are being taken up. The Government views non-governmental organizations or the voluntary sector as partners in the march towards achieving the goal of

education for all. This comes out of the realisation that no single delivery system, be it in the public or private domain, can achieve the goal of UEE without the participation of the voluntary sector. Also NGOs that offer alternative development models have established reputation in terms of accountability, quality of services, cost effectiveness, innovation, closeness to the grass-roots level and effective management style. NGOs have made significant contributions to education in developing new models of pedagogy, innovative curriculum, teaching, learning aids, new textbooks, teacher training, community empowerment, effective school management, building environment and institutional development, and government agencies have adapted or replicated many of these innovations.

The corporate sector has also taken a lead in recent times in working with the central and state governments and NGOs to achieve the goal of basic education. For instance, one of India's largest financial institutions, ICICI, has set up a Social Initiatives Group (SIG) to focus on development-related initiatives. Pre-primary and primary education are among the three areas on which the SIG is focusing its attention. The Confederation of Indian Industries (CII) has set up a Primary Education and Literacy Committee, through which it works with its affiliated units to build alliances to support EFA programmes.

Even though private initiative has always been a part of the school education endeavour, it has neither been large nor of a sizeable magnitude in the efforts to universalise elementary education. The country has not been able to fully utilise the potential of the private sector, and without abdicating the responsibility of the government sector to providing basic education, the objective of SSA should be to promote a synergic public-private partnership to achieve the objective of UEE.

The role of private education. Private fee-paying education, a phenomenon until recently seen only in the urban areas, is now gaining prominence in the elementary education sector even in rural areas. New private schools have contributed to raising parental awareness, even among poor and illiterate parents, of how schools should function. Together with measures initiated by the government, this phenomenon has also contributed to the increasing social demand for universal elementary education.

But if private schools should not expand because of the decline in government school quality and dysfunctional government schools, or due to poor school infrastructure and management or on account of teacher negligence and absence, it is the massive governmental school system on which the poor still rely on for

basic education, especially in rural areas. Therefore the priority is to improve the quality of government schools, teacher accountability and the infrastructure.

The Open Learning System (OLS) is also an important dimension of the efforts to provide school education to all. It would be strengthened for providing education from the elementary stage and above to meet the needs of those who are unable to seek education through a full-time institutional system, especially girls, SC/STs and weaker sections, with assured equivalence to institutional learning in terms of certificates. The OLS has recently been expanded through the establishment of State Open Schools, and greater emphasis is now being placed on networking and collaboration for the use of distance education and information and communications technology (ICT) for basic education. At the national level, the National Institute of Open Schooling (NIOS) offers open basic education equivalent to grade VIII level through the distance education mode.

Mobilising civil society to participate in basic education programmes is essential for achieving the goal of UEE. Communication and media strategies would be designed to sensitise, mobilise and motivate the stakeholders, community, opinion leaders and the public for achieving the goals of UEE. A multimedia campaign with strong media advocacy, employing a wide range of vehicles of communication, from folk and traditional media to electronic media, outdoor publicity and print media, has already been launched.

4. Girls' education

Despite early recognition of the value of and need for female education, educational participation of girls is still low. The National Policy on Education (1986) brought the issue of women's equality to centre stage when it stated that "Education will be used as an agent of basic change in the status of women. In order to neutralise the accumulated distortions of the past, there will be a well-conceived edge in favour of women.... This will be an act of faith and social engineering.... The eradication of women's illiteracy and obstacles inhibiting their access to, and retention in elementary education will receive overriding priority, through provision of special support services setting time targets and effective monitoring..."

It was acknowledged that achieving universal elementary education (UEE) would be impossible unless concerted efforts are made to reach out to the girl child. Since the mid-1980s all basic education programmes have been designed to incorporate these policy perspectives and recommendations. The first

generation basic education programmes all emphasised the focus on girls' education. This intent was taken to scale through the District Primary Education Programme, which made female literacy rate a selection criterion for project districts and set goals of reducing gender disparities in enrolment, retention and learning. In the same vein, SSA reiterates the need to focus on girls' education to equalise educational opportunities and eliminate gender disparities.

Addressing the question of women's empowerment through education, the Mahila Samakhya programme was introduced in three states in 1989. From modest beginnings, this programme has spread to many more districts in the country and is poised for further up scaling during the Tenth Plan Period. The thrust on female education received further impetus from the National Policy for the Empowerment of Women, introduced in 2001, which emphasises equal access to women and girls, adoption of special measures to eliminate discrimination, to universalize elementary education, to eradicate illiteracy, to create a gender sensitive educational system, to increase enrolment and retention rates of girls and to improve the quality of education to facilitate life-long learning, as well as development of vocational/technical skills.

But forward-looking policy statements need not necessarily mean actual change at the ground level. For change to be apparent, there has to be fuller utilisation of the policy statements in planning and implementation. Though major gains have been recorded in enrolment and retention of girls over the years and gender gaps have narrowed considerably, they still persist. Similarly, although the share of girls' enrolment to total enrolment at the primary and upper primary stages has risen sharply and dropout rates have reduced, gender disparities still persist, and these areas need to be specially addressed.

A special component of SSA provides a special package in almost 2300 educationally backward blocks to give a thrust to girls' education through intensified community mobilisation and local-specific interventions that focus on the school environment, support services like child-care centres, and special incentives. To give a greater focus to the hard-to-reach groups of girls, especially those residing in small, scattered habitations, which are distant from schools, the Kasturba Gandhi Swatantra Vidyalaya scheme for provision of residential schools in the identified backward blocks is being launched, with a special focus on girls from marginalised communities.

Concerted attention on women's and girls' education requires a separate thrust to ensure that gender concerns are built into every intervention and strategy and are included in larger UEE targets. The programme enabled the building of capacities for girls' education, in terms of staff, institutions and teaching learning

materials. Girls in the programme are more aware, self-confident and aware of gender issues, as these are thrust areas in the programme. The programme has also been able to focus on marginalized communities, which are the hardest to reach and to bring into the educational stream, since they are inhibited by livelihood and socio-cultural issues and taboos.

The country strategy has, therefore, been a two-pronged approach, including gender mainstreaming and introduction of specific schemes for promoting the education of girls and women. The gender mainstreaming approach is targeted through the UEE programme of SSA. More focused and specific gender-based interventions shall be implemented through gender-based programme, which focus exclusively on women and girls.

5. Quality concerns

The elementary school system in India has grown in size consistently, achieving an enrolment of more than 150 million. This obviously poses a major challenge not only for efficient management but also for mobilising resources needed to maintain even a reasonable level of quality. Quality improvement is a complex question and there is no single-factor solution for the problem. The Government has pursued a four-fold strategy consisting of (a) improving the provision of infrastructure and qualified teachers for primary education; (b) providing improved curriculum and teaching-learning material; (c) improving the quality of teaching-learning process through the introduction of child-centred pedagogy; and (d) increasing attention on measuring learner achievement levels.

5.1 Improving infrastructure and recruiting teachers.

Considering that the country has more than half a million primary schools, it is difficult to get a clear picture of the status of provisions in all the schools. Despite some improvement between 1986 and 1993, schools continued to suffer from deficiencies in infrastructure facilities. Most of the primary and upper primary schools being co-educational, the absence of separate urinals and lavatories for girls, particularly in upper primary schools, can be a major hurdle in the participation of girls.

Under the SSA, each of the 0.85 million elementary schools receives maintenance and school improvement grants on an annual basis. Further, all teachers in these schools are entitled to a grant every year to develop TLM. SSA also envisages a massive programme for construction of additional classrooms;

new school buildings, toilets and drinking water facilities, and about one million new additional classrooms are expected to be constructed by 2007.

With the expansion of educational facilities over the years, the number of teachers has also increased. The government policy is to provide at least two teachers to every primary school initially, and ultimately, the endeavour is to provide one teacher for every class or section in primary schools. In the upper primary schools, the teachers are provided on the basis of subject teaching and teaching workload. During 1990-91, the teacher-pupil ratio in primary schools was 1:43, and 1:37 in middle schools, which remained constant in 2000-01. Over the years, teacher-pupil ratio has remained constant, with the increase in teacher recruitment just about keeping pace with the increased enrolment.

Given the role of women teachers in increasing the enrolment and retention of girls, it has been stipulated that 50 per cent of the teachers being recruited henceforth would be women. Prior to the process of recruitment, the States would be carrying out intensive rationalisation of the existing teachers as certain schools in urban areas have teachers far in excess of the 40:1 norm. In contrast, remote areas are often starved of teachers. Some states are seeking to decentralise the teacher cadre, so that the teacher recruitment takes place at least at the district level, if not at the village or block level. In some states local self-government bodies are responsible for managing the teacher cadre. In other states, teachers are government functionaries but management has been decentralised at the district or block level to facilitate recruitment and enable better accountability and easy monitoring.

In many states, efforts would continue to expand the capacity of pre-service training in partnership with the private sector. States have been given the option to fill up the immediate needs through recruitment of community teachers who are academically qualified persons from the community by the village itself. These community teachers are given compressed orientation training before they start teaching, which is reinforced annually through a series of modules, with the aim of providing them professional qualifications after 3-5 years.

Improvement in the quality of teachers through effective programmes of teacher education is central to any quality improvement programme in basic education. A national programme of restructuring teacher education in the country took shape in the 1990s. This programme established a District Institute of Education and Training (DIET) in each district exclusively to cater to the development needs of elementary education of the particular district, and to work out mechanisms for providing support to teachers at sub-district levels. The establishment of a DIET in each district was therefore a major step in taking the

support system nearer to the field. During the last ten years more than 400 such district level institutions have been established. This process of decentralisation has been further extended under EFA projects through the establishment of block resource centres (BRCs) and cluster resource centres (CRCs), the main function of which is capacity building among teachers.

Three key roles for the sub-district centres have emerged: teacher training, supportive visits to schools, and a monthly cluster meeting of teachers to discuss issues related to classroom transaction. These resource centres provide a modality for involving teachers in the process of quality improvement. Regular school visits by CRC coordinators have made a contribution to the functioning of schools and classroom transaction, and given teachers improved confidence that they are not isolated. Residential facilities at the block level make it possible to have frequent training programmes on a wide range of issues such as multi-grade teaching, developing TLM, student evaluation, specific content areas, basic pedagogic issues and so on.

Thrust areas in teacher education identified for the next five years include the development and strengthening of teacher education institutes, training of teachers, pre-service as well as in-service, and professional development of practitioners, i.e. teacher educators, managers and others. A Resource Support Programme (RSP) that is dynamic, responsive to emerging needs and builds on existing strengths of various institutions has been put in motion to upgrade the quality of teacher education in the country. The RSP will provide a framework to support the development of specialised professionals such as curriculum developers, evaluators, and educational management experts, experts in the teaching of mathematics, science and other disciplines, and would be a critical aspect of the education of teacher educators.

A major move was made in the 1990s to use modern technology and distance education mechanisms to reach out to schoolteachers on a continuous basis. Two programmes in this regard need to be mentioned. One is the expanding programme of reaching out to teachers and teacher educators through a satellite-based teleconferencing network. The second is the fairly large-sized Distance Education Project within the framework of the DPEP. Both the programmes are operated in a collaborative fashion involving various organizations and national and state-level organizations.

5.2 Curriculum and teaching materials

Considering that curriculum and textbooks play a very significant role in quality improvement efforts, special steps are being taken to revise the curriculum for

all stages of schooling and to bring out improved versions of textbooks. The National Curriculum Framework for School Education-2000 emphasizes the development of independent and rational thinking, and the ability to construct knowledge and solve problems among learners. However, curriculum prescription and textbook preparation for schools is a decentralised phenomenon and essentially a subject handled by state governments. Only a broad national level curriculum is suggested, and state-level authorities decide on the specific curricular inputs and teaching-learning material to be followed in all the state-supported schools.

The last ten years have witnessed a variety of activities in the area of curriculum and TLM preparation in all the States. These efforts will be strengthened and continued in the coming years. The purpose of the exercise has been mainly to make the material more relevant, interesting and child-friendly. The specification of minimum levels of learning (MLL) in the early 1990s at the national level also prompted the States to take up the task of curriculum and textbook revision. Three factors have characterized the process of material development. First, a participatory approach has been the high point of the textbook development process, involving teachers, field personnel and experts from SCERTs. Secondly, people involved in textbook development have been periodically exposed to 'good practices' of other states and NGOs. Thirdly, in most states, field trials of textbooks and other material have been undertaken to identify gaps that could be corrected before large-scale introduction took place.

As a result of the above processes, the new textbooks for primary school grades are significantly different from the old ones. The language used is much simpler and familiar to the child. The books now offer space to build in the local context for classroom transaction. Attention is also paid to illustrations and font size in an effort to make them more child-friendly. Some states have embarked on preparing integrated textbooks, i.e., using the same lesson to transact language and environmental science skills, especially for the first two classes. Teachers' guidebooks have also been developed to facilitate classroom transactions. Improving the availability of textbooks is another important area to be strengthened. Over the years, state governments have launched a number of schemes to ensure free textbook provision for marginalised children. Providing textbooks and TLM is now a frontal mainstream initiative under SSA. All SC/ST children and girl students at the elementary level would be provided free textbooks.

SSA lays special emphasis on the use of a variety of teaching-learning material in the classrooms and on preparation and use of instructional material by classroom teachers. Towards this end, a TLM grant is given to each teacher

every year, which allows teachers to make and use different kinds of materials according to needs. The purpose of the scheme is to help the teachers prepare low-cost TLM for activity-based transaction of the curriculum in different subject areas. A second strategy would be to simultaneously encourage states to develop school libraries to augment the academic resource base for teachers as well as students.

5.3 Improving the quality of the teaching-learning process

The quality of education depends on the nature of the teaching-learning process. In fact, studies have also brought out that non-attendance of children in schooling and subsequent dropping out from school for many of them is determined by the nature of this process. It is in this context that a number of activities to improve the quality of classroom interactions and making them child-centred and joyful have been initiated during the last several years, and under SSA these initiatives would be further reinforced.

The main thrust is to help teachers make the classroom processes more contextualised to local conditions characterising the school and the community. It is accepted that many schools have to continue working with minimal infrastructure and learner-support material for the time being. In spite of additional teachers being appointed in many project schools, the majority of schools—perhaps 80 to 85 per cent—involve multi-grade teaching. This, perhaps, is inevitable with more schools in smaller habitations being opened. Adapting to such conditions and making the teaching-learning process still effective is a big challenge faced by the primary school teacher.

5.4 Assessing learners' achievements

Following the definition of minimum levels of learning at the national level through an expert body set up by the Government of India, the 1990s witnessed rising attention assigned to the assessment of learner achievement. Most of the state governments with the help of NCERT and SCERTs not only revised their curriculum and textbooks but also initiated programmes for measuring learner achievement on a regular basis. The Government of India supported a number of projects to study and work out the processes needed for achieving competencies by all children.

