

**First Regional Conference on Secondary Education in Africa (SEIA)
Held in Kampala, Uganda, June 9–13, 2003**

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First Regional Conference on Secondary Education in Africa (SEIA) Held in Kampala, Uganda, June 9–13, 2003

Report on the Proceedings

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Academy for Educational Development (AED) <http://www.aed.org/>

Association For the Development of Education in Africa (ADEA) <http://www.adeanet.org/>

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Preface (Birger Fredriksen)

This report presents the proceedings of the "First Regional Conference on Secondary Education in Africa", organized by the World Bank in June 2003 and hosted by the Uganda Ministry of Education. The conference forms part of a major multi-year (2002–2005) work program on "Secondary Education in Africa" (SEIA) conducted by the Human Development Department of the Africa Region of the World Bank. The program's main objective is to assist Sub-Saharan African (SSA) countries address both the increasing demand pressure from primary school leavers, resulting from the progress towards Education for All (EFA), and the need to improve efficiency, quality and relevance of secondary education to better reflect both the labor market demands of an increasingly knowledge-based economy and Governments' severe budgetary constraints. The purpose of the conference was to present initial findings from studies conducted under the SEIA work program, and to initiate a discussion among African policy makers, stakeholders from civil society, and development partners on options for addressing the wide variety of issues faced in secondary education throughout SSA.

There is wide agreement inside and outside Africa that the overarching education priority in most SSA countries is to reach the EFA goals for 2015. However, there is also agreement on that this priority must be seen as an integral part of an holistic education development strategy where all levels and types of education have important roles to play. Within such a global strategy, secondary education has often been the "forgotten sector", the attention being given to universalization of primary education and addressing issues at the tertiary level. This relative "neglect" of secondary education is partly because most societies seem to find it easier to define policies for primary and higher education than policies for addressing the complex set of issues faced at a level of education which is, at the same time, terminal and preparatory, compulsory and post-compulsory, uniform and diverse, general and vocational. In addition to the role secondary education plays in providing skills for the modern, knowledge-based economy, there is a strong pressure from society for secondary school programs to reflect evolving contemporary issues. Thus, in industrialized countries as well as in Asia and Latin America, secondary education have already been recognized as an v important tool in the battle against HIV/AIDS and in teaching young people more healthy and productive lifestyles. This has caused important changes to curricula and the way in which secondary education services are delivered, and monitored and evaluated.

Because of this complexity, *issues related to secondary education is at the center of the contemporary education debate in both industrialized and developing nations*. The urgency of addressing these issues is particularly high in SSA where the average Gross Enrollment Ratio in secondary education (less than 30%) is only about half the average for developing countries.

The 1st SEIA Conference generated much interest among Sub-Saharan African countries and was successful in increasing the awareness among both African policy makers and development partners about the urgency of addressing issues in secondary education. Country participants concluded that: "It is time to think about the next logical steps to complement the EFA initiative." This conference should be considered an important step in the EFA follow-up. In particular, the discussions highlighted the major bottleneck of creating sustainable financing for the development of secondary education. In many cases, the need for more efficient use of existing resources emerged as a prerequisite for sustainable expansion. Important areas for reform include: more effective teacher management, flexibility in student-transfers, higher internal and external efficiency, and accountability and transparency in resource utilization. The conference's final statement concluded that before any meaningful expansion of junior secondary education can take place, the inefficiencies and quality problems need to be addressed, and, secondly, the private sector and civil society need to be involved in service delivery as well as setting performance goals.

The SEIA initiative is a multi-year study, financed by the World Bank's Africa Region and international donors. The work started in early 2003 and is expected to be completed by the end of 2005. The SEIA work program includes eight thematic studies, two additional regional conferences, and a literature review of secondary education reform trends in OECD countries with particular interest for Africa. The objectives of the SEIA studies are to (a) collect and summarize best practices for sustainable expansion and improvement of lower-and upper-secondary education; (b) identify policy options for strategic secondary education reforms in SSA; and (c) contribute to better donor coordination in supporting SSA countries' secondary education reform agendas. The Second SEIA Regional Conference is scheduled for June 6-9, 2004, and will be hosted by Senegal. It will include countries that did not participate in the first conference, and will continue to stimulate debate among stakeholders on options for sustainable development of junior and senior secondary education. These proceedings and other reports and studies from the First Conference have been posted on the SEIA website. In the near future we will also post selected documents on the website of our co-organizers (ADEA, AED and WBI). The SEIA website is <http://www.worldbank.org/afr/seia/index.htm>. The work of the SEIA core team is led by Jacob Bregman, Lead Education Specialist.

We gratefully acknowledge the financial contributions from the Norwegian Education Trust Fund (NETF), the French Government, and the Irish Trust Funds. We also hope that our cooperation with other donors in this field will intensify. The SEIA core team is working closely with the Association for the Development of Education in Africa (ADEA), the World Bank Institute (WBI) and a number of international and private sector institutions.

Birger Fredriksen
Senior Education Adviser
Africa Region, The World Bank

Acknowledgements

The organizers of the first regional SEIA Conference gratefully acknowledge the participation of the country groups, donor and civil society representatives. The Uganda Government hosted the SEIA Conference. We thank the Uganda Ministry of Education and Sports, and particularly the Honorable Minister and his staff, for the warm hospitality and strong support for the promotion of the SEIA goals. Country participants came from 15 Sub-Saharan African countries: Benin, Burkina Faso, Ethiopia, Ghana, Kenya, Madagascar, Mauritania, Mauritius, Niger, Nigeria, Senegal, South Africa, Tanzania, Uganda, and Zambia. Country delegations comprised senior Government decision-makers from the Ministries of Education, Ministries of Finance and representatives of civil society and the private sector. Also academic faculty, representatives of field and headquarters staff of international donor organizations: DFID, JICA, French Cooperation, GTZ, SADC, and the private sector (MicroSoft Africa and WorldSpace Africa) involved in promoting secondary education participated. The participation of many agencies and private sector entities in the "Market Place event" is also gratefully acknowledged.

A total of 263 participants attended the 6-day SEIA Conference, held at the Speke resort, Kampala, Uganda from June 8–13. This included 101 country participants, 14 representatives from international donor agencies, 22 World Bank staff, 30 resource persons, 30 journalists (through ADEA-COMED), and Uganda secondary school students, their teachers and principals. Two students from Uganda's Makerere College School also gave impressive presentations at the plenary sessions about their vision and experiences at one of Uganda's secondary schools. Several secondary schools from Uganda presented their schools during the conference's "market place event", and provided the necessary "reality check" for all participants. The COMED journalists' press coverage and their interest in secondary education are gratefully acknowledged.

Resource persons from African countries (Kenya, Namibia, Nigeria, Mauritius, Cameroon, Tunisia) and international education institutions participated also in the conference. These included universities and international research institutes: University of Pretoria, University of the Western Cape, Free University of Amsterdam, University of Sussex, National University of Ireland, Oslo University College, the Norwegian Institute for Studies and Research in Higher Education – NIFU, Cornell University, and the University of Minnesota. Representatives from specific African organizations such as the Forum for African Women Educationalists (FAWE) and the Southern Africa Development Community (SADC), and the Uganda Ministry of Education and Sports management staff also participated actively in the conference.

We gratefully acknowledge our funding agencies. Without their continued support for the causes of SEIA, this conference would not have been possible, and the policy dialogue would not have taken off. Our funding comes from the Norwegian Education Trust Fund, the Irish Trust Fund, and the French Government. They are financing a major part of the SEIA thematic studies, and have made significant contributions to the funding of this 1st regional SEIA conference. In addition, the World Bank, the World Bank Institute and AED provided financing for the SEIA study and the 1st regional SEIA Conference.

The organizers would like to thank all our colleagues and resource persons for their inputs, which made this first SEIA Conference a success, responding to the growing demand from African countries and promoting the way forward in the dialogue about the future of secondary education in Africa.

The first regional SEIA conference was organized by: the World Bank (Africa Region Human Development, AFTHD) in collaboration with the World Bank Institute (WBIHD), the Academy for Educational Development (AED) and the Association for the Development of Education in Africa (ADEA). These proceedings were prepared by the Academy for Educational Development, Lenor Ancilla Armstrong, principal writer and Jacob Bregman of the SEIA core team of the World Bank's Africa Human Development Department. Valuable comments and contributions were received from ADEA, the WBIHD team and AED. The World Bank's Africa Region SEIA core team consists of Jacob Bregman (team leader and lead education specialist), Steffi Stallmeister (education specialist), Marit Granheim (senior education specialist), and Nellie Sew Kwan Kan (administrative assistant). Claudine Bourrel (senior education specialist) and David Harding (senior education specialist) were representing The World Bank Institute.

We gratefully acknowledge the excellent Conference Program preparation and logistics, which were organized by David Harding and Claudine Bourrel (senior education specialists, WBIHD), Harriet Nannyonjo (senior education specialist, Uganda, World Bank), Kangbai Konate, Aude Damon (education consultants), Lenor Ancilla Armstrong (AED), and Nellie Sew Kwan Kan (AFTH3, World Bank). We also acknowledge the fantastic and efficient service of the Uganda private company Global Management, Inc.

The World Bank's Africa Human Development Department (AFTHD). As the international community sharpens its focus on helping developing countries reduce poverty, many of the sternest challenges to this campaign are to be found in Africa. More than 300 million Africans, nearly half the region's population, still live in extreme poverty. The spread of HIV/AIDS threatens to wipe out important gains in life expectancy. Along with the rest of the development community, the World Bank centers its efforts on reaching the Millennium Development Goals (MDGs) aimed at sustainable poverty reduction. The "Education For All" initiative is part of the MDGs. The World Bank's mission in Africa is one of hope: eradicating poverty to bring a brighter tomorrow for African people. The Africa Region Human Development department (AFTHD) works in education, health and social protection. The World Bank website is <http://www.world-bank.org/>

The "Secondary Education In Africa (SEIA)" study is a multi-year initiative by AFTHD and is executed by the SEIA core team, which is led by Jacob Bregman. Objectives of the SEIA study are to (a) collect and summarize best practices for sustainable expansion and improvement of lower- and upper-secondary education; (b) identify policy options for strategic secondary education reforms in Sub Saharan Africa (SSA); and (c) contribute to better donor coordination for our clients' secondary education reform agendas. SEIA is a multi-year study (implemented from 2002 to 2005.) The SEIA website is <http://www.worldbank.org/afr/seia/index.htm>