EFA projects carrying out baseline studies to assess the achievement of learners in various classes of the primary school or setting targets for raising learner achievement levels in a phased manner have been launched. For instance, DPEP has set the target of raising achievement levels by 25 per cent during the project

period and initial results show positive change in the learning levels of children. Because learning conditions differ among states, it will be difficult to generalise the progress made in this regard. Furthermore, learner performance depends not only on inputs provided in the school, but is also influenced by many other socio-economic contextual factors which do not fall within the purview of education development projects.

Learner achievement levels will be monitored by conducting nationwide periodic achievement surveys in all States at different stages of elementary education. The baseline achievement surveys at the end of class V and class VII/VIII are in the final stages of analysis, and their results should be available soon. Tests for another survey at the end of classes VII/VIII have been finalised and these are being administered in the current year. Further, mid-term assessment surveys will be undertaken again after a gap of about three years to initiate mid-term corrections, if required, in the implementation of SSA. Finally, a nationwide terminal survey will be conducted around 2010 to gauge the extent to which the goals of the universalisation of quality education at the elementary stage have been achieved. All these surveys will be comprehensive studies of the impact of the school environment, the home environment and the personal characteristics of students and teachers on the teaching-learning process.

6. Out-of-school youth and adolescents

Adolescents, or persons aged 10 to 19 years, are imbued with a sense of idealism, justice and truth. However, a section of the adolescent population, because of one reason or other (which may be economic, social or psychological), strays from the normal path, and needs special attention. A majority of the adolescents from this section leave the regular education stream and join the group of out-of-school youths.

The most important issues pertaining to adolescents include health, nutrition, education (both formal and non-formal), vocation, recreation and sports, child labour, children in difficult situations, alcohol and drug abuse. All adolescents need to be made aware of issues like safe motherhood, reproductive health rights, sexuality and sexual responsibility, age of marriage and first pregnancy, family size, health care, hygiene, immunisation, HIV/AIDS prevention, importance of education, drug and alcohol abuse. They should also have some legal literacy and be made aware of vocational opportunities and career planning.

On the education front, poor attendance in schools and higher dropout rates are causes of concern. The situation is more discouraging in rural areas, where only

49.6 per cent of the boys and 30.6 per cent of the girls in the age group of 15-19 years were found to continue their education beyond class VIII, as compared to 67.4 per cent for boys and 63.8 per cent for girls of the same age group in urban areas. The encouraging news is that the gender gap of literacy percentage was reduced to less than 10 per cent in 1991, and it has reduced further in 2001.

The development of adolescents falls under the purview of several ministries of the Government of India with the Ministry of Youth Affairs and Sports designated as the nodal ministry for the development of adolescents. The draft National Youth Policy 2001 provides a comprehensive overview of youth issues and concerns. The policy highlights several areas of concern for adolescents and youth in the country and emphasises an inter-sectoral approach, stressing empowerment and gender equity and underlines the importance of youth participation in all programmes. It gives a special focus to the educational needs of adolescents, including non-formal education and vocational skills requirements. Special mention has been made about developing a health package for adolescents and enforcing the legal age of marriage. The National Policy for Empowerment of Women 2001 recognises the girl child as a separate category and within this category, adolescent girls. The policy covers their nutrition, education, health, violence and sexual abuse against them, and the rights of the girl child.

The Ministry of Youth Affairs and Sports is developing a new programme to address the educational needs of adolescents, with special emphasis on girls. Under this programme, financial and technical support would be provided to autonomous bodies of the central, as well as state governments, local government bodies, and NGOs for creating an environment wherein the special needs of adolescents are recognised and provided for. Adolescents would be offered educational programmes by NGOs and government bodies on life skills (categorised into thinking skills, social skills and negotiating skills) to empower them with the ability to deal effectively with the demands and challenges of everyday life and to enhance their productivity, efficacy, self-esteem, self-confidence and interpersonal relations. The modules on life skill education would be based on the ones developed by some NGOs with the support of UNFPA and UN Interagency Working Group on Population.

Psychological counselling addressing adolescents' various concerns, including health, familial, financial, psychological, social, sexual and emotional problems, as well as career guidance needs to be provided. To this end, career guidance centres for both school-going and out-of-school adolescents would be set up in universities and educational institutions having psychological and counselling departments.

The Nehru Yuva Kendra Sangathan (NYKS) is an autonomous organization of the Ministry of Youth Affairs and Sports, with offices in 500 districts of the country. It has become one of the largest grass-roots organizations in the world, catering to the needs of more than eight million non-student rural youth enrolled through 189,000 village-based youth clubs. These clubs work in the areas of education and training, awareness generation, skill development and self-employment, entrepreneurial development, thrift and cooperation, besides the development of the body through sports and adventure. Every district NYK has a trained cadre of district youth coordinators, national service volunteers and youth leaders. The NYKS plans to cover all districts of the country during the Tenth/Eleventh Five Year Plan for effective mobilisation of rural youth, and is expected to organize one youth club/mahila mandal in each village having a population of 300 or above, so that the goal of covering nearly 600,000 villages is achieved during the next fifteen years.

The National Institute of Open Schooling (NIOS) is an autonomous organization of the Ministry of Human Resource Development, which was established in 1989 primarily to take care of the educational needs of those who had to discontinue their formal school education for a variety of reasons. NIOS has an average annual enrolment of 250,000 students with a total enrolment of 750,000 students, each of whom receives support and education in 1700 centres located throughout the country and abroad (Nepal, Middle-East and Canada). Out-of-school adolescents and dropouts are encouraged to enroll and continue their education through a new facility, which allows the students to choose the subjects of their interest, offers a flexible examination system and allows transfer of credits from other boards. Under this system, a candidate may opt for an examination at the time of his/her convenience and in as many courses/papers in which he/she feels comfortable.

NIOS launched the Open Basic Education (OBE) programme with the objective of providing basic education to the neo-literate, as well as out-of-school adolescents, among others. Education at the OBE stage is free. This programme is run with the help of more than 150 NGOs, which implement this programme through NFE centres. NIOS has also laid emphasis on the special educational needs of physically and mentally challenged persons, including adolescents, and established a cell to implement and monitor the initiatives taken in this regard.

Specific programmes addressing the specific needs of adolescent girls and equal access to educational facilities for adolescent girls and young women are operating in some states. Adolescent girls who have dropped out from the formal education system are provided educational opportunities through NFE centres.

The programme has gained considerable popularity in the last few years, as it has responded well to the growing demand among adolescent girls for completion of formal education, as well as the acquisition of leadership and vocational skills. Under the programme, adolescent girl groups have been set up, which provide life skills education to out-of-school girls. Various melas (fairs) for adolescent girls are organized under Mahila Samakhya with the aim of creating opportunities for education and self-development of adolescent girls. Lok Jumbish, a programme jointly launched by the Government of India and Government of Rajasthan in 1992, has been organizing residential camps of about six months duration for adolescent girls since 1995. The participants of such camps are provided with primary education and are also taught various empowerment activities.

To overcome the handicaps posed by her unequal status, the Tenth Plan reaffirms the life-cycle approach for the adolescent girl child and will aim at eliminating all forms of discrimination and violation of the rights of the adolescent girl child by undertaking strong legal measures, including punitive ones. These include strict enforcement of relevant legislations along with eradication of harmful practices such as female foeticide/infanticide, child marriage, child abuse, child labour, and child prostitution. The ongoing scheme of Kishori Shakti Yojana (KSY), launched in 1991-92, is a programme aimed at the empowerment and self-development of adolescent girls in preparation for their future productive and reproductive roles as confident individuals, not only in family-building but also in nation-building.

The Ministry of Social Justice and Empowerment also supports the education of adolescent girls from socially backward sections of society such as scheduled castes (SCs) and scheduled tribes (STs) through a scheme for providing scholarship and hostel facilities. The Ministry is implementing the provisions of the Juvenile Justice (Care and Protection of Children) Act 2000 through a programme to cater for the care, protection, development and rehabilitation of both neglected and delinquent adolescents. The aim of the programme is to enhance the quality of institutional care and to develop and support a system for separate handling of non-delinquent and delinquent children at various stages of their apprehension, processing and rehabilitation.

The Ministry of Health and Family Welfare supports initiatives to address HIV/AIDS education in schools, broadcasts radio and TV programmes to target adolescents, and implements the Reproductive and Child Health (RCH) Programme providing maternal care, nutrition facilities and prevention of unwanted pregnancies, etc. The Ministry has joined hands with the Ministry of Social Justice and Empowerment in running drug de-addiction centres and

supporting NGOs in the same cause. The Ministry of Health and Family Welfare is also engaged in taking care of health-related needs of adolescents. It realises that AIDS is a major problem among youth and that nearly 50 per cent of the new HIV infections are occurring in young people between 15 and 24 years of age. The fundamental risk for young people is their ignorance about issues of sexuality, HIV/AIDS/STDs and the dangers of unprotected sex. The Ministry is trying to address these issues through appropriate dissemination of information and capacity building.

7. Adult education

The National Literacy Mission (NLM) was launched in pursuance of the 1986 National Policy on Education (NPE), and its Programme of Action, for the eradication of adult illiteracy. By the time the World Conference on Education for All (EFA) at Jomtien in 1990 began to survey literacy efforts, India had already embarked on a programme of eradication of illiteracy in a mission mode. A mass campaign approach emerged as the main strategy to tackle the problem of adult illiteracy. By the time the "Year 2000 Assessment of Education for All" was undertaken, NLM had traversed a long distance, covering most parts of India through the Total Literacy Campaigns (TLCs), while also fine tuning the strategies for linking literacy with skills upgrading, quality of life improvement, etc., under the post-literacy and continuing education programmes. Through its mass campaign approach, NLM has reached out to more than 150 million non-literates and made 98 million people literate. More than 60 per cent of them are women. The socially disadvantaged scheduled castes (SC) and tribes (ST) together account for 36 per cent.

The number of illiterates declined by 13 per cent during 1991-2001, a rate that has overtaken the growth in population for the first time. The absolute number of illiterates declined by 32 million. In the five decades after Independence, the increase in the literacy rate during the last decade has been the highest, i.e., from 52 to 65 per cent, despite the increase in the total population. For the first time, the country witnessed a faster growth in female literacy (from 39 to 54 per cent) than in male literacy (from 64 to 75 per cent), thus narrowing the gender gap from 25 per cent in 1991 to 20 per cent in 2001. The gap between rural and urban areas is also narrowing for the first time from 28.4 per cent to 20.8 per cent.

However, beyond national aggregates, there is considerable variation in the literacy scene among the states. While nine out of the 35 States and union territories (UTs) are now in the high literacy rate category, ranging between 81

and 90 per cent, there are 13 States that are above the national average of 65.4 per cent. The remaining 13 states and UTs are still below the national average.

Impressive as the gains are, the problem of illiteracy is far from over. There are at least seven major States with more than 15 million illiterates each, accounting for 64.8 per cent of India's illiterates. Only four of them viz., Uttar Pradesh, Bihar, Madhya Pradesh and Rajasthan account for 42.84 per cent of India's illiterates. Besides these, there are also at least four other states with illiterate populations ranging from 10 to 14 million each. The gender gap in literacy is still considerable, at 21.7 per cent. Similarly, considerable efforts are required to bridge the rural-urban divide in literacy. The most acute problem, however, remains the rural female literacy, at 46.6 per cent, as compared to the national average of 54 per cent. The literacy position among the SCs and STs is also far below the national average: 53 per cent among SCs, and 49 per cent among STs.

As a result of greater efforts during 1991-2001, the average annual increase of literates during this period was about 16 million. At the current rate, the present literacy rate is expected to be around 80 per cent by the year 2015. In 1999, before the "Year 2000 Assessment of Education For All", and as part of the on-going realignment of approach to the NLM, the latter began paying special attention to some of the aspects that later came to be highlighted in the Dakar Framework for Action. These included:

- Achievement of a 75 per cent literacy level by 2007;
- A multi-pronged strategy in order to address the regional, social and gender disparities in literacy;
- Refocusing the literacy, post-literacy and CE programmes to increase and strengthen women's participation, so as to bridge the gender gap in literacy.
- Encouraging PL and CE districts to pay special attention to mobilisation and organization of women into neo-literate and self-help groups (SHGs);
- Special attention to socially disadvantaged groups like SCs/STs and women;
- Regional disparities, especially low literacy states, were identified for special attention. Forty-five districts with female literacy rates below 30 per cent have been targeted for a multi-pronged strategy to improve the female literacy rates;
- An integrated approach to make the basic literacy, post-literacy and continuing education phases into a learning continuum;
- District Literacy Society, the autonomous body which implements and oversees the literacy, post-literacy and continuing education programmes, would have freedom now to use grass-roots participatory networks like youth clubs, voluntary agencies and local self-government bodies as partners in CE implementation;

- Conscious of the need for administration-civil society partnership, these societies are now empowered to co-opt NGOs in the implementation of the CE programme;
- Increase in the number of Jan Shikshan Sansthan (JSS) to 122. These organizations provide non-formal vocational training to neo-literates and extension of their activities to neighbouring districts;
- Special stress on strategies to take up literacy and skills upgrading programmes for the socially disadvantaged like the SC/STs, and women in particular. Conscious of the social disabilities and acute economic problems, separate centres for SCs in their own colonies are encouraged. It is also stressed that the content of the CE programme in such areas could address issues affecting their health, quality of life and skill improvement;
- In the case of scheduled tribes, given their poverty, exploitation, ill health and their scattered habitation pattern, NLM provides a special relaxation in the matter of funds allocation.

Education in India, including adult literacy and CE, is under the joint responsibility of both the central and state governments. NLM defines the broad policy contours and provides the major share of funds, but state governments also pursue the NLM objectives, according to their own resources.

On the basis of the results of the Census 2001, 45 districts where female literacy is less than 30 per cent have been identified for the literacy special drive. Some states that have these low female literacy districts have started working out multi-pronged strategies to improve female literacy. Using women's SHGs as literacy centres is emerging as a distinctive strategy because these centres are effective vehicles for women's mobilisation, empowerment and improvement in the PL and CE stages. These groups function as basic units of eradication of residual illiteracy among women, using the literates among them as the volunteers and providing training to the others.

The objectives of the NLM are two-fold. First, imparting functional literacy in the initial TLC phase, then consolidating it to a self-reliant level in the post-literacy phase through continuing education to acquire life and occupational skills. The initial literacy (TLC) phase addresses mainly the functional literacy objective, and the improvement-oriented concerns take centre stage during post-literacy and CE (continuing education) stages. More than 60 per cent of the learners have been women under the NLM. Strategies of social mobilisation have been dovetailed to address women's needs. CE activities include setting up centres to function not only as libraries or reading rooms but also as focal points for diverse continuing education programmes, training, information, discussion, development, culture, sports, recreation and other individual interests. In order to

develop a sense of community ownership towards the CE programme, a system of neo-literate societies, based on membership linked to a nominal fee, has been introduced in some states.

8. Financing Education for All

At present, 4.1 per cent of the GNP is invested in education, a figure well below the target of 6 per cent defined by the National Policy on Education, and, of which only 1.7 per cent goes to elementary education. This is still low despite continuing progress during past decades. Central government expenditure on education has increased substantially over the last ten years. From US \$620 million in the Seventh Five Year Plan (1985-90) to US \$1520 million in the Eighth Five Year Plan (1992-97). Fifty per cent of the enhanced allocation is to be spent on primary education. This increasing financial participation of the central government through central and centrally sponsored schemes for promoting primary education is in line with the spirit of partnership between the central and state governments.

One of the most significant factors related to change in the pattern of expenditure on education in recent years has been the gradual increase in the proportion of funds spent on elementary education in comparison to secondary and higher education sectors. The last three five-year plans have witnessed a significant shift in the expenditure of the Department of Education in the central government towards primary and adult education and away from tertiary education. This highlights the proactive role that the central government is playing towards achieving the goal of EFA.

Until recently, primary education in India was almost free from large-scale external funding. The 1990s witnessed introduction of several externally funded primary education projects, in particular the District Primary Education Programme. However, external funding amounts to less than 5 per cent of the total expenditure on elementary education by the Centre and the States. Mobilising community resources for primary education on a larger scale also received considerable attention during this period, especially for improving physical school facilities.

India consciously decided to align the planning process of EFA with the planning process of the country. When formulating the goals of the Tenth Five Year Plan (2002-07) the requirements of the EFA goals set in Dakar were taken into account. Accordingly, the financial requirements for EFA were projected until 2007 only. The total funds required for implementing the National Plan of

Action for EFA up to 2007 has thus been estimated to be US \$ 19.5 billion, broken down as follows:

	US\$ million
Early Childhood Care and Education (ECCE)	2,500
Universal Elementary Education (UEE)	10,600
Mid-day Meal in Schools	3,600
Education of Girls and Women's empowerment	840
Teacher Education	200
Education of Out-of-school Youth and Adolescents	358
Adult Education Programmes	1,300

The main intervention towards ECCE is through the ICDS programme, which is being universalised under the Tenth Plan. The total allocation in the Tenth Plan for this programme is US \$ 2.5 billion.

The SSA programme is the primary vehicle for achieving the Dakar goals relating to UEE. The total requirement for UEE has been estimated as US \$ 20 billion over a ten-year period until 2010, of which US \$ 10.6 billion for the period until 2007, the target date for universalization of primary education. This amount is to be shared between the central and the state governments on a 75:25 basis during the Tenth Plan and on a 50:50 basis thereafter to ensure long-term sustainable financing and greater flexibility.

SSA funds will be transferred directly to state implementation societies, which in turn are expected to transfer funds, along with the state share, to bank accounts maintained by Village Education Committees (VECs), School Management Committees (SMCs), etc. These are responsible for expenditure on school construction and maintenance, payment of school and teacher grants, and emoluments to alternative schooling teachers (and in some cases to regular school teachers). Such decentralised structures lead to greater accountability and social auditing.

In addition to SSA, a number of other programmes would also be contributing towards UEE. These programmes have a slightly different financial sharing arrangement between the Centre and the States. All together, the total central share comes to about US \$ 8 billion out of the total Tenth Plan requirement of US \$ 10.6 billion, with the state share being US \$ 2.6 billion. Of this total Centre's share, the Planning Commission has provided US \$ 4.3 billion for the Tenth Plan period. External resources are required to bridge this gap. Negotiations between external funding agencies and the Planning Commission are presently taking place to that end.

As per Census 2001, there are about 296 million illiterate persons in the country at present. The target in the Tenth Plan is to make approximately 100 million persons literate and ensure that about 100 million neo-literates do not relapse into illiteracy. Based on this, the total requirements for the Tenth Plan come to US \$ 1.3 billion.

9. Institutional arrangements to meet EFA Goals

EFA occupies the highest priority in the national planning process. To ensure that this priority is translated into action in day-to-day activities, it has been ensured that the organizational set-up and the monitoring structure draw their authority from the highest political levels in the country. While the Prime Minister heads the National Mission for EFA, the monitoring of the progress made under the Plan is also done at the highest levels. The importance being attached to the Plan can be gauged from the fact that in the Tenth Plan, of the 11 targets fixed for the Plan period, three relate to EFA. These are:

- All children in school by 2003; all children to complete five years of schooling by 2007;
- Reduction in gender gap in literacy by at least 50 per cent by 2007;
- Increase in literacy rates to 75 per cent within the Plan period.

At central level, the EFA Plan would be implemented through the institutions already established for implementation of SSA, with appropriate modifications wherever necessary. A National Mission, the highest decision-making body, would be appointed with a coordinating and monitoring role. Representation from all stakeholders of the programme would be ensured at the ministerial level.

At the state level, the State Mission Authority of SSA would be suitably expanded to make it the Mission Authority of EFA. The General Council would be headed by the Chief Minister, and the Executive Committee by the Chief Secretary/Development Commissioner/Education Secretary. Involvement of NGOs, social activists, university teachers, teacher union representatives, local body representatives, and women's groups would be ensured so as to give full transparency to the activities of the mission.

Decentralisation. The implementation team under EFA will work within a framework of decentralized management of education with full accountability to the community. The local-body institutions and school-level committees will be involved in programme implementation along with the mainstream structures.

The 1986 National Policy on Education had proposed decentralisation as a fundamental requirement for improving the efficiency and effectiveness of educational planning and management and for creating a meaningful framework for accountability. The same requirement is central to SSA. Several state governments have already initiated the process of decentralising the management of elementary education. New legislation has been adopted to provide for the changed framework to operate effectively. Some states have also gone for much closer collaboration and involvement of the community in decentralizing the system of educational management. The country will continue to work towards the goal of decentralisation by initiating processes of community involvement and gradually shifting the locus for decision-making from the state to the district level and downwards through local bodies.

This shift in planning and management strategy will also require a large effort to train and continually give support to educational bodies constituted under the local governments. There is an urgent need to reorient the outlook and role perception of government functionaries, and efforts will therefore be made to reorient the programmes of various resource institutions at national and state levels to meet these requirements. Towards this end, the local-level institutions in education and allied sectors will be strengthened adequately. Besides, it is envisaged that distance education mechanisms, suitably strengthened and reoriented, will play a significant role in the task of building capacities among personnel working at local levels.

State, district and block levels. Traditionally, planning for development of education has been done at the state government level. The National Literacy Mission changed this trend and adopted a district-level campaign mode. Following this, planning for primary education, particularly under the District Primary Education Programme (DPEP), has been firmly anchored at the district level. In view of the advantages, the country proposes to adopt an integrated approach for planning at the district level for development of education. This approach will help identify districts needing more attention and varied types of inputs, thereby tackling the question of equity in an appropriate manner. Under SSA, the movement towards planning at block, cluster and village levels in partnership with NGOs is encouraged and supported. While the district will be the basic unit for educational planning, actual plans will be designed with habitations, villages and specific groups and their needs, as the primary focus. The district plan will evolve from the programmes that take into consideration the needs and educational situation of communities at the grass roots level. The Government firmly believes that action to promote enrolment, retention and achievement of children must be area-based and community-specific so that

problems faced at those levels are effectively addressed on the basis of identified needs.

Community participation and demand for education are essential to the success of EFA programmes. Accordingly, SSA and the NLM consciously encourage community participation and ownership to fulfil the goals of EFA. The mobilisation of the community would be actively promoted through:

- The use of grass-roots-level structures to promote enrolment, retention and other aspects of education;
- The creation of a community-based monitoring system with full transparency;
- Mandatory micro planning and school mapping.

Struggling with bureaucracy. The expansion of education has led to over-expanded bureaucratic machinery in education with problems of overlap among separate structures having common goals and activities. Coordination efforts are often counterproductive. The trend towards creating parallel administrative machinery to implement different development programmes should be reversed. Greater convergence should be achieved in implementing different schemes and programmes by reorganising States' education management structures.

Convergence is needed not only within the education sector, but also among the education and other ministries and departments, particularly those which aim at providing services for improving the quality of life, housing, nutrition, family welfare, poverty alleviation, creation of opportunities for remunerative work, upgrading of returns from existing occupation, diversification of communities' occupational structures, etc.

Monitoring. It is envisaged as a three-tiered activity, at the local community level, at the state level and at the national level. The community, through its representative institutions like Village Education Committees (VECs), has been entrusted with the responsibility of ensuring that schools are functioning effectively. Most of the qualitative impressions on school functioning can be effectively monitored only at the local level. The community monitoring system would be operationalised by providing for a greater role for local self-government bodies in the district, block, village and urban areas. Villagers would be motivated towards taking an active part in the EFA processes on the basis of an annual report prepared by the chief executive of the local body.

The State and/or the national level would be responsible for assessing the effectiveness of community-based monitoring at the local level and ensuring that

this system is functioning properly. It would focus on the quantitative aspect of both project implementation and on the progress made towards the achievement of EFA goals.

Information base. The database required for the monitoring process consist of information systems, the Educational Management Information System (EMIS), which collect school-level data every year, enabling the measurement of traditional quantitative indicators and the Project Management Information Systems (PMIS) which aims at recording the progress made, both in physical and financial terms, towards the implementation of plans. The country is also conducting the Seventh All India Educational Survey, which would involve detailed collection of educational data from all habitations of the country. This would provide a baseline for the EFA process.

Supervision. The on-going process of continuous monitoring would be supplemented by annual supervision missions sent by the central government to the states with representatives of the Government of India and the funding agencies (if any). These missions would be expected to take a first hand look at the implementation of the programme through visits to selected districts of the State. The approach would be a holistic one, with emphasis on assessing both the quantitative and qualitative aspects of programme implementation. The missions are also expected to identify the areas of concern, both in programme implementation and in the general educational scenario in the State. These areas of concern would also be the focus of monitoring until they are evaluated and suitably rectified by future supervision missions.

The task of monitoring and supervision is a mammoth one, requiring considerable effort on a continuous basis. Instead of having a large establishment for this purpose, professional institutions would be involved in this task. They would be allocated individual states, with which they will develop long-term partnerships acting as partners in the implementation of the programme. These professional institutions could be central universities, ICSSR, university departments of education and other professional institutions having expertise in this area. The selected institution(s) would receive reports on progress made in the achievement of some key outcome indicators and check them through quarterly visits to selected districts, and carry out research studies to identify problems encountered in the field and suggest solutions to tackle them.

Using the services of independent auditors for concurrent auditing and monitoring will be promoted.

The Real Challenge is not of Numbers. Basic education continues to remain our best hope for the development of the poor and marginalised. The Dakar Framework provides a roadmap for this development, and India is well on its way to planning for the milestones that it sets. Mahatma Gandhi believed that "what is really needed to make democracy function is not knowledge of facts, but right education". Education is far more than the mere mechanics of reading and writing. It has implications for governance, for freedom and for democracy, and therefore, in any democratic society, true freedom comes only with education. These sentiments remain as true today as they were when expressed by Gandhi, and we look forward to the day, now closer than ever, when education for all in India will have been achieved.

CHAPTER 9

FINANCING AND IMPLEMENTING EDUCATION DEVELOPMENT PLANS: FROM THEORY TO PRACTICE⁶⁶

Jay-Woong Kim⁶⁷

1. Key Concepts

Educational planning may be viewed as:

- A process of making rational choices;
- An activity to predict and prepare for a better future;
- A process of making incremental changes;
- A matrix of interdependent series of systematically related decisions;
- The construction of maps of time, space, and causality in new settings; and
- A process of education or social learning.

Educational planning can be defined as an intellectual process to identify the efficient measures to accomplish educational goals in terms of the future society. The major goals of educational planning are (Davis, 1994, p. 1826):

- Achieving universal basic education in developing nations, where it has not yet been fully achieved, and insuring both entry to school and completion of basic schooling;
- Achieving equality of opportunity for groups deprived of the opportunity to enter and complete schooling and providing a quality education to ensure learning and educational achievement for deprived groups;
- Achieving quality education that is cost-efficient and cost-effective;
- Adjusting to the increased burden of debt in developing countries;

⁶⁶ For the complete text of this report, please refer to the website:
<http://www.unesco.org/education/eps/>

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- Decentralising systems decisions to the district level, and improving school-based management; and
- Shifting the burden of support from the national treasury to principality, state, and the local level; and seeking private funding.

Educational Financing. Financing is a process by which the government provides and manages necessary resources for satisfying the needs of the people. Educational financing is about the financing in the sector of education as a public enterprise. Recently, however, it is acknowledged that education is not a purely public good provided by public schools. Thus educational financing should be concerned with private education as well as non-formal education. It is important to note that almost all the problems faced in many countries are due to the lack of adequate educational financing. Any beautiful plan, if not financially supported, is likely doomed to be a house built on sand. With regard to financing, acquisition and allocation of resources are equally important.

Implementation. For a long time implementation was not given the appropriate attention in the policy process. People used to take it for granted that any policy or plan would be successfully implemented, once the decision or plan is made, even though sometimes it is difficult to make decisions. But the history of project implementation shows that few plans are effectively translated into realities. Now implementation itself is an interesting field of study for the policy researchers. Implementation is what happens after laws are passed authorising a programme, a policy, a benefit, or some kind of tangible output (Ripley & Franklin, 1986, p. 4). Bardach (1977, pp. 57-58) conceptualises the implementation process as “a process of assembling the elements required to produce a particular programmatic outcome, and the playing out of a number of loosely inter-related games whereby these elements are withheld from or delivered to the programme assembly process on particular terms”.

2. Issues in Educational Planning

In the 1960s educational planning was very popular in most countries, particularly in the developing countries. This decade was surely ‘the age of planning’ or ‘the planning’s golden years’. There was a conviction that education could contribute to economic development and nation building. Educational plans during that period were school-oriented, quantitative and initiated by the central government with an aim to produce skilled manpower required by the economic sector.

In the 1970's, however, educational planning carried out with the help of rigorous statistical methods seemed to fail to meet the expectations of planners as well as the general public. Many criticisms were made about the approaches of educational planning. The implicit faith that economic development can be achieved through educational planning was questioned. Planners began to recognise that the relationships between the economy and education were not so simple. Several issues are under discussion.

2.1 Technical in contrast to political approach to planning

Traditionally, planning was regarded mainly as a technical exercise. Educational planners following the technical approach tend to think the objectives or goals of education are given through political process outside the education system. Thus the only thing planners are concerned with is to identify means to an end, using rigorous scientific techniques. This approach assumes that (Farrell, 1994, p. 4502) (i) the necessary information for planning exists and can be acquired; (ii) objectives are fixed, (iii) alternative policies are known; and (iv) the environment is stable.

But these assumptions are seldom valid in practice. The political approach to planning stems from the weaknesses of the technical approach. It assumes that planning is inherently a political activity that shapes the future. People want to have a voice in setting the objectives, identifying the alternatives and decision-making. In this process conflicting interests and values exist and should be politically solved. Planners need to be not only technically skilled but also politically skilled. Interestingly enough, it is argued that the technical approach is not free from the political aspects to the extent that planners also have some power to influence the process of educational planning because they may manipulate information in four ways (Forester, 1988):

- deliberately using technical jargon and sophisticated analyses to confuse issues;
- appealing to openness and dependence on experts to create false assurance;
- arguing that a political issue is actually a technical issue; and
- holding back information about other alternatives, misrepresenting the validity of analyses, and claiming success for untested options.