The World Bank Institute (WBI). The World Bank Institute (WBI) focuses on assisting clients to prepare for the knowledge-based economy through capacity enhancement programs and policy and strategic advice. WBI works in partnership with a range of other development agencies to design and deliver courses and seminars, and to promote the exchange of global and local knowledge through face-to-face and open and distance learning to policy makers, opinion leaders and members of civil society. WBI also provides professional development training for World Bank staff. The website address is <http://www.worldbank.org/wbi>

The Academy for Educational Development (AED). AED is an independent, nonprofit human and social development organization. AED's areas of focus include education, health, youth development, civil society strengthening, the environment and leadership development. It addresses critical social problems in the United States and worldwide through education, research, training, and social marketing. In the field of education, AED provides assistance to governments in improving access, governance and quality of their education systems. This work involves policy and administrative reform, including decentralization of governance, development of management information systems and teacher and curriculum support. AED has its headquarters in Washington, DC. The AED website address is <http://www.aed.org>

The Association for Development of Education in Africa (ADEA) is a network of African Ministries of Education (MOE), development agencies, education specialists, researchers and non-governmental agencies (NGOs) active in the field of education. ADEA aims to strengthen the capacities of Ministries of Education (MOEs) to formulate and implement effective education policies. Neither a funding agency nor a traditional organization or investment project, ADEA's mission is to: (1) Promote dialogue and partnerships; (2) develop consensus on policy issues facing education in Africa; (3) reinforce African ministries' capacities to develop, manage and implement education policies; (4) promote the sharing of experiences and successful strategies; and (5) promote nationally driven education policies, projects, and programs. Mr. Mamadou Ndoeye is the ADEA Executive Secretary/Secrétaire exécutif de l'ADEA. ADEA strategies include the sharing of experiences and promising interventions, and establishment of working groups engaged in advocacy, analytical work and capacity building. The ADEA Secretariat is based at the International Institute for Educational Planning, Paris. The ADEA website address is: <http://www.adeanet.org>

All the contents are downloadable from our SEIA website at www.worldbank.org/afr/seia A CD with the contents will be made available at the 2nd SEIA conference, June 6-9, 2004 in Senegal.

Photos provided by Jacob Bregman, TTL SEIA, World Bank.

Abbreviations and acronyms

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|-------|--|
| ADEA | Association for the Development of Education in Africa |
| AED | Academy for Educational Development |
| COMED | Communication for Education and Development Program |

| | |
|--------|---|
| EFA | Education for All |
| EMIS | Education Management Information Systems |
| FAWE | Forum for African Women Educationalists |
| FEMSA | Female Education in Mathematics and Science in Africa Project |
| ICT | Information and Communications Technologies |
| JICA | Japan International Cooperation Agency |
| MDG | Millennium Development Goals |
| MOE | Ministry of Education |
| NGO | Non-governmental Organization |
| OECD | Organization for Economic Cooperation and Development |
| SEIA | Secondary Education in Africa |
| SSA | Sub-Saharan Africa |
| SMASSE | Strengthening Mathematics and Science at Secondary Education |
| PISA | Program for International Student assessment (OECD) |
| TIMSS | Trends in International Mathematics and Science Study (IEA) |

Introduction (Jacob Bregman)

As one set of challenges is being resolved through the international community's efforts to achieve primary Education for All (EFA) and the Millennium Development Goals (MDGs) throughout the world, another equally large task is unwittingly being created. National governments and donor organizations have concentrated investments on increasing school participation and completion at primary level in developing countries under the **"Education For All (EFA)" initiative. Sub-Saharan African (SSA)** countries are increasing their efforts (resources, strategies, governance) to improve completion rates and quality of primary education. This has created a growing demand among African parents and communities for improved access to and quality of junior and senior secondary education for their children. So far, many donor agencies are ignoring this demand, although it is creating significant political and strategic problems all over Sub-Saharan Africa. **The First Regional Conference on Secondary Education In Africa (SEIA¹) was held in Uganda in June 2003 and attended by 15 SSA countries. It highlighted the need to reexamine secondary education issues for Africa.**

Human development and technological advances are mutually reinforcing, creating a virtuous circle. Technological innovations in agriculture, medicine, energy, manufacturing, and communications were important – though not the only – factors behind the gains in human development and poverty eradication. The evidence that technology helps development is strong. The decline in mortality rates that took more than 150 years in the now-developed world took only 40 years in the developing world, in large part thanks to antibiotics and vaccines. The development of oral hydration packets, a simple solution of sugar and salt that increases the absorption of liquids, has cut the cost of treating diarrhea and has saved millions of lives. The problem remains that the great majority of technological advances are produced by, and for, rich countries. In 1998, nine-tenths of new patents went to OECD countries, home to only one-fifth of the world's population. Of the US\$70 billion spent on health research in 1998, a mere US\$100 million went to malaria research. In the unequal distribution of technology, there is a market failure, both national and global. At the national level the Human Development Report 2001 stresses proper incentives to invest in research and development, with a greater emphasis also on education because good research demands a critical mass of well-educated workers.