The political approach to planning acknowledges the difficulty in forecasting the future. Educational planners following this position are likely to seek consensus among the stakeholders rather than accurate prediction of the future. This type of planning is often called participatory, transactional, or interactive planning.

2.2 Top-down in contrast to bottom-up approach

At the beginning, educational planning was taking place at the national central level of government. It was characterised by the top-down approach. This kind of planning is the business of bureaucratic, political, and elite groups. It may be called a rigid ‘command’ mode of planning. This approach has merits in that educational plans can be efficiently implemented. It assumes that the target groups of the plans comply with the directions set by the power at the top. The top-down approach to educational planning tends to ignore the existence of teachers, students and parents who are key players in education. By and large, local authorities do not have a say in this style of planning. This approach is likely to face the resistance from those who are affected by the plans.

On the other hand, the bottom-up approach pays more attention to the power at the lower level, i.e., students and teachers. Normally the power is delegated to the local authorities and even to the individual schools. This approach allows much freedom at the bottom level, but it falls short of efficiency in planning. While the top-down approach is exercised at the central government level, the bottom-up approach is an activity that takes place at local government levels. Since the 1980s decentralisation has been one of the most decisive trends in educational planning; it is related to the fact that “central governments can no longer provide necessary funds” (McGinn, 1994).

2.3 Manpower requirements in contrast to social demand approach

Educational planning in the early years was driven by economists and largely investigated in economic terms (Farrell, 1975). The manpower requirements approach begins with the estimates of the needed manpower in the economic sector with varying levels of formal education. This approach tries to adapt the educational system to the needs of economic system. It has been criticised on grounds that (i) it is impossible to predict labour force requirements over a long period of time; (ii) it is very difficult to identify the quantity of graduates by school level to match the needs of the economic sector each year; and (iii) it does not take into account the creative ability of human beings to create new jobs. Few countries now seem to use the manpower requirements approach in order to redesign the educational system at the national level. But it is still used to plan for specific jobs, e.g. teachers, medical doctors, lawyers, and high-level scientists in a specific field such as nuclear engineering.

Unlike the manpower requirements approach, the social demand approach is responsive to the political demands and desires of the people. It sees education not only from an economic perspective but also from a socio-cultural perspective.

Education here is consumption good that learners are willing to pay for. At the primary and secondary level, educational planning is based on the number of people. The social demand approach can effectively deal with the political pressure to expand educational opportunities. But its weaknesses are pointed out as follows:

- The social demand does not often fit the social needs;
- This mismatch leads to the unemployment of the highly educated, which may contribute to social instability;
- It generates the inflation of diploma. It may result in a waste of money individually as well as socially.

2.4 Planning for the sake of planning?

There is widespread criticism and loss of confidence in educational planning among the researchers and the public at large, as a result of the observed differences between actual objectives and actual outcomes. Although these differences may be due to implementation problems, observers point to the fact that politicians, by and large, may have a vested interest in maintaining or reproducing the system of power relations, not in substantial changes (Hess, 1999). Some educational plans were never intended to be implemented, although many politicians still want to buy the rhetoric of educational planning. Most educational plans are clothed with beautiful words to promise a brighter future, but the future of educational planning is not favourable at all.

3. Public values and educational planning

Every policy or plan pursues some values. According to the political approach to educational planning, competing values are expressed by interest groups and solved through the political process. Among many public values four values are prominent in shaping educational plans or policies: liberty, efficiency, equity, and excellence. These values are competing with each other and the difficulty is to find trade-offs or compromises in the pursuit of these public values. Which value is most importantly considered in educational planning depends on the situation of the country.

3.1 Liberty

Liberty is “the right to act in the manner of one’s own choosing, not subject to undue restriction or control” (Bauman, 1996, p. 84). Regarding educational

planning and policy, the United States has a long tradition of liberty. In the earlier history of schooling in the United States, town meetings played a pivotal role in the planning and financing of public schools. Many Americans, especially federalists, used to believe that a good government should preserve freedom of choice for its citizens in public life including education. In some sense, the value of liberty may be achieved more by inaction than positive intervention.

Recently, however, the local control of education has been confronted with harsh criticism arising from the many problems resulting from too much liberty given to local authorities. Efficiency tends to be given more attention in recent educational reforms implemented by centralists in the States. As international competitiveness became one of the core phrases of educational planners since the mid-1980s, the role of the State has been stronger and stronger in the process of educational planning. Most states are trying to set up national standards to be met by teachers and students.

3.2 Efficiency

In educational planning, efficiency is expressed in terms of accountability, standards, and other measures of quality and productivity. Educational planning, originated from classical economics, pursues the value of efficiency especially when material resources are limited to implement massive educational plans. Educational planners are concerned with keeping costs down and graduation (or enrolment) rates up. The problem lies in the fact that education enterprise, unlike other production enterprises, is inherently labour-intensive and so advances in technology does not bring great cost savings. The rigid structure of education finance in which teacher salaries are the heaviest burden makes the efficiency value hard to pursue. Efficiency may sometimes contradict liberty requiring difficult choices between the two values. Some want to pursue efficiency and excellence by taking an elitist view of education and arguing that more resources be spent on the best and brightest students, sacrificing the values of liberty and equity.

3.3 Equity

Equity refers to “fairness in sharing the resources available for schooling” (Sergiovanni, Burlingame, Coombs, & Thurston, 1987, p. 8). Sometimes equity and equality are interchangeably used, though recently the term equity seems to be prevailing in most countries. Equality has been one of the prime public values since Independence in most countries that have colonial pasts. Equality and equity usually are concerned with civil rights and educational opportunity, not

with personal characteristics and abilities. Equity in educational planning can be understood in three ways: equality of access to educational opportunity, equality of conditions, and equality of outcomes. Equality of access to educational opportunity means that no groups of people should be discriminated on grounds of social status, gender, religion, and race. This view on equity has contributed to the abolition of institutional barriers to schooling faced by traditionally disadvantaged groups. This was the rationale to introduce free primary and/or secondary education in many countries, even though educational opportunities were not yet equally shared among groups with different socio-economic status. Education for All is closely related to this definition of equity in education.

Secondly, equality of conditions in education means no difference in facilities, teacher qualifications or teaching skills, and curriculum among schools in a country. As Coleman (1968) pointed out properly, equality in education refers not only to equality of access but to attending equally effective schools. After the universalisation of primary and secondary education was achieved, the issue of student achievement gaps, cognitive and non-cognitive, caused by school differences emerged in many countries. Every student has a right to learn at an equally effective school. This definition of equity underpinned the Equalisation Policy for high-schools, introduced in 1974 in Korea, which distributed student to schools by lottery.

Lastly, equality of outcomes reflects the most recent concern with equity in education. This is a far-reaching concept, sometimes known under the name of redemptive egalitarianism. Under this concept, providing the same amount of resources to each child is considered unfair. Positive discrimination should be activated like in the Project Head Start for poor families in the United States or the Educational Priority Areas in the United Kingdom. These two plans aim at helping children from poor families to learn the basic skills prior to entering primary school. This is called compensatory education.

3.4 Excellence

In the US, the excellence movement in education was triggered by A Nation at Risk published in 1981. In the late 1970s and early 1980s this country experienced a loss of international economic competitiveness, while the decline in SAT scores and low graduation rates were prominent. Since then, the US have put excellence as the prime public value in education, triggering a stream of education reforms focusing on excellence in other countries. By and large, excellence has to do with high quality. In education it means not only high achievement-test scores but also the intellectual abilities to reason, interpret

information and solve problems. Educational plans based on excellence tend to favour highly elitist programmes, which might face resistance from those advocating other values. Excellence might be a key concept in educational planning in most countries in the years ahead.

3.5 Competing values and educational planning

The four values identified above are competing for priority in educational reforms and planning. None of these seems to be a single winner in most countries, but value pairs, such as those shown in Figure 1 (Sergiovanni, Burlingame, Coombs, & Thurston, 1987, p. 11). are useful to categorise educational planning processes.

Figure 1. Competing values and educational planning

	Excellence	Equity
Efficiency	Excellence+Efficiency (bureaucratic-elitism)	Equity+Efficiency (bureaucratic-liberalism)
Liberty	Excellence+Liberty (decentralised elitism)	Equity+Liberty (egalitarian-liberalism)

The value of equity combined with liberty has characterised the American tradition for a long time. It represents the egalitarian ideal that is an important part of America's legacy. It can easily be found in countries taking a bottom-up approach to educational planning in a decentralised political system. Excellence combined with liberty is mostly pursued by those in favour of elitism and delegation of the power to decide what is important for their children. By and large, those who advocate the value of liberty and excellence are more likely to send their children to private schools than others. Recently, school choice and the concept of charter schools are implemented as a new reform movement in many countries including the United States and the United Kingdom. In this line of educational planning, the equity value is subordinate.

Excellence combined with efficiency was paid attention to in the 1980's education reform in the United States, triggered by *A Nation at Risk*. Since then, the value of excellence and efficiency characterised education reforms in many OECD Countries, including the United Kingdom and the Republic of Korea.

The value of equity combined with efficiency was eminently pursued by education reforms prompted by President Johnson's Great Society programmes in the US. In that era, the federal government played an important role in shaping the national education system by means of large federal funds and accompanying regulations. The money and power of the federal government were used to achieve the vision of bureaucratic-centralised liberalism. This pair of values provides some implications for Education for All projects. Countries with enough resources and power may adopt the value pair of equity and efficiency in implementing the vision of Education for All.

4. Implementing Education Plans

Implementing education development plans is a process that needs to be considered from a comprehensive perspective. Failed implementation shows that various reasons are involved: unrealistic objectives, faulty technical design, lack of political support, inadequate financing, technical, inadequate institutional arrangements, strong resistance from the opposition party, or unexpected changes in environment. The discrepancy between planning and implementation is a general phenomenon identified in every country, particularly in developing countries.

4.1 Clarity of goals

Clarity of goals of plans is the pre-assumption for successful implementation of educational plans. Unfortunately, however, the history of failed planning shows that many mistakes have been made in terms of stating clear goals for educational plans. It is rare to determine a single, clear goal on which everybody agrees. Generally educational plans have multiple, often competing and even contradictory goals. This might be due to the untrained planners or, the intention to keep a compromise among the values and interests of competing interest groups. The easiest way to compromise at the goal level is to satisfy everybody, even if the results are goals that are contradictory to each other (Ripley & Franklin, 1986, p. 22). At the stage of setting up the goals no problems might emerge, but during implementation choices will have to be made. Educational planners should always attempt to state clear goals. If they are vaguely stated, implementers have too much freedom in making choices depending on the interpretation of the goals. It makes it difficult to evaluate the results of educational plans because the criteria for evaluation are hard to identify.

It is also important to note that goals of educational plans are often too ambitious to attain. At the outset educational planners may be aware that the plans are not feasible, but they yield to the demands and pressures from interest groups with a strong zeal to adopt the plans. Educational planners are certainly not free from the surrounding political rhetoric and political pressure. They work for their Prince (?) who is very sensitive to the support coming from politically important groups. These exaggerated goals reflect inflated expectations about what plans can really achieve, leading to the failure of educational planning.

4.2 Technical design

Poor design of educational plans is a frequent cause of poor implementation (Vespoor, 1986). Good design is the result of the following steps, based on the rational-comprehensive theory:

- Identify a problem that is separated from other problems;
- Set up the goals and values of the plan clearly;
- Examine the various alternatives for dealing with the problem;
- Compare each alternative with other alternatives by investigating the consequences of each alternative; and
- Choose the final alternative that maximises the attainment of the goals and values of the plan.

Good design also depends on the availability of qualified planners who are often too busy to participate in designing new plans. However the existence of well-qualified planners does not guarantee good design. Technically speaking, the design of educational plans is limited by “the lack of evaluation of previous projects, access to relevant research findings, and a good theory of educational development” (Schiefelbein, 1994, p.1822).” It may be true that educational processes are so complex that it is very difficult to identify the causal relations of problems. Sufficient and accurate information to enquire into each alternative may also be lacking. Planners may also lack the time necessary to collect the information and to commit themselves to the task. Thus, according to the critics, the rational-comprehensive theory is unrealistic in the demands it makes on educational planners. In practice they will try to find the best satisfying alternatives among the stakeholders, but not necessarily the best alternative from the technical point of view. Sharing the doubts and hopes with interest groups as well as political leaders may increase the possibility to have a good design.

4.3 Institutional arrangement for implementation

Success or failure in implementing educational plans depends on the organizational structure and the administrative process selected for implementation.

Bureaucracy and bureaucrats. All educational plans are in the hands of the bureaucracy, even though the type and mode of operation vary across countries. There are different layers of bureaucracy involved in implementing educational plans. The significance of bureaucracy in the process of implementation of educational plans can be summarised in six propositions (Ripley & Franklin, 1986, pp. 30-41):

- Bureaucracies are everywhere; they are the chosen social instrument for addressing matters of public interest;
- Bureaucracies are dominant in the implementation of programmes and policies and have varying degrees of importance at each stage in the policy process;
- Bureaucracies have a number of different social purposes, i.e., providing certain services, regulating the private activities, protecting the public from any sort of undesirable harm, redistributing various benefits, and so on;
- Bureaucracies function in a context of large and complex government programmes;
- Bureaucracies rarely die; their instinct for survival is virtually inextinguishable;
- Bureaucracies are not neutral in their policy preferences; nor are they fully controlled by outside forces. Their autonomy allows them to bargain successfully in order to attain a sizable share of their preference.

Bureaucrats usually enjoy considerable latitude to define and then work for their own procedural and organizational preferences, even though they should listen to the voices of political actors and of interest groups. They have the final knife to cut the cake. This means that bureaucrats' personal and organizational values and attitudes can have much influence on implementing educational plans. Bureaucrats can contribute to the distortion or failure of educational plans in the following manner:

- Process the work at an unpredictable, and often very slow, pace;
- Show favouritism in the treatment of some clients and discriminate against others;

- Hire and retain a staff that shows little interest in professional standards or quality services in programmes;
- Create mountains of useless papers and be unable to recover relevant file material in a timely fashion.

Fortunate are the countries with highly motivated and morally honest bureaucrats. They are more likely to implement educational plans effectively than other countries.

Intra and inter-governmental co-ordination. Some educational plans can be handled by the Ministry of Education alone, but this is not the case with others, especially those plans requiring large sums of money or those of particular, political significance. Sometimes, similar projects or policies with the same goals are doubly implemented by different government departments. In the Republic of Korea for instance, the government renamed the Ministry of Education to Ministry of Education and Human Resource Development and upgraded the position of its Minister to that of Deputy Prime Minister. This Ministry was expected to play a central role in National Human Resource Development (NHRD) by presenting the long-term vision of NHRD and coordinating the tasks among the NHRD-related ministries. Unfortunately, however, it seems to fail to play such a role. According to Kim (2002), policy tasks are duplicated among departments and little coordination among the related ministries takes place in terms of NHRD. There is also a lack of dialogue among the sections of the Ministry. The following measures were recommended for improving coordination: facilitation of internet homepages of ministries; promotion of a national consensus about the importance of NHRD policies; circulation of all the NHRD information among ministries; restructuring government organization; regular evaluation of NHRD policy; and increased autonomy of the private sector involved in NHRD. The absence of intergovernmental co-ordination causes additional costs and loss of time. In developing countries, the co-ordination between the Ministry of Education and the Ministry of Budget and Finance needs to be carefully worked out in implementing educational plans. Co-ordination among departments within a single ministry is also crucial.

Leadership. The strong commitment of planning leaders is a prerequisite for the successful implementation of plans. It is crucial to elicit voluntary commitment to achieving the goals of the plans from subordinates. Once the project or the plan is launched, managers have ample space for project redesign and management. It is the managers who get things done. Leaders at the top level of the bureaucracy are required to understand what they are expected to do concerning the given project, as well as to possess appropriate leadership skills.

Successful implementation is facilitated when project managers stay in office for a certain period of time, four years for example, depending on the scale of the project. Finally, the political leadership of the President is often the determining factor in successful implementation.

Compliance. Compliance is the attitudes of the target group of the policy or programme towards its values, goals and directions. It is crucial for a policy or project to be smoothly implemented and not guaranteed by the legislation. In some sense, compliance is not a serious implementation problem for redistributive policies such as Education For All. But one should remember, however, that the losers at the stage of setting up the objectives of the plan do not give up the hope to express their interests during the implementation process. Thus, compliance with the plan or policy on the part of its opponents is very important for successful implementation. Regarding this point, Bardach (1977, p. 38) argues that “Die-hard opponents of the policy who lost out in the adoption stage seek and find means to continue their opposition when, say, administrative regulation and guidelines are being written”.

Non-compliance may be due to several reasons such as lack of resources to implement, distorted communication, unpleasant action required by the policy, and weakness of the authorities and so on (Coombs, 1984). The lack of resources for implementation even though implementers have a strong will to implement, may be closely linked to bad or unrealistic design. Communication-related non-compliance is induced by distorted communication between implementers and the target groups of the plan or policy about its goals and regulations. Action-related non-compliance occurs when the action required by the policy is detrimental to people or when the policy directions are in conflict with the traditional values of the people. Developing countries in which the legitimacy of the government is rather weak is likely to experience authority-related non-compliance.

Policy implementers are struggling with the task of securing compliance with policies or projects. There is no panacea for this. Some tips are described below:

- Try to alter the values of people to respond positively to the goals of the policy or project; initiate some activities and use propaganda in support of compliance;
- Use the rule of “stick and carrot” by giving penalties to undesired behaviour and rewards or benefits to desired behaviour. “Purchase of consent” is not easy but crucial for any kind of educational plan to be successfully implemented;
- Alter practices required by the policy to induce compliance;

- Communicate with the target group about the goals and directions of the policy.

Non-governmental actors. The role of non-governmental, private sectors in policy formation and implementation is increasingly important. Education yields private benefits to individuals and social benefits to a society at large. Education is an area of concern for the government, as well as for individuals and the private sector. With regard to educational policy and planning, there are two ways in which non-governmental actors or the private sector can participate in the policy process. One is to establish private schools and the other is to support public schools financially. The objectives of EFA cannot be achieved by public initiative alone in many developing countries. The participation of the private sector is desperately needed. Some countries have very strict regulations about the establishment of private schools for political reasons. It is necessary to encourage private actors to establish private schools at their expense, thus, increasing the national capacity to accommodate enrolments effectively. To do this, governments may give some incentives to the founders of private schools in terms of tax breaks or some operating subsidies.

Other types of partnership with non-government actors, i.e. businesses, parents associations, interest groups, community leaders, are required to implement educational plans effectively. These groups can provide funds to implement educational programmes or support their goals and directions politically. Depending on the type of educational policy, the voice of leading figures may often be very influential. Policy-makers and implementers should be aware of keeping favourable relations with private actors.

4.4 External Environment

External uncontrollable factors occasionally influence the implementation of educational plans. Unexpected changes in the political arena or the socio-economic situation may have a strong influence on the original plans. For instance, the economic crisis, which occurred in the Republic of Korea in the 1990s, shrunk all the plans and even abolished some. In some countries, original plans were altered due to political change. Political stability is a prerequisite for the smooth implementation of plans. But political support for an education plan involves other elements (Schiefelbein, 1994, p.1821):

- A social consensus on goals and objectives may reduce political upheavals;
- Links with external donors may secure an appropriate amount of domestic funding;
- Respect for traditions and culture will reduce ethnic and religious conflicts;

- The process of project design and approval will create a sense of participation among all parties concerned.

The role of mass communication is important to secure a positive external environment (Nakamura & Smallwood, 1980). Positioning and explaining projects or plans in the press and other media including television may help to shape the perceptions of the public, the policy makers, and the policy implementers as well. Nakamura and Smallwood (1980, p. 52) describe that the press can help to keep implementers honest in the implementation process: “First, aggressive reporting can smoke out inflated reports of programme accomplishments that implementers might foist onto the public, or their superiors, in an effort to gloss over a mediocre performance. Second, the press can sound an early alarm on potential difficulties that implementers might try to disguise in the hope that improvements are just around the corner. Third, the press can dramatize legitimate accomplishments in order to enhance support for successful implementation programmes”. On the other hand, however, the mass media might complicate the implementation process by spreading wrong information about the programme.

5. Financing education plans

Financing is crucial to the successful implementation of educational plans. There is a saying, “Money tells everything”. To implement EFA plans governments should make every effort to gather all kinds of possible funds from various sources. First, a top priority should be given to EFA by educational policy-makers and planners who need to persuade politicians and powerful individuals to support its objectives. Second, partnerships with the private sector should be set up. Non-governmental actors may also contribute to implementing the plan by establishing private schools or by providing funds. Third, governments need to explore the possibility of external financing from international aid agencies. Countries like Cambodia and Uganda are reported to use the Sector-wide Approach (SWAP) successfully for comprehensive educational reform. The conditions for success in both countries are reported as follows (Caillods, 2003):

- National leadership, strong government commitment and a recognition of the need to undertake major reforms in education existed;
- Stakeholders were widely consulted, allowing to build a feeling of ownership;
- Appropriate institutional and administrative arrangements were made to continue the process of consultation and monitor the implementation;
- The role of planning was essential in the success of SWAP.

Educational financing in a country is properly established when the level of provision of educational services is adequate, when educational resources are efficiently and timely distributed, and when the distribution of educational resources is equitable (Benson, 1994, pp. 1789-1793).

There is no single indicator to determine adequacy of **funding**. In the earlier stage of educational planning, the percentage of GNP allocated to education or the share of the central government's budget earmarked for education was the major criterion for adequacy of educational funding. These indicators are still widely used for judging the adequacy of funding although they ignore the efforts made by provincial or local authorities and the money spent for private education. They should be seen in connection with other indicators of achievement, such as the proportion of the relevant age-group enrolled in primary school and secondary school, gender balance in educational opportunities, and the adult literacy rate.

Efficiency is related to the input-output ratio. Inefficiency occurs when more inputs (labour, raw materials, energy, funds, etc.) are used than necessary. This may result from monopoly status, bureaucratic failure and political interference (Murphy, 1996, pp. 111).

Efficiency is concerned with the right allocation of resources. There is inefficiency when governments fail to allocate resources to the right places on time. This leads to the wrong mix of services and a waste of resources. Inefficiency in education takes the following forms (Benson, 1994, p. 1791): an excessive rate of student wastage, a high repeaters rate, a high rate of student failure in examinations, and so on. Privatization of schooling is sometimes proposed as an alternative against inefficiency.

Equity is concerned with whether the funds are distributed according to the needs of students. It is natural that more resources are devoted to students who are academically or economically disadvantaged or handicapped. Another issue for the central government to strive for equity among the local communities, especially in countries where educational expenses are shared by the central and the local governments. Various devices can be used: "foundation programme plans", "percentage equalizing", and "weighted-population grant".

In the Republic of Korea compulsory education starts at age 6 and ends at age 14, and over 90% of the population have been enrolled for at least 12 years. Almost all the primary students (98.5 per cent) are enrolled in public schools, while the others in the independent private schools in the year of 2000. However 77.6 per

cent and 45.0% of lower and upper secondary students go to public schools respectively, while the others to government-dependent private schools. In 1999 public expenditures amounted to 58.7 per cent of educational expenditures for all levels of education, the lowest percentage among OECD countries, but this percentage increases to 80.2 per cent when only primary and secondary education are considered. In 1999, 6.8 per cent of GDP, of which 4.1 per cent from public sources and 2.7 per cent from private sources, was spent on educational institutions at all levels. The contribution of private sources to educational financing for all levels of education is the largest among the OECD countries.

Recent reform in educational financing in the Republic of Korea is characterised by increased emphasis on school-based financing. For a long time every primary and secondary school had no voice in educational financing matters. All the responsibility for financing was borne by the provincial governments, which set up and administered school budgets as school administrators were believed to lack the knowledge and skills (and sometimes the morality!) to manage school budgets. In March 2001 each school was given the power to decide how to use the money allocated by provincial authorities.

Parents and teachers are pitching their voices high in the management of schools. School Councils, the decision-making body at the school level, which is comprised of parents, teachers, community leaders and the principal, have been operating since 1998.

The new school-based financing was adopted in order to increase the efficiency of school financing and guarantee the autonomy of each school in the process of planning and managing the school budget. Now the provincial office of education allocates to each school a kind of block grant (which does not include teacher salary), based on the number of students, the location of the school and its specific requirements. Each school is free to plan and manage the school curriculum and the budget, which is discussed and monitored by the School Council.

6. Recommendations for successful education plans

Strong leadership is the key to successful education plans. Priority should be given to education reform and people need to be persuaded about the importance of education. Political leaders and bureaucrats must be morally clean. If not, the credibility of the plans will be lost and non compliance on the part of the public will prevail.

Clear Communication beginning with stating the objectives of the plan clearly gives life to organizations. In the process of implementing educational plans, vague and distorted communication between policy-makers and implementers, and between implementers and target groups makes it difficult to implement any plan smoothly.

Using ICT. It is important to use information and communication technology (ICT) properly for educational planning and implementation. All the data and information regarding EFA projects need to be collected, processed and disseminated. New information systems like the Education Management Information System (EMIS) should be adopted and put in practice.

Concern for the disadvantaged. Within EFA projects, priority should be given to the disadvantaged groups. They may be females, students from low-income families, the handicapped, or students living in remote areas. They share a common feature that school attendance is a burden to them. Without the help of the government they will stay out of the mainstream of society forever.

Learning to Learn. Finally, the intrinsic value of learning should be recognised. Learning gives inner joy to whoever appreciates the value of learning experiences. For students, “learning to learn” is the short cut to learn by themselves. If students know the joy of learning, they will follow the learning path voluntarily during the course of life ahead.

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CHAPTER 10

PLANNING AND FINANCING EDUCATION FOR ALL⁶⁸

*Russell Craig*⁶⁹

1. Introduction

Following Jomtien and Dakar, developing countries across the world are preparing plans to ensure that opportunities for education are available to all children and adults. With definite goals and a target year it is possible to plan for. Unfortunately many of the countries that are least prepared to plan and implement Education for All [EFA] are the most likely to need good planning and sound systems of implementation and financing to meet their targets.

In considering the development and financing of EFA plans this paper will consider a range of countries, in particular focussing on Cambodia, The Gambia and Timor Leste. In addition it is important that EFA planning should be seen in the context of other national and sector plans. Many countries have developed strategic plans, often in the context of SWAp arrangements. Typically these are medium term [in the range of three to five years]. Also widespread public expenditure reforms often focus on the development of medium term expenditure frameworks [MTEF] as a budget mechanism, often also associated with medium term planning for three to five years. While EFA plans focus on the long term to 2015, at the beginning there is a danger that they could be developed separately to these medium term plans for the education sector.

Other planning demands on the education sector include those to meet the Millennium Development Goals [MDG], and those associated with the major multilateral lending institutions such as the Poverty Reduction Strategy Programmes [PRSP].

⁶⁸ For the complete text of this report, please refer to the website:
<http://www.unesco.org/education/eps/>

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2. Conditions for plan implementation

The successful and sustainable implementation of EFA and other national plans, in the context of a coherent economic and social development, depends on a number of conditions. These include the presence of persons with defined skills and the development of a number of systems to provide support to management of the sector. Developing and managing the processes most likely to produce universal education is a complex operation that has to be sustained over a number of years. This means that not only has capacity to be developed initially but that systems for maintaining that capacity have also to be developed.

2.1 A reliable education management information system

A prime early and continuing need is for information. Information is more than data – it is the systematic analysis and presentation of data in a manner that enables managers to make meaningful and rational decisions. Policy makers and managers will make decisions on the direction and running of the education systems under their control whether or not they have information. However they are likely to make better decisions with information than without it. Providing information on a piecemeal basis by developing analyses whenever a senior manager requests information is a very inefficient response. Developing a system that can provide such responses is initially more difficult and costly but more effective in the long term.

A fully developed management information system [MIS] for the education sector should contain more than school statistics although these are a good foundation for the system. Many education MIS provide only for school, teacher and student data. They do not include personnel data apart from non-individual descriptions of school staff⁷⁰, and they do not include financial information, particularly for current expenditure. This may well be because the data processing capacity to include information for each teacher is not there, or because the financial system is either not computerised or is not capable of being linked to other data. But it should be the aim of MIS developers to provide for the full range of data inputs so that information in the form of management reports can be extracted from the system [See Figure 2]. Key management decisions should not be based on statistics only. In situations where resources are

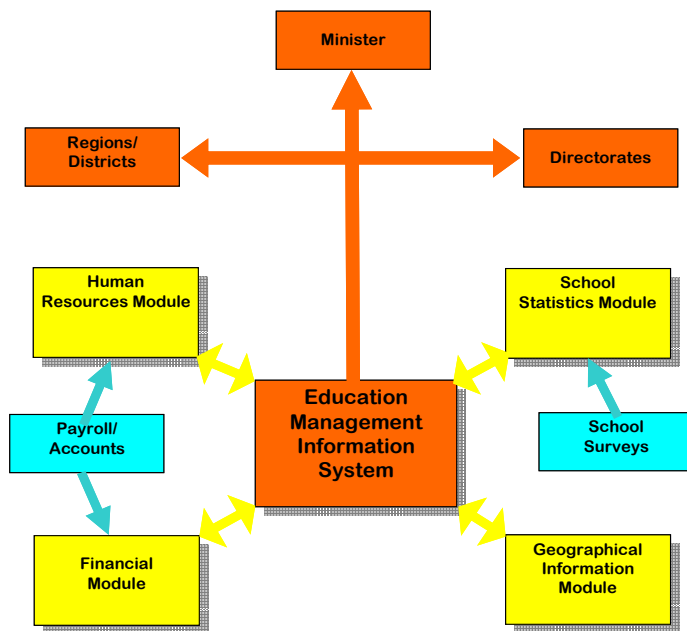
⁷⁰ For example, that there are four qualified teachers and three unqualified teachers at a particular school and that there are five male teachers and two female teachers. But because the data are grouped one cannot tell what the association is between gender and qualification. Preferably there should be a record with basic information for each individual staff member

limited, which is usually the case in developing countries, the resource implications are an important part of the information requirements of managers.