Source: The Economist, July 14th, 2001.

Education is development. It creates choices and opportunities for people, reduces the twin burdens of poverty and diseases, and gives a stronger voice in society. For nations it creates a dynamic workforce and well informed citizens able to compete and cooperate globally – opening doors to economic and social prosperity. The 1990 Conference on Education for All pledged to achieve universal primary education by 2000. But in 2000, 115 million school-age children were still not in school, 56 percent of them girls, and 94 percent were in developing countries – mostly in South Asia and Sub-Saharan Africa.

The Millennium Development Goals set a more realistic, but still difficult, deadline of 2015 when all children everywhere should be able to complete a full course of primary schooling. To reach the education goal, countries must first enroll all school-age children. Then they must keep them in school. While the majority of developing countries have already built sufficient schools to educate their primary school-age children, only about a quarter of these countries retain all the children through primary graduation. Three regions – East Asia and the Pacific, Europe and Central Asia, and Latin America and the Caribbean – are on track to achieve the goal. But three others, with 150 million primary-school-age children, are in danger of falling short. Sub-Saharan Africa lags farthest behind, with little progress since 1990. South Asia is the other region with chronically low enrollment and completion rates.

Why measure primary completion rate? Primary school completion is the number of students successfully completing the last year of (or graduating from) primary school in a given year, divided by the number of children of official graduation age in the population. Although not officially included as one of the MDG indicators, the primary completion rate is increasingly used as a core indicator of an education system's performance. Because it measures both the coverage of the education system and the educational attainment of students, the primary completion rate is a more accurate indicator of human capital formation and the quality and efficiency of the school system than are gross and net enrollment ratios. It is also the most direct measure of national progress toward the Millennium Development Goal of universal primary education.

<http://www.developmentgoals.org/Education.htm>

There are four main reasons for investing in secondary education in Sub-Saharan Africa. First, secondary education is crucial for economic growth. Globalization, the increasing importance of ICT in the 21st century, and rapid technological change have made knowledge a critical determinant of competitiveness in the world economy. Secondary education provides countries with critical higher level skills, knowledge and competencies needed for economic and social growth, including further learning and training of professionals such as technicians, scientists, and entrepreneurs.² Second, secondary education plays a crucial role in the socialization of young people and in targeting youth-at-risk. The age group cohort in secondary education demonstrates the greatest capacity to change behavior.³ Secondary education plays a decisive role in fostering positive social attitudes and civic values, and in fighting against drug abuse and diseases like HIV/AIDS and malaria. Third, secondary education yields considerable private returns. It provides the opportunity to acquire attitudes, skills, and competencies that are unlikely to be developed in the primary grades. These skills enable youth to develop job-oriented skills, participate fully in their society, take control of their own lives, and continue learning.⁴ Fourth, the demand for secondary education, especially at lower secondary level, is increasing rapidly. The dependency ratio in Sub-Saharan Africa (SSA), comparing the number in the economically 'non-active' to the 'active' population, is the highest⁵ in the world.

Challenges for Sub-Saharan Africa. Sub-Saharan African countries face a particular challenge to providing sufficient educational opportunities under conditions of extreme poverty and significant financial constraints. In spite of these enormous difficulties, many SSA countries are making significant progress towards achieving improved primary enrollment and completion rates. However, in all SSA countries this increases pressure from society for more and better junior and senior secondary education, in terms of access, quality, equity and relevance. Without a critical mass of secondary education graduates there will not be enough primary teachers and middlelevel technicians to support economic progress. The word relevance is particularly important, since what is taught and learned must be relevant for the society and economy into which these youngsters will be integrated. Youth aged 12–19 hold the future of Africa in their hands. Donor agencies and governments should ensure that a critical mass of youth will be able to get into public and private secondary education (by various flexible means and routes) in the next decades. The current average of less than 20 % junior and senior secondary enrollment in Africa (and completion rates of less than 10–15% of the relevant age groups) will hamper rapid poverty reduction and prevent African citizens from improving their lives. All African governments remain committed to achieving the EFA goals by 2015 and continue to allocate increasing resources to the primary level. All representatives at the first regional SEIA conference expressed the need for more attention by donors to ensure a more balanced development of the education sector. Investment in the education and training of current and future generations is the only way to break a cycle of

poverty, conflict and intolerance.

Recent conflicts in Liberia, Burundi, Rwanda, and Ivory Coast have shown that the 12–19 year–old age groups are especially vulnerable to being recruited into the warring factions. The huge post–conflict investments should also be used for preventive measures such as providing more junior and senior secondary education opportunities. This would be one of the critical long–term solutions. We need to rethink our approach toward secondary education and its relative priority.

As the current junior and senior secondary education predicament becomes more apparent to stakeholders, creating a critical mass of junior and senior secondary education graduates will receive more attention. Additionally, in the global economy, governments cannot afford to support a largely uneducated population. Society's need for technologically capable, highly skilled and adaptable citizens cannot be accomplished through 5 or 6 years of primary level schooling.