Figure 2: Developing the Gambian MIS

Components of a fully developed MIS

The Gambia Education Management System [EMIS] provided for four modules: School statistics, Personnel data, Financial data and a Geographic Information System [GIS]. The system was designed to input data from other sources such as the human resources database and the accounts ledgers and to produce reports incorporating these



At the beginning of the process it was not possible to link with the payroll because of incompatible systems and with accounts because they were not computerised. Nonetheless the system was designed for this later expansion. A manual linkage was established with the initial computerised records of expenditure in the Ministry, updated on a monthly basis. Now that an Integrated Financial Management System [IFMIS] is being designed for the whole civil service the design of that system is taking into account the existing provision for linkages. This would not have been possible if the initial EMIS design had not foreseen the widest collection of applicable data.

The data inputs to the system need to be timely and reliable. Timely data means data that is collected and processed in time to provide information when it is needed for crucial decision-making. This means coordinating school data collections with the budget cycle for example, so that when the budget for the sector is being planned there is information to hand about the number of students in the system and the needs for teachers' salaries and for other inputs to the school system. If the data processing is not timely then managers either ignore the data or else start their own systems to provide information. In Namibia when the central information system failed to function because of the loss of key personnel and their non replacement, regional systems took over the burden of providing regional managers with key information. Unfortunately the central ministry did not receive the individual regional summaries and was left in ignorance of the total sector picture. In The Gambia at the beginning of the EMIS development process each District office kept separate records of the district statistics because the processing time in the central planning department was so long that regional managers could not make key decisions based on current year data, unless they analysed it themselves.

The data need to be reliable. Unfortunately statisticians do not always calculate system wide estimates. Faced with partial data because some schools have failed to report during the annual collection they may report only the actual responses thus they may only report 80 to 90 percent of the data as was the case in Uganda in the mid 90s. There are well-developed statistical processes for estimating the total numbers given such partial responses. The simplest response is that used in The Gambia, which took the last known response from a school as the best estimate of the numbers, so that reporting the results always included all schools. Paradoxically these two needs for timeliness and reliability may act against one another. In Cambodia and The Gambia the data staff routinely took so long to clean the data from schools⁷¹ that the timeliness was lost and then the usefulness of the clean data for immediate decision making was lost.

Normally most countries endeavour to collect vital school statistics annually. In Southern Africa many countries have two or even three data collections per year. Given the level of information needed to manage a complex system to meet EFA goals an annual collection is important in terms of student numbers and characteristics such as gender, as well as system behaviour in terms of such

⁷¹ The data processing staff routinely sent forms back to schools via regions if there problems with any of the data. So even the good data was not available for entry if any of it was considered suspect, and the process of getting the data forms to the regions then to the schools and then back to the regions and back to the centre often took three months or more.

things as flow rates – the level of survival, repetition and dropouts in the system and the trends over time. Timor Leste has been having a great deal of difficulty in updating its system of data collection since Independence and in commencing an annual collection of school level data and computerising accounts within the sector ministry. Regional supervisors summarise information on various subsectors and supply the information to relevant directors but no system exists for the planning department to receive copies or collate the information, so there is no overview of the sector. Because the previous Indonesian regime did not collect gender disaggregated statistics regional supervisors do not supply such data currently.

In terms of EFA goals there are areas that are often lacking in information systems, such as early childhood care and development [ECCD] and adult literacy training. The organised and government dominated school system is an easier area for statistical data collection but these other subsectors are also very important to the EFA process. Sector ministries need to consider how monitoring and reporting systems can be developed to incorporate literacy classes and how regular national surveys⁷², perhaps for other purposes, can supply data to assist in developing national literacy estimates.

Having developed the management information system it is very important that it be sustained, in terms of infrastructure and capacity. Information that is not updated quickly becomes of little use in decision-making. If one only knows what the sector looked like two years ago then the information becomes less relevant to making decisions about how it will be resourced in three years time, as a great deal can happen over a five year span, especially if the inputs are designed to bring about rapid change. The two weakest links in the process are often the maintenance of the IT infrastructure, including telephone or other communication links, and the sustaining of developed capacity for the system, and these are of course connected in that in many developing countries the skills to maintain the infrastructure are in such high demand that personnel with them cannot be maintained in the civil service. There are often regulatory and resource constraints to paying what it costs to sustain the system, after a donor has provided the initial investment. The Gambia is developing a special classification for IT personnel to address this issue, and also considering outsourcing the maintenance of the IT system.

⁷² The Multiple Indicator Cluster Survey [MICS] sponsored by UNICEF reports on a national sample basis a small set of educational indicators, including adult literacy, as an example

A further capacity issue is the extent to which senior managers are able to use information. There are both demand and supply aspects to this issue. If managers are not trained to request and use information in regular reports they are likely to either ignore their own information needs or to request information on a piecemeal basis which is often inefficient. Planners need to agree on the key information points with managers and supply these on a regular basis. On the supply side MIS managers may be too possessive of the information and see themselves as gatekeepers or interpreters, thus enhancing their own power vis-à-vis the senior policy makers and managers. In The Gambia the EMIS is distributed via CD and all managers in the Ministry received regular updates via locally copied CDs, which is a cheap and effective distribution system that bypasses difficulties with online systems and confidential aspects of the system.⁷³

2.2 An in-depth and critical analysis of the education sector

The plans should be prepared on the basis of an in-depth analysis of the current situation of the education system and of its probable evolution, through a technical, participatory, and transparent approach. Obviously the development of a sound MIS is fundamental to regular critical analysis of the sector. Otherwise this becomes a one off event and is much more costly as often consultants, either national or international, are required to gather the material. It is better to develop an internal ministry team of fairly senior staff, under the leadership of a top policy maker, to develop such analyses. In this way they will not only become familiar with the sector but be in a position to address the issues raised by the analysis.

Any analysis that will serve as the starting point for sound EFA planning must include statistical and financial aspects. Without costed policies and activities it is very difficult to appreciate the need for prioritisation. Simply imagining what should be or setting standards and practices that are appropriate to developed countries without transparently reckoning their costs [and not just their initial investment costs but their recurrent costs] can lead to expectations that are impossible to meet.

EFA concerns itself with a subset of education sector activities. Most education ministries are expected to deal with a wider spectrum of educational preparation than ECCD, basic education and adult literacy, important as these aspects of education are to nations and to individuals. Post basic schooling, technical and

⁷³ Certain confidential data on the main system, such as salary points on an individual basis, were not reproduced on the distributed CDs

professional training, teacher education all need to be provided for in some way, and so any complete analysis undertaken to prepare for EFA long term planning must also incorporate the non EFA elements of the sector, if only to highlight to governments and external agencies the choices that are being made.

Undertaking sector analysis is both an informative and formative process. It creates awareness and understanding among the stakeholders who do the analysis, thus preparing for a realistic dialogue later in the plan preparation process. To achieve this the analysis must be completed in a participatory way. It should involve all the principal stakeholders in the sector, including other ministries and agencies of the government, NGOs active in education, and representatives of civil society.

2.3 A general consensus

A further condition for the implementation of EFA plans is the development of a general consensus on the main priorities and strategies to achieve the desired goals for EFA. This must be built through consultation with and the participation of all the stakeholders, including other public departments, the legislative body, the teachers, the private sector, and the broader civil society.

Building a general consensus will usually begin with the political will to deliver the main outcomes of the EFA position. Without the active involvement of significant political figures as champions it is difficult to mobilise the range of stakeholders necessary. In Cambodia the position of the minister in charge of the education sector as Deputy Prime Minister and the agreement of the Prime Minister as head of the overall EFA committee provided substantial messages to the whole ministry and sector that there was strong commitment to EFA. While political commitment is not sufficient to deliver the resources that may be needed it may be necessary in order to mobilise the resources.

To go from political commitment at the top to mobilisation of the widest set of stakeholders there will need to be wide consultation. Dialogue between stakeholders may take a number of forms and there is need for a mix that will to some extent reflect the national culture. EFA planners and managers need to hear what others have to say. This may occur in workshops, in seminars, in village discussions, in round tables and in whatever ways are appropriate to the society. It is important that a range of senior policy makers participate in these discussions and not simply technocrats. In Cambodia during the process of education reform very senior officials from the sector Ministry went to meetings in every province. This gave them the opportunity to hear from people who would normally never get the opportunity to meet such officials face to face.

The consultation process is a means to form active partnerships between different sections of civil society, including the representatives of external agencies such as donors and NGOs. Dialogue is the crucial issue here, meaning the opportunity to canvass different options and to challenge the status quo in a manner that is positive. Without this there is a constant danger that one side or the other will feel that it has been forced to acquiesce rather than freely accepting a common point of view. Following consultation there ought to be formal agreed positions adopted. It is sometimes useful to separate this from the active discussion and canvassing of different points of view. This is difficult to achieve in dialogue that involves out of country delegations, missions or round tables, with their fixed timetables and necessity to produce a result within a very limited period. However when the parties all reside in the region there are strong benefits in such separate meetings for formal agreement. In Cambodia the education minister set up regular formal consultations between the senior policy makers and external agencies active in the sector. But he made it a principle that in discussions at such meetings all the external agencies would present one point of view only. This did not prevent very active discussion prior to such meetings and informal dialogue with the ministry. The forcing of each side to single views, formally presented by senior representatives on each side, sent powerful messages and usually ensured that agreements were thrashed out before the meetings. Contentious issues were privately debated and compromises agreed over periods of some months and each side had confidence that the final positions were very solid.

2.4 A development and reform process

The development of an EFA plan, or the financing of an EFA plan, is not a single issue over which one single agreement between the parties can be reached. Rather they are processes, or parts of processes, that may be ongoing for long periods of time. It is better to view them as such from the beginning and see that the process itself must be the focus for interactions between the stakeholders. There must therefore be provision for a process that emphasises sector reform and sector development over time.

The focus of the process must be across the sector. Although EFA emphasises basic education aspects, these cannot be reformed and developed without the wider context. Regardless of whether EFA is being financed by transferring government resources from post basic to basic, most governments will continue to accept some responsibility for the whole education sector. They will accept responsibilities for policies and monitoring across the whole sector and will seek

to set the standards for the whole sector. This means that the processes must encompass all education activities to some degree.

There is then a need for a strategic vision for the whole sector, which will incorporate priorities for implementation. This vision should encapsulate what the end point of the process should be, including the goals and objectives for EFA. A strategic vision is not simply a description or statement of the ultimate shape of the sector but should incorporate the major strategies for arriving at this desired state. Because most nations will operate under constrained resources even for high priority sectors then the strategies should provide guidance in making resource allocation decisions that will assist in the rational allocation of human and financial resources.

2.5 Institutional and administrative implementation arrangements

The reform and improvement of the education sector is therefore a continuous process which needs to be planned and managed satisfactorily. Among the key institutional and administrative arrangements that need to be made are:

Overall strategic reform responsibilities

High-level involvement by senior policy makers is very important in setting the strategic reform agenda and then regularly monitoring the process of implementation. Some countries, such as Cambodia, have the minister as chair of this group so that a clear signal is sent to all managers in the sector that reform processes are a high priority.

EFA as a distinct organisational entity

In order to facilitate the implementation of planning, EFA responsibilities can be seen as a distinct responsibility within the sector. The Gambia appointed a senior director as the EFA Policy Coordinator and relieved him of other responsibilities so that EFA implementation could be coordinated in conjunction with other subsectoral responsibilities. The emphasis here is on coordination rather than implementation as the office has a very small staff and central and regional directors still manage the various aspects of the EFA programme such as basic education delivery.

Implementation as part of sector and national plans

It is very important that EFA be seen as a part of other plans. Many countries have medium term sectoral plans and long-term national development plans.

EFA needs to be seen not as a separate initiative divorced from other planning and implementation but as a long-term process that contributes to national development and to which medium term sector plans contribute.

Box 1. The Role of the EFA Secretariat in Cambodia

Preparing the EFA /NPA has been coordinated by the EFA Secretariat. The August 2001 Sub Decree envisages an ongoing role for the Secretariat as a key link from the MoEYS to related ministries, and in representing Cambodia at regional activities that will be an essential feature of the EFA agenda over the coming years, if 2015 goals are to be realised.

In defining the ongoing role of the Secretariat, the Sub Decree lists the following duties of the Permanent Secretariat General:

- ✧ Research and draft policies, plans and strategies, and submit them to the National Committee for Education For All for review and approval;
- ✧ Liaise and coordinate with the Ministries and Institutions concerned, National and International Agencies for the sake of Education For All;
- ✧ Organize meetings for the National Committee for Education For All, monitor work performance, and implement decisions made by the Committee;
- ✧ Report the outcomes of work performance to the National Committee for Education For All in timely manner so that it will forward to the Royal Government. (Article 7)

In designating the roles and responsibilities of EFA Committees, and the duties of the Secretariat General, EFA has been given a priority focus within the Royal Government of Cambodia.

3. Government/agencies partnership in EFA planning

In many developing countries there is an uneasy relationship between the national sector managers and the external agencies that seek to influence the direction of national development. In some cases there can even be rivalry between external agencies as they seek to have their own agendas adopted by the host country sometimes at the expense of inputs from other agencies. What is needed is a clear partnership between all parties in the sector.

3.1 Participation of partners

National sector policymakers must be senior partners with external agencies. Without this national leadership there can be no real ownership of the national policies and strategies for EFA. It is important that the national sector leaders

clearly enunciate such a policy if it is to be effective in drawing all the major stakeholders into clear partnership. In Cambodia the relationship developed over a number of years but it was clearly initiated by the Government and by senior policy makers in the sector [see Box 2]. Cambodia saw that the three essentials for full partnership were:

- National leadership and ownership;
- Early agreement on education policy and strategic priorities;
- Collaborative implementation programme.

Thus it is very important that education sector policy makers and senior management must own their strategic plans and priorities. They cannot give national leadership without demonstrable commitment to the direction and implementation of change. They are unlikely to claim ownership unless they feel in control of the directions for the sector. This has important implications for the work of those who are commissioned by external agencies to assist in the development of plans and policies or in the implementation of them. Technical assistance should be focussed on senior policy makers and not located in external agencies or even link to technical staff in sectoral ministries.