Against this background the World Bank's Africa Region started its SEIA study initiative in 2002 with African partners and additional funding from the Norwegian, Irish, Dutch, and French trust funds. There are numerous generic issues to be solved in Africa's education sector before we can ensure larger coverage and completion rates in junior and senior secondary education. **The most important issues are the need to: (1) make junior and secondary education significantly more cost–efficient before this sub–system can be significantly expanded; (2) review and "clean up" the outdated and overloaded curricula and restructure the programs to embrace modern and relevant knowledge and key skills; (3) provide improved working conditions and support for teachers and secondary schools; (4) ensure significantly more private sector participation and support from civil society and across the political spectrum through continuous national debate and information campaigns; and (5) improve the definition and assessment of what is learned in an improved and safe secondary school environment.**

We are living in a complex and contradictory world, marked by rapid, deep–going transformations. The scientific and technological revolution no longer means occasional or periodic upheaval, for it has become a constant process. Every day it propels new discoveries and breathtaking progress in all spheres of human activity, economic, social, cultural and political. By intensifying and globalizing interactions among people, cultures, economies and societies, the media explosion and economic globalization are giving global scope to the consequences that flow from these transformations.

One consequence of all this, a major feature of our times, is the hegemony of intellectual capital. It is now a direct productive force, a major factor in economic competition, a primordial source of cultural and ideological influence, and a key determinant of the prosperity of countries and human communities.

Yet all this today depends on the stock, the level and the quality of the education and training that each country is able to provide the current and future generations of its citizens. In this respect, and considering the problems that must be resolved given the current state of its development, I am convinced that basic education for all is still indisputably a priority for Africa. Nevertheless, the very fact that it is still a priority calls strongly for increased attention and greater efforts with regard to other levels of the system, as part of a comprehensive, balanced approach to the development of education. Clearly, from this perspective secondary education is a leading concern.

Mamadou Ndoye (ADEA), Keynote address at the First Regional SEIA Conference, Uganda, June 2003

More specifically, there is a serious lack of data for junior and senior secondary education in Africa (per country and across the region). This is part of the reason why the SEIA study was started. This extends to (a) assessment and examinations, (b) how the secondary curricula per level and per subject are taught and learned (impact analysis), (c) secondary teacher qualifications, (d) the process of teaching and learning in the classrooms, (e) secondary school management, and (f) the secondary school environment. To compound these problems, there is little agreement on methodologies for "standardized and comparative analysis" of the few data that can be captured, not only in Africa but also in the rest of the developing world.

The first regional SEIA Conference was organized in partnership by the Africa Region Human Development Department's SEIA core team (AFTH3), the World Bank Institute Human Development Department (WBIHD), the US Academy for Educational Development (AED) and the Association for the Development of Education in Africa (ADEA).⁶ Senior officials from these institutions made presentations and attended the conference. WBIHD's participation is based on the ongoing capacitybuilding support for the SEIA program in the Africa Region. The SEIA Conference worked in both French and English, with simultaneous translation. The Minister of Education and Sports from Uganda opened the SEIA Conference. It was closed by the Uganda Minister of

State for Education. The keynote address was made after the opening session by Mamadou Ndoeye, Executive Director of ADEA. Throughout the conference sessions, rapporteurs and working groups collected opinions, conclusions and recommendations. These were discussed and analysed during the plenary sessions. At the end of this first conference the plenary session discussed and approved the final statements and messages resulting from the first regional SEIA Conference.⁷

The second regional SEIA Conference will build upon the results from this first conference. It is scheduled to be held early June 2004 in Africa (countries to be invited, location and dates to be confirmed; see <http://www.worldbank.org/afr/seia/index.htm>). A third and final regional SEIA conference is scheduled for June 2005, with the Ministers of Education and international donor agencies attending.

Jacob Bregman, Lead Education Specialist
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Executive Summary

The First Regional Conference on Secondary Education in Africa⁸ (SEIA) was held in Munyonyo, Uganda June 8–13, 2003. The SEIA conference was jointly organized by the World Bank's Africa Region Human Development Department, the World Bank Institute (WBIHD); the Academy for Educational Development (AED); and the Association for the Development of Education in Africa (ADEA), and was hosted by the Ministry of Education and Sports, Uganda. It was the first of three regional conferences intended to discuss Secondary Education in Africa (SEIA) issues. A total of 263 participants attended the 6–day SEIA Conference, held at the Speke resort, Kampala, Uganda. This included 101 country participants, 14 representatives from international donor agencies, 22 World Bank staff, 30 resource persons, 30 journalists (through ADEA–COMED), and Uganda secondary school students, their teachers and principals. Two students from Uganda's Makerere College School gave impressive presentations at the plenary sessions about their vision and experiences at one of Uganda's secondary schools.

Resource persons from African countries (Kenya, Namibia, Nigeria, Mauritius, Cameroon, Tunisia) and international education institutes participated also in the conference. These included universities and international research institutes: University of Pretoria, University of the Western Cape, Free University of Amsterdam, University of Sussex, National University of Ireland, Oslo University College, the Norwegian Institute for Studies and Research in Higher Education – NIFU, Cornell University and the University of Minnesota. Representatives from specific African organizations such as the Forum for African Women Educationalists (FAWE) and the Southern Africa Development Community (SADC), and the Uganda Ministry of Education and Sports management staff also participated actively in the conference.