One of the assumptions behind a partnership approach is that the agencies will commit themselves. Rather than sitting back and waiting for the national sector to commit to goals and either endorsing them or not, agencies that desire to work in partnership will commit themselves to goals. It is common to find that agencies and their consultants will work with the national sector and produce policies, priorities and strategies that refer exclusively to the actions of the sector and other national agencies, but will fail to list any goals or commitments by the external agencies. This belies statements of partnership.

Box 2. The Commitment of the Cambodian Ministry of Education, Youth and Sports to Partnership in Sector Planning and Implementation

MoEYS Statement presented by H E Pok Than,
Secretary of State, MoEYS

After discussions with our partners at sector planning seminars in September 2000, we agreed to three key elements in an effective education partnership.

The first was the importance of *national leadership and ownership* of the education reform program. The Ministry is confident that it has fully demonstrated its sustained commitment to lead education reform in Cambodia consistent with the partnership principles agreed earlier this year. The Ministry can also assure partners of its full understanding of the implications of the proposed reforms set out in the ESP and ESSP, while recognizing the challenge of implementation.

The second element was that *early agreement on education policy and strategic priorities* was essential. In the context of this second partnership agreement, the Ministry strongly reaffirms its commitment to Education For All as its priority long-term goal, consistent with the Dakar Declaration of 2000. We are determined to achieve universal access to nine years of quality basic education in the next decade. The Ministry anticipates that its partner will assist the Royal Government to fulfil this priority policy. Concluding statements at Dakar included this one: "The international community acknowledges that many countries lack the resources to achieve Education for All within an acceptable time frame ... We affirm that no countries seriously committed to education for all will be thwarted by lack of resources". Cambodia lacks sufficient resources without our partners; the 'education partnership' is therefore our joint response to Dakar to work together to achieve this priority target to transform the lives of the next generation of Cambodians.

A third key element of the partnership is to achieve joint agreement on the resources for a *collaborative implementation program*. The Ministry believes that the joint appraisal exercise concluded this week on our the Education Strategic Plan, and the initial translation of the ESP into a five year Education Sector Support Program is a demonstration of the firm commitment of all partners in this process – MoEYS, other Ministries, our international partners and the non-governmental community. Nevertheless, the Ministry recognises that much still needs to be done to build and sustain the partnership. Support from other Ministries, donors and NGOs must be sustained in order to build on this foundation. The Ministry is therefore seeking an early commitment of technical assistance and operational support to further develop the partnership approach, to refine and consolidate the achievements, and to detail and implement our forward work plan.

My Ministry is acutely aware that there are a number of other key requirements if the new proposed reforms are to be implemented successfully. One critical task will be to reach early agreement on an *institutional development plan* and on *the capacity building priorities*. The Ministry has outlined broad directions for building the capacity needed to effect de-concentration of responsibilities to the provinces in the ESP and the ESSP. This policy priority however merely is a beginning, our vision of the future. The challenge will be to jointly identify immediate priorities and mobilize the necessary technical and financial resources to enable the provinces and other levels of agency in the country to take responsibility for improving the education services delivered in the area for which they are responsible. We are eager to accelerate decentralisation of responsibility nearer to the communes and communities, but our partners have to come forward and help us the build back the capacity of these levels of government to effectively assume responsibility.

3.2 Mechanisms and practices for partners' participation

Cambodia has developed a very successful process for partnership. Under the leadership of the ministry of education a set of regular processes involves senior policy makers, senior agency representatives and policy advisors in regular consultations and joint agreements on the whole education sector. The donors now collectively report to the sector on an annual basis [see Box 4 for an extract of the first annual report]. At the Education Round Table following the 2002 review of the Education Sector Strategic Plan, the Prime Minister of Cambodia stated:

I would like to express my warmest congratulation to the Ministry of Education Youth and Sport as well as all donor partners and non-governmental organisations for reaching a common understanding on paving the way towards a new form of effective partnership for co-ordinating assistance program and joint actions to develop Cambodia's education sector under the framework of the Royal Government's policies and strategies. Close co-operation among Government ministries and institutions and between the Royal Government and donor partners in education sector is a critical prerequisite for success in our endeavours to achieve the ultimate goal of Education For All. In addition to that, this will offer various valuable lessons and experiences for improving our co-operation in other key sectors.

The key elements of the process, which led to this effective partnership, began with regular consultations with external agencies led by senior sector policymakers. Too often consultations are initiated by the external agencies and the sector policy makers are reactive rather than initiating. The Minister commenced the process by calling all of the agencies working in the sector together and suggesting that a regular dialogue led by the Ministry and including the senior policy makers would be a useful starting point. The meeting agreed with the approach and the Minister thereafter chaired regular sessions attended by senior agency staff [usually the Representative of the agency, or a delegated senior person]. A set of principles for the meetings was agreed.

The Ministry encouraged external agencies to meet regularly and formally to develop common approaches. This was done and a regular monthly or bimonthly meeting of all agencies working in the sector was held. Reports and minutes were extensively and electronically circulated so that regional and head office specialists in the agencies were kept fully informed of all developments. Visiting project and programme development and appraisal teams usually briefed this

meeting on their work so that all agencies were kept fully informed about proposals and developments in the sector by all participants.

Box 3. General principles of donor participation in the education sector in Cambodia

Broad commitment to a sector wide approach

It is now clear that the donor community has accepted the utility and advisability of taking a whole sector approach to development aid to education, in the terms defined above. There is support among donors for a single sector policy and expenditure program under government leadership.

Emphasis on partnership

Since early in the process of developing the sector wide approach, while the sector review was being conducted there has been a growing emphasis on partnership. This has been viewed as a partnership between donors to enhance the sector collectively through an open and transparent approach to their individual inputs. There is also an aspect of this partnership that involves the donors collectively and the Ministry. The donors have attempted to move from a position where the Ministry followed the dictates of a set of individual agencies mediated through projects to a position where the Ministry sets a policy position for the sector which is supported by the work of agencies.

Use of common conditionalities

The development of a common policy matrix between the Ministry and the donors is a significant step in preventing proliferating and possibly conflicting conditionalities being imposed on the Ministry as a part of the aid process. Provided that the matrix of implementation activities and indicators is generally agreed it means that the Ministry has clear indications of where it ought to concentrate its efforts. Donors also have clear guidelines on the priorities of the Ministry and the parts of the system that need to be supported.

Emerging support for direct budget inputs

Individual and directly supported projects have a certain efficiency in delivering inputs. However they are much less effective in bringing about system wide and sustainable change. Provided that there is commitment at the policy level and development of the management systems [including all aspects of the financial management system] then budget support allows the development of management capacity by bringing all major aspects of sector development under the control of senior management. The donors have set themselves a target of 50 per cent of sector aid going through direct budget support by 2005.

Emphasis on capacity building, especially in financial systems

The issue of capacity building is directly related to assessment by donors of the likelihood of budget support producing its intended consequences. It is difficult for the Ministry to demonstrate capacity while significant aspects of its operations [both financial and personnel] are isolated in parallel systems, while on the other hand donors are reluctant to commit resources through direct budget support until the capacity is demonstrated.

Donor Sector Report, 2002

Both the Ministry and the major external agencies encouraged sectoral NGOs to formally associate and be represented on other consultative bodies. Financial support in the form of technical assistance and also support staff were provided to establish an education NGO organisation. This sent representatives to both the regular donor meetings and to the regular consultations between senior policy makers and external agencies in the sector. This was a significant move in bringing all the major players in the sector round the same tables and developing mutual trust and respect.

As part of the regular consultations the Ministry suggested that a common policy implementation matrix be developed. This was developed from a matrix that had been agreed upon between the sector ministry and one of the largest development agencies working in the sector. It was elaborated and incorporated a range of policy implementation issues that could form the basis for a range of individual assistance, without the need for fresh negotiations and the proliferation of individual conditionalities. Significantly it included implementation commitments on the part of donors as well as the Ministry.

As part of the mechanism that sustained the development of these processes, two senior policy advisors worked in the sector. One worked directly with the highest policy makers in the Ministry itself, while the other worked as the donor coordination advisor. Together with the Director of Planning in the Ministry they collaborated closely in ensuring that informal as well as formal channels were used to keep communication between all partners frank and full. It should be emphasised that most of the discussion and attendance at these partnership meetings involved agency staff rather than technical assistance working on ministry projects or programmes.

3.3 External agencies and plan development

Involvement by external agencies in the development of sectoral plans and their implementation has the potential to cause any of three reactions. Their involvement may be viewed as interference in what is seen as a significant national development sector, particularly as those involved may seek to question current national priorities. On the other hand the contribution of the agencies may be seen as a welcome addition in an environment where there is a lack of capacity. The worst case would be when there is ineffective assistance resulting in the non-development of any real plan.

It is important that the broad directions for sector plans are set by national policymakers, as has been emphasised above. If the sectoral policies, priorities and strategies have been developed in such a way that senior policy makers are

comfortable with them and view them as the national framework for planning, then the elaboration of the plans with the help of external assistance is not likely to cause great problems.

Within such a context broad international experience can provide a wider view, either from nationals or from international assistance. What is important is that international educational planning experience be used to test local planning directions. It should not set the national priorities and strategies but inform them and provide practical directions in implementation by advising on what has worked in other places.

The management of the external assistance will determine much of the utility of the outcome. If it is managed in a context of national partnership then the message from the agencies to their international technical assistance will be clear that national ministries set the highest level priorities and directions. Similarly from within sectoral ministries it is important that senior policy makers make clear their ownership of the agreed national policies and priorities, and do not leave the work to proceed on a purely technical level. It must of course be completed at a technical level but grounded in a secure national position for the sector.

3.4 Different approaches

Within education there has been much debate in recent years on the utility of the project approach as a means for the development of the sector. Originally many projects were conceived as a means of delivering results to the prime beneficiaries [children, students and non-literate adults] when national education sector ministries were unable or unwilling to do so. Projects were seen as finite inputs to deal with particular and circumscribed problems. In the course of time and especially where a large number of projects exist in a sector, their downside has been recognised. In many ways they fragment the sector, leaving the senior managers with a much more difficult management task, and often with the ablest middle managers lured away to work inside projects and outside the control of the senior staff. Thus they act to reduce rather than build capacity, and often provide for recurrent costs at a level far beyond what is sustainable. Thus current development thinking is moving more towards programme or whole sectoral approaches. Where then is the EFA process in such an environment.

By default an EFA plan is wider than most projects in both scope and scale. With a time horizon in the long term and often complex activities to develop and implement it is a large undertaking. It involves looking across a number of sub sectors [ECCD, Primary, Adult Literacy etc] that are usually organisationally

distinct. Many projects cover parts of several subsectors but ministries are often not organisationally equipped to deal with such crossovers.

EFA therefore lends itself to programme, or SWAp approaches to planning and management. For the sort of change envisaged by EFA a consideration of the whole sector by all parties is necessary. This is the basis of a Sector Wide Approach [or SWAp]. Definitions vary but this definition has been taken from a recent review of sector-wide approaches carried out for a donor group (DANIDA, DFID, Finland, Irish Aid, the Netherlands, NORAD, SIDA) focusing on sector wide approaches⁷⁴:

All significant funding in the sector supports a single sector policy and expenditure programme, under government leadership, adopting common approaches across the sector, and progressing towards relying on government procedures to disburse and account for all funds.

This is an ideal view of the SWAp process. Most SWAps do not conform to this definition entirely. In particular some donor agencies are unable to place finances into government systems, and some are unwilling to do so if they judge that the government financial management processes are faulty in some way. Thus in practice many SWAps employ a variety of management and funding mechanisms, while endorsing in principle that the end point ought to be budgeting, disbursement and reporting of all resources through government procedures.

The important point for EFA is not primarily the financial mechanisms but the acceptance by all or most donor agencies in the sector of a particular country that there should be a single sector programme, following one set of policies and strategies and encompassing all sector expenditure. If the sector currently has a SWAp process then EFA should fit within this easily. If there is no SWAp process in a particular country then the development of a programme approach would seem to offer many advantages over viewing the implementation of EFA as a very large project.

3.5 Externally directed efficiency measures

One aspect of the partnership relationship that is sometimes very difficult is the insistence by some donors in some circumstances that the sector considers

⁷⁴ *The Status of Sector Wide Approaches*: Centre for Aid and Public Expenditure (CAPE), Overseas Development Institute, London: commissioned by Irish Aid, Dublin: February 2000.

efficiency as one of the avenues to raise revenues for new initiatives such as EFA. Are the efficiency measures often recommended by external agencies necessary remedies or bitter pills to swallow?

Box 4. Characteristics of the Cambodian SWAp

Rationale for the Sectorwide Approach: The main impetus for a sectorwide approach (SWAP) was Government recognition of the disappointing sector performance in the 1990s, and the limited development impact of external assistance of \$30–40 million per annum between 1994–1999. Another factor was a determination, within the highest levels of Government, to move from “donorship to ownership and partnership”.

SWAP Characteristics: The coverage of the program is sectorwide, incorporating a rolling program of priority reforms. It focuses initially on basic education, but with growing attention to public-private partnership in post-basic education. It is based on a long-term vision set out in the Royal Government’s Vision 2020 document, the draft EFA strategic plan 2015, and a set of long and medium-term strategies and programs identified in the ESP and ESSP to which, Government and all major donors agree. There is also an agreed medium-term expenditure framework (MTEF) consistent with the policies and priorities. The PAP mechanism provides the relationship between spending and sector outputs. Program allocations reflect priorities, and post-audit accounting encourages results-based financial management. There is **strong Government and MOEYS leadership and ownership of the program**, with local stakeholders responsible for priority setting and program development. All major donors are committed to supporting the program, encapsulated in a set of Partnership Principles, formally approved by MOEYS, the Education Sector Working Group (ESWG) of donors, and the NGO Education Partnership (NEP) in early 2001.

It is clear that the education sector has to compete as a sector with other sectors in achieving national goals. It has no automatic right to a large share of the national cake, though usually in practice the sector does receive a significant proportion of the national budget. Different countries, depending on their national priorities and circumstances, take different views on the importance of the social sector in receiving government resources. Within the sector too there are also competing goals between sub sectors, and these will depend on sectoral priorities and often on the goals espoused by the national development priorities. As a very rough rule of thumb one would expect to see education receiving 20–25 per cent of the national budget, and/or about 2.5 per cent of GDP⁷⁵.

⁷⁵ Some countries have low rates of revenue compared to GDP and necessarily this may mean higher budget allocations to adequately fund the sector.

All countries have resources that are necessarily finite, and in practice this means that there are usually more calls on the national budget than can be accommodated by it. In addition, by definition developing countries have limited resources. These resources are usually less and sometimes very much less than they need to meet even basic requirements at a reasonable standard, let alone the standards now adopted in rich countries. There are a range of responses that countries and sectoral ministries can take – they can attempt to raise revenues, they can attempt to cut costs or some combination of both.

Resolving this often means raising efficiency whether or not external agencies are involved. Faced with such choices governments or sectoral ministries attempt an equitable response by cutting each part of the budget equally – everyone receives 5 per cent less for example. This means that managers either find efficiencies or cut out certain activities altogether or both. So many developing countries contain current costs by paying salaries and reducing operating expenses by deferring or ignoring maintenance for example.