Funding of the first regional SEIA conference. We gratefully acknowledge our funding agencies. Without their continued support for the causes of SEIA, this conference would not have been possible, and the policy dialogue would not have taken off. Major funding for the multi–year SEIA study and the first regional SEIA conference comes from the Norwegian Education Trust Fund, the Irish Trust Fund, the French Government and the World Bank.

First regional SEIA conference objectives. The main objectives of the first SEIA conference were to (1) provide a forum for SSA countries to discuss promising practices in secondary education reform both from within the Africa Region and internationally; (2) contribute to the development of national action plans for a sustainable approach to improve lower and upper secondary education in Sub–Saharan Africa; and (3) share with SSA policy makers and educators the preliminary findings of the thematic studies being undertaken under the SEIA initiative. The proceedings and conference materials will be available on the website.

Key issues of the first regional SEIA conference. Participants explored the major themes, and highlighted the issues SSA countries confront in their quest to expand and reform of secondary education. These challenges relate to the lack of a clear vision, purpose and strategy for secondary education; inadequate data to inform policy and strategy, resource constraints including limited budgets, teacher supply especially for mathematics, science, technology, and technical/ vocational education; infrastructure; weak institutional capacity to plan and manage the education system; and inadequacies with respect to curricula, instructional methodologies, and teaching and learning materials. The devastating effects of HIV/AIDS on the entire education system were of special concern. Participants also underscored the negative impact of poverty and

cultural factors on the attainment of equity goals, particularly with respect to the participation of girls.

Rationale for new focus on secondary education. The past decade has witnessed great emphasis on primary education globally. SSA governments and their social partners remain committed to the attainment of the Education for All goals, which are embedded in the MDGs; however, they have become increasingly aware that secondary education is:

- important for the realization of EFA goals since restricted access to secondary education limits the development and sustainability of a high quality primary level teaching force, and thwarts the ambitions of primary school graduates to continue their education, thus leading to demotivation;
- central to the achievement of the Millennium Development Goals (MDGs) and development of the capabilities necessary for fuller participation of SSA countries in the global knowledge economy; and
- critical for fostering appropriate attitudes and values for civic participation, addressing issues of youth unrest and promoting social cohesion.

The World Bank Africa Region SEIA study. The need for greater analysis and understanding of issues in secondary education in Africa has led to the ongoing SEIA study, a regional initiative which the World Bank, SSA countries, and other donor partners planned and are implementing collaboratively. The study aims to produce and disseminate information and knowledge to assist SSA countries in the development and reform of their secondary education systems, and to promote coordination and exchange of information between African secondary education stakeholders, private sector and civil society organizations and the donor community. A total of eight thematic studies will be undertaken as part of the SEIA initiative: five are underway.⁹ A website <http://www.worldbank.org/afr/seia> has been established to facilitate dissemination and exchange of information. The SEIA conference and proceedings are outputs of the SEIA study.

International trends in junior and senior secondary education. Among the trends in junior and senior secondary education in OECD countries which participants deemed relevant to SSA countries were:

- secondary education is considered integral to the whole education system and is viewed from a life-long learning perspective;
- reform goals aim to increase learning achievements, improve cost efficiency of education delivery, and improve and assess quality, in particular of the teaching/ learning process;
- in middle- and higher income countries there is universal secondary education at least to the lower secondary level;
- emphasis is on workforce development and responsiveness to labor market demands, with a focus on technical and vocational education and training at the upper secondary level;
- broad based skills development is considered to include ethical behavior and citizenship, health and sexual behavior, knowledge and skills for adult life;
- greater school accountability, and a broader participation of stakeholders are supported by decentralization and powersharing policies.

Guiding principles of the first regional SEIA conference. Participants reviewed promising practices in SSA, and indicated that junior and senior secondary education expansion and reform would require SSA governments to:

- articulate, demonstrate, and communicate clear vision and commitment, while taking measures to significantly improve cost-efficiency, and quality and relevance of junior and senior secondary education;
- formulate policies using a consultative and inclusive approach, informed by reliable data and sensitivity to felt needs;

- adopt a holistic/multi-pronged approach to implementing the strategy for improved secondary education;
- establish and maintain high standards for all students, and appropriate systems for assessment;
- ensure greater cost-effective resource utilization and accountability;
- analyze options and make sector-wide tradeoffs, as well as consider the balance between general secondary education and technical/vocational education, and the labor market demands of local and global economies;
- foster effective partnerships with the private sector, non-governmental organizations (NGOs) and donor agencies;
- take into account the demands of global and local economies when undertaking curricular reform;
- focus on implementation at the classroom level, and attainment of desired learning outcomes; and,
- monitor the impact of secondary education on the main development targets such as poverty reduction, economic growth and private sector development.

Key Messages of the first regional SEIA conference. Based on the discussions and recommendations from plenary sessions, working groups and rapporteurs, the SEIA conference issued the following statements, which would guide the development and reform of secondary education in SSA.

- 1. The on-going Poverty Reduction Strategy Paper and EFA processes should become the starting point for re-engineering Secondary Education In Africa (SEIA).*
- 2. The EFA process to include the harmonisation of senior primary curricula with those of the junior secondary education.*
- 3. Sub-Saharan Africa (SSA) to face squarely the challenge of expanded access to junior secondary education (result of Universal Primary Education), taking due account of quality, equity, efficiency and relevance.*
- 4. Resource constraints are a major challenge, thus the need for cost-effective utilisation of existing resources.*
- 5. Expanded access calls for an entirely new vision of secondary education, with adequate adaptation to local realities.*
- 6. Expanded access must also be an opportunity for ensuring the full participation of girls in secondary education.*
- 7. Curriculum reform, in accord with the new vision of secondary education, should address the triple goals of:*
 - a. self-development*
 - b. preparation for the world of work*
 - c. preparation for tertiary education*
- 8. To meet the challenges of a rapidly changing world, Secondary Education In Africa (SEIA) should pay adequate attention to:*
 - a. life skills*

b. major threats to human survival (human rights, civic education, gender, reproductive health, HIV/AIDS, etc.)

c. ICT

d. pre-vocational skills

9. Since no educational system can rise above the level of its teachers, the new vision for Secondary Education In Africa (SEIA) must address issues relating to teachers – education and training, careerlong professional development, full involvement in educational development work, morale and conditions of work.

10. To ensure that examinations do not become an obstacle to the realization of the new SEIA vision, they must be reformed to accord with the curriculum and the new goals of secondary education.

11. The success and sustainability of the new SEIA vision can only be assured if African governments show an appropriate level of political will – stepping up the process of reform, mobilising the required resources, ensuring a participatory process.

12. The renewed interest of Africa's external partners in Secondary Education is a most welcome development. They must, however, reinforce their support for Africa's initiatives in that sub-sector.

In the words of **Mamadou Ndoye (ADEA)** education reforms are to be viewed with "a grand vision" but the process is taken in small steps. SEIA conference organizers have taken into account the key messages, the documents made available during the conference and statements made by participants to formulate the following steps for consideration. They are aimed at assisting countries and regional and international partners in sharpening the strategic focus of the reform. These measures are not intended to be exhaustive but rather to stimulate further dialogue and analysis of the issues and available options, the criteria and rationale for determining priorities, and the actions critical for effectiveness. Recommendations by the organizers resulting from the first regional SEIA Conference:

Governments would need to:

- Analyze more carefully the challenges and risks involved in secondary education reform and expansion, and take these findings into account to formulate cost-effective alternative approaches for the delivery of secondary education.*
- Recognize that choices will have to be made with respect to striking a balance between increasing access/attaining quantitative targets, and improving learning outcomes, and the quality of the secondary education sub-sector.*
- Develop strategies for improving the effectiveness of the decentralization process – fiscal, administrative/managerial, political – in order to promote ownership of secondary education reform measures at the sub-national, district and school levels.*
- Seek to identify and implement non-traditional approaches to fostering partnership and community involvement in the delivery and management of secondary education, to include the use of artisans, volunteers, etc.*
- Develop/refine both qualitative and quantitative measures/indicators for monitoring steps towards attainment of national secondary education goals. This will involve strengthening data collection, assessment systems, and analysis and utilization capacities; and implies inclusion of all stakeholders at central, district and school levels in the definition and monitoring of implementation.*

Governments and donors would need to:

- *Support networks and linkages between African educational researchers, teachers, administrators, and students and their international counterparts, to foster a free flow of ideas among them.*
- *Give emphasis to developing and implementing cost-effective programs to strengthen the institutional capacities of those institutions responsible for the planning and delivery of secondary education.*

Forthcoming events related to SEIA. A study on "Gender Equity in Secondary Education in Africa" was added to the initial 7 thematic SEIA studies. A deep interest in girls' secondary education was expressed at the conference, resulting in the FAWE proposal for the additional thematic study on "Gender". ADEA proposed an ADEA-SEIA working group and is expected to meet to discuss the proposal. As countries develop their strategies for lower and upper secondary, ADEA will help them on a demand-driven basis. The presence at the SEIA conference of journalists from the Communication for Education and Development (COMED) program was an opportunity to improve governments' relations with the media and to involve the media more meaningfully in communicating messages that promote secondary education. It is anticipated that COMED will continue to work on building capacity within education ministries, to produce and deliver targeted messages to the multiple partners in education, including parents, teachers, students, NGOs and funding agencies.

Upcoming regional SEIA conferences. The second of three regional SEIA conferences is planned for June 6-12, 2004. A third regional SEIA conference is planned for June 2005, with Ministers of education from Sub-Saharan Africa.

CHAPTER 1: Organization of the SEIA conference

The First Regional Conference on Secondary Education in Africa (SEIA) was held in Kampala, Uganda June 8-13, 2003. The conference was organized in partnership between the Africa Region Human Development Department (SEIA core team in AFTHD), the World Bank Institute Human Development Department (WBIHD), the Association for the Development of Education in Africa (ADEA), and the US Academy for Educational Development (AED).¹⁰ Senior officials from these institutions made presentations and attended the Conference. WBIHD participation is based on the on-going capacity-building support for the SEIA program in the Africa Region. The SEIA Conference worked in both French and English, with simultaneous translation. The warm hospitality and close cooperation from the Uganda Ministry of Education and Sports is gratefully acknowledged. The honorable Minister of Education and Sports from Uganda opened the first regional SEIA Conference and the Uganda Minister of State for Education closed the conference.

Hon. Dr. E. Khiddu Makubuya, Minister of Education and Sports, Uganda in his opening speech:

"On behalf of the people of Uganda and indeed on behalf of my Ministry, I wish to share with you policy strategies we have put in place in order to address options that will eventually not only enable our citizens to access secondary education, but also empower them by providing the necessary skills that will enable them engage in gainful employment.

... Due to the introduction of Universal Primary Education (UPE) in 1997, enrolment in the primary schools increased from 2.5 million children to over 6.8 million. The new policy for

Post Primary Education and Training (PPET) is therefore meant to pave way for the reforms that will eventually increase efficiency and effectiveness, improve quality and enhance relevance to new groups of pupils drawn from a much larger proportion of the population. In our expansion strategy, we aimed at increasing equity, reducing exclusion and contributing to longterm economic growth.

... Parents will only send their children to primary school if they can see a clear advantage in terms of future economic benefits and if their communities can see the social and cultural gains of schooling. However, all over the world, increased primary enrolment leads to pressure on the post-primary levels. No country can hope to make much economic progress with a workforce who has only attained primary education. So, there must be attention in Africa for lower- and upper-secondary (ordinary and advanced level) education expansion and improvements of quality and relevance of learning outcomes at secondary levels."

In his opening speech the Uganda Minister of Education and Sports emphasized the need for Uganda to implement a balanced education sector development strategy. Uganda, like most other African countries, is facing a rapidly growing demand for junior and senior secondary education, which places a heavy burden on the scarce resources. Nevertheless, the Uganda government is fully committed to implementing its "Education For All" national plan. But its success will depend also on the government's ability to mobilize sufficient resources for increased access to secondary education. The Uganda Minister called upon the international donors to start paying attention to Africa's secondary education. He also called upon donors to provide more financial support for junior and senior secondary education. The Uganda government is strengthening its public-private partnership for secondary education.

A total of 263 participants attended the 6-day SEIA Conference, held at the Speke resort, Kampala, Uganda from June 8-13. This included 101 country participants, 14 representatives from international donor agencies, 22 World Bank staff, 30 resource persons, 30 journalists (through ADEA-COMED), and Uganda secondary school students, their teachers and principals. Two students from Uganda's Makerere College School also gave impressive presentations at the plenary sessions about their vision and experiences at one of Uganda's secondary schools. The COMED journalists press coverage and their interest in secondary education is gratefully acknowledged.

Resource persons from African countries (Kenya, Namibia, Nigeria, Mauritius, Cameroon, Tunisia) and international education institutions participated also in the conference. These included universities and international research institutes: University of Pretoria, University of the Western Cape, Free University of Amsterdam, University of Sussex, National University of Ireland, Oslo University College, the Norwegian Institute for Studies and Research in Higher Education - NIFU, Cornell University, and the University of Minnesota. Representatives from specific African organizations such as the Forum for African Women Educationalists (FAWE) and the Southern Africa Development Community (SADC), and the Uganda Ministry of Education and Sports management staff also participated actively in the conference.

Mamadou Ndoye (ADEA) in his keynote address at the SEIA conference in Kampala:

"I am convinced that basic education for all is still indisputably a priority for Africa. Nevertheless, the very fact that it is still a priority calls strongly for increased attention and greater efforts with regard to other levels of the system, as part of a comprehensive, balanced approach to the development of education. Clearly, from this perspective secondary education is a leading concern, for several reasons, only a few of which will I mention here. First, basic education is increasingly viewed with a vision that would extend compulsory schooling to the age of 16, thus including the first cycle of secondary education. Second, the progress made towards universal primary education directly results in greater pressure on secondary education and heightened demand from pupils and their families in both quantitative and qualitative terms. A third reason is that the continually increasing complexity of human existence and the world of work, spurred along by the information society and our knowledge-based economy, demand a level of preparation for young Africans that goes far beyond five or six years of primary education."

The keynote address of the first regional SEIA conference was made after the opening session by Mamadou Ndoye, Executive Director of ADEA. Mamadou Ndoye asked SEIA conference participants to "engage in radical reflection on the values, the meaning, and the sense of secondary education," and to leave the conference with "the conviction to change the situation and orientation of secondary education in Africa to conform to the requirements of the times." Mamadou Ndoye also called for an open and frank discussion of issues among participants, donors, civil society and the private sector providers. Strengthening the "public-private partnership" in Africa is crucial for the expansion and quality improvement of secondary education.

Oey Meesook (Director Africa Human Development, World Bank) reaffirmed the World Bank's support for "Education For All" in Africa and the balanced development of the education sector. In this context the World Bank's Africa Human Development Department (AFTHD) has started its SEIA initiative, and supports the improvement of secondary and higher education. This conference was the first of three regional conferences intended to address issues relevant to the need to expand and reform secondary education in Sub-Saharan African (SSA).

Objectives of the first regional SEIA conference. The main objectives of the conference were presented after the keynote address by Jacob Bregman (Task Team Leader of the SEIA Study and Lead Education Specialist, AFTH3, World Bank). The SEIA conference main themes were closely aligned with the SEIA thematic studies.¹¹ The objectives