External agencies that raise efficiency questions should not be seen as simply being bad and imposing conditions that they would not tolerate in their own schools. Often they are attempting to address the short-term solutions proposed locally that lead to long term problems. For example providing teachers without providing for the other costs of operating schools, such as instructional materials and maintenance can lead to severe declines in the quality of education. Similarly providing full support for tertiary students may not raise tertiary enrolment but can deprive basic education of severely needed funds.

On the positive side external agencies may be in a position to broker increased internal resources for the sector, especially if they can convince central agencies such as finance ministries that the sector is making real attempts to use funds as efficiently as possible. Agencies that can provide budget support have an advantage here in that they can use this leverage to have finance ministries provide higher levels of funds to the sector more easily than agencies that provide project support.

4. Reliable plans and credible projections

Given that the conditions for implementation are in place and that effective partnerships are set up, what more is needed to ensure that EFA plans are viable?

4.1 Cooperation in planning

In the first instance EFA plans should be prepared by governments for their own citizens. They are statements of how a particular country desires to reach certain international goals, and therefore they should reflect the values of that nation and the ways in which its citizens are capable of reaching the goals. That means mobilising national resources and doing so in a credible way.

Unfortunately, in numerous countries, the economic situation and development prospects are such that it is difficult to attain the Dakar objectives with national resources alone. In addition the debt problem that exists in many developing countries hinders the effective mobilisation of extra national resources, even if these were utilised in the most rational way possible. Further in some countries there is a dearth of capacity in planning. In Timor Leste for example there is not a single qualified Timorese educational planner, there is no legislative basis for education and there is no formal national education policy. This is an extreme example, based as it is on a very young country, but there are other countries where the depth of capacity and experience for a complex sectoral planning exercise is severely lacking.

What is then needed is some level of cooperation in planning, based on a frank recognition of where the gaps are and an acceptance by both sides of the principles of partnership under the lead on the national sector policy makers. In those countries that are successfully planning for EFA the external consultants, whether national or international, see themselves as facilitators. They seek to bring out the strengths of the local staff and they accept the direction national policy is taking.

4.2 Credibility and viability

The plans and their projections have to be viable, realistic and credible, in order to facilitate the mobilisation of additional internal resources as well as external financing. Simply making a wish list, or stating that targets not reachable in the past thirty years will now be reached in five or ten years is unlikely to convince governments and their central ministries to release further resources to the sector. This is particularly so in the current environment of public expenditure reform.

Following years of failed projects and mounting developing country debts, the large international institutions and bilateral agencies are becoming much more concerned about the levels of financial management and probity in developing countries. They are conducting financial assessments of the processes of expenditure and focussing on auditing requirements.

4.3 Reconciling planning demands

- Planning must satisfy social demand;
- Planning must contribute to political stability;
- Planning must satisfy the "pressure" of external partners for efficiency.

How can these competing even conflicting demands be reconciled?

4.4 Credible projections

- EFA plans rest on projections to meet deadlines at various points in the future;
- If the starting points are low then growth to increase enrolments or reduce gaps may need to be much stronger than in the past;
- Need for different scenarios to cover range of possibilities;
- Criteria for credibility: (i) Transparent goal setting; (ii) Reliable base information; (iii) Sound costing; (iv) Good analysis of the causes of the major problems.

5. Increasing external financing

It is clear that most developing countries are unlikely to have the resources to finance the achievement of EFA goals by 2015. If that is the case and they are committed to the goals then some external financing will be required. Important considerations to successful external financing will include: (i) A plan for financing; (ii) Transparency and credibility in financial management; (iii) Policy processes that inspire trust.

5.1 Financing plans

A sectoral public expenditure review is a key action in taking stock of the total resources in the sector and how they are expended. Sector studies are carried out to address a government's goals within a sector, how these are to be achieved and what expenditure is required to achieve them. Sector studies can be used to

examine the cost of delivering alternative policies and programmes. Also, a sector study should be able to examine the cost of sub-programmes within a sector and the trade off between sub-programmes in terms of resources (for example, the number of children that can be educated at primary school level expressed in terms of sending a child to university). A full sector review will include:

- Defining and costing the basic services defined in the Education Sector policy priorities and for which the Ministry is responsible and the major constraints to the delivery of those services;
- Ensuring that an estimate of total expenditure for education is made. This should include government funds expended through the budget, external aid whether delivered through the budget or not, and sourced from both traditional and non-traditional donors, the contribution of NGOs and CBOs, and private expenditure;
- Ensure that explicit linkages are made between the EFA plans, the PRSP and the PER in content and direction;
- Ensuring that education expenditure is explicitly allocated between rural and urban sectors of the population;
- Ensuring that development as well as recurrent expenditure within the budget is analysed.

A starting point for a sector review is an outline of involvement in the sector. This should include a Mission Statement of the departments involved in that sector, presentation of Sector Objectives and the Policies that the government has for that sector. The Sector Priorities should be identified. There should be an Assessment of Activities in relation to the goals to be achieved in that sector. Sectors have also to be assessed in terms of the outputs that are to be produced through the application of these activities. As a key element of any sector review is centred on the allocation of resources to the activities that are implemented to deliver sectoral outputs, it is essential that Costing of Activities is carried out

One of the key outcomes of a sectoral expenditure review is an assessment of the inefficiencies in the sector and of the gaps in funding between what is needed to achieve the goals and what is available when all resources are counted. Governments should then address these gaps and take all the necessary measures and arrangements to rationalise and increase internal resources to the sector.

In principle, the country's external financing for education should be complementary to its internal resources. It should not be the case that the government is intent on financing one set of measures to reach a set of

objectives and the external agencies are financing another set to reach quite different objectives. If this is the case then there is a serious problem that needs to be addressed directly. What is needed is complementarity – where all the efforts are directed towards the same overarching goals and objectives, though the activities financed by different parties may be different. The complementarity will depend on:

- Political and policy commitment to a sound sector plan by all parties as far as possible, including NGOs and communities;
- A sound mechanism to involve external agencies as active partners in the development of the policies and plans, so that ownership is acknowledged by all parties because all have taken responsibility in their formulation;
- Confidence in the financial management system by all parties, including external agencies. This will include the disbursement, accounting, reporting and auditing systems. Lack of confidence will result in the external agencies maintaining or setting up parallel systems and reducing the capacity of senior policy makers and managers to direct the sector. It may be that this confidence will only develop if the agencies are prepared to invest in the strengthening of the national systems. Two key budget support programmes for education in Cambodia have as “project” components the strengthening of the sectoral accounting, reporting and auditing. As well there is an associated central programme to develop the financial systems within the centre and the provinces;
- Donors should be prepared to make commitments for a reasonable period to enable stable plans to be developed. While it is not always easy for them to do this it is important that bilateral agencies in particular begin to consider how best long term planning such as EFA can be implemented. One aspect of this is the willingness of both governments and external agencies to see that the commitments they make are long-term commitments to achieve long term goals.

5.2 Transparency and reliability

The more transparent and reliable the national financial management system the more likely that aid will be provided in a programme or sector fashion rather than through projects. The agencies have been developing means of assessing financial systems such as the Country Financial Accountability Assessment [CFAA]. A CFAA is a diagnostic tool designed to enhance knowledge of Public Financial Management (PFM) and accountability arrangements. Financial Accountability is the obligation to demonstrate and take responsibility for the results of financial decisions against agreed expectations. In general, these

expectations are that funds are used economically, efficiently and effectively for the purposes intended.

The capacity and quality of the stewardship function are important determinants of performance, development effectiveness and poverty reduction. The CFAA is not an audit—nor does it provide a “pass/fail” assessment of a country’s PFM system. A CFAA provides a well-informed and objective assessment, a diagnosis of problems, advice on their resolution and an indication of the level of fiduciary risk. However, it is not intended to, and does not, provide assurance on the specific uses to which funds have been or may be applied. A CFAA also facilitates the design and implementation of a development action plan to support financial accountability. The CFAA is an important building block for Poverty Reduction Strategy Paper (PRSP) related support.

Thus, developing the education sector may rely on improvements or changes in the Ministry of Finance or the processes of local government. It may involve developing capacity in management reform and/or personnel reform. It also may bring in external agencies not working directly in the sector.

Box 5. A conducive SWAP Environment in Cambodia

There were no formal preconditions or joint undertakings before engaging in a SWAP process.

- The critical initiating factor was the open recognition by the Minister, MOEYS (who is also Deputy Prime Minister) of the need for radical reform if the sector performance was to improve.
- A second key factor was the existence of a program of major financial planning and management reform, championed by senior policy makers in the Ministry of Economy and Finance.
- As the policy development and partner dialogue process progressed, high level support within the Prime Minister’s Office, Ministry of Economy and Finance also strengthened. MOEYS and partners’ confidence in a SWAP was reinforced by growing macro-economic stability, and the Government’s commitment to formulate an MTEF which would help provide more predictable sector resources.
- The Government’s agreement to a number of reforms and targets, set out in the ADB education sector development loan covenants, further reinforced mutual trust and confidence in a policy-led approach

5.3 Encouraging external financing

While nothing is guaranteed in terms of international funding, there are a number of ways in which developing countries can encourage their external partners to contribute to the achievement of the EFA goals:

- The more the external partners have been positively involved in setting national policy and implementation strategies the more likely they will contribute financially to their achievement. This is the principle of ownership at work;
- The more the policies aim at satisfying international goals for the sector the more likely there will be external support. There is a fine line to walk between local priorities and policies and internationally agreed priorities that countries have signed up to in international councils;
- The more evident that the country is clearly committed to a transparent process of goal setting, implementation and monitoring the more likely that external support will be given. Countries can signal their commitment to transparency through the processes by which they set goals and implement programmes.

The more committed the senior policy staff and the technical staff in the sector are to the strategies and priorities the more likely that support will be given. While commitment is hard to measure, such indicators as attendance at important discussions in person rather than through subordinates, and familiarity with the documents and the principles they embody are important indicators of this quality.

5.4 Criteria for external EFA financing

The arrangements for actual disbursement of external funds are not always simply arrived at, as the interests of the two parties may be distinctly different. Arriving at a solution acceptable to both sides may mean considerable discussion and a level of compromise on the part of both sides. This is where the investment in developing common positions of the external donors can pay large dividends. If they are committed to a single position then it is easier to agree the criteria across the EFA programme and the sector.

The two main positions regarding legal forms for disbursement are as follows: beneficiary countries generally seek the most flexible arrangements to give themselves room to meet unexpected crises, and unforeseen changes. This means attempting to eliminate conditionality or reduce its rigidity as far as possible and attempting to bring disbursement under the regulations and processes for national funds to avoid two or more parallel systems of financial

management. On the other hand donor countries often attempt to tie contributions narrowly to specific outcomes and specific channels for delivery in order to be more certain of the outcomes⁷⁶. It is important that the donor agencies are clear about the overall outcomes they are seeking and not be wedded simply to particular activities which they wish to fund.

Box 6. Identified financial weaknesses in The Gambia [from CFAA summary]

In The Gambia, effective Public Financial Management is promoted through a reasonably sound budget framework. However, there are a number of serious weaknesses, which create a high level of fiduciary risk. This means that there is a high risk that resources are not accounted properly for, that they are not used for intended purposes and that expenditure does not represent value for money. There are also risks associated with the governance environment. These weaknesses include poor resource allocation, non-compliance, limited execution, inadequate monitoring and scrutiny, insufficient capacity, lack of enforcement, non-transparency and poor parliamentary oversight. Government's pledge to strengthen governance needs to be translated into measures to address these weaknesses. Development partners should support this process and consider appropriate risk mitigating measures where providing program support.

... What is required are small but tangible achievements in all aspects of public and private financial accountability. The ... action plan establishes a set of actions to achieve fundamental benchmarks in PFM. These actions are derived by prioritising the recommendations detailed in the report and respond to the key areas of concern. The action plan articulates the priority areas recommended for action by Government, together with an indicative timeframe for implementation. Successfully tackling these priority areas represents quite a daunting challenge.

Capacity constraints represent the single greatest challenge for improving PFM. These constraints must be explicitly factored-in when implementing the action plan. This is particularly pertinent to local government. In addition, a principal risk for the implementation of such an action plan is the Government's willingness to pursue reform in a sustainable and consistent manner. To mitigate this risk, Government's pledge to strengthen governance and management of public resources needs to be translated into actions.

⁷⁶ They may also do this to meet requirements laid down by their own governing bodies. However this is much less the case these days, and most agencies now make provision for broad budget support based on policy level agreements with sectoral and central ministries.

Joint agreement on policy priorities and implementation timetables can prepare the way for common criteria for external financing. So the time spent in reaching common positions between the government and the external agencies may be well invested if it leads to greater flexibility for the beneficiary countries. In entering such a process it is important that the national side have a clear view of its own position and that sufficiently senior persons spell this out to the external agencies in appropriate forums. Without a sufficiently strong position there will be no sense of ownership of whatever common position emerges. It is these common criteria and reformed financial management systems that offer a way forward beyond the narrow confines of the project model of external assistance which is so inappropriate to broad and long term programmes such as EFA

5. Conclusion

It is likely that there is no single best model for the development and internal and external financing of EFA plans. Individual countries will need to consider the state of their strategic planning, the involvement of their own senior policy makers, the mix and attitude of external agencies in the sector for their country, and the willingness of all parties to put the time in to reach a point of common agreement. After four years of development in Cambodia they considered the main lessons of the process to be:

- (a) High level national leadership and authority of the ... reform process is critical; in Cambodia it was provided through the Minister, MOEYS (also Deputy Prime Minister). Once this leadership is established, other champions of reform, within MOEYS and other ministries, tend to become more visible.
- (b) There is no ideal process for funding agency and NGO engagement in a SWAp approach. In Cambodia, it was a rolling, somewhat ragged process, led initially by a small number of like-minded donors and NGOs. Government flexibility in negotiating a mix of donor-financing modalities helped maintain inclusive partnership, and the formal partnership agreement also helped.
- (c) A rolling programme of priority reforms, focusing on sector outcomes and performance, rather than a fixed blueprint of activities, helps to maintain a SWAp process. In Cambodia, it has also been critical to include institutional and financing policy targets as well as sectoral ones in ESSP performance monitoring processes. This helps to maintain a wide definition of the sector, and promote interministerial networking on key policy issues (e.g. pay reform, financial management, and decentralisation).

(d) A government-led annual sector performance review process, including all key stakeholders, is vital for sustaining joint ownership, partnership building, and strategic negotiation processes. In Cambodia, greater engagement of civil society and private sector groups will be critical if decentralisation and post-basic education reform policies are to be implemented effectively.

(e) Institutional analysis, development and capacity building needs to be an intrinsic part of initial policy dialogue and planning. Effective ESSP implementation will stand or fall on the commitment and capacity of the Government, and specifically the education ministry. In Cambodia, greater attention to capacity building at provincial, district, community and school level is critical for sustainable implementation of ESSP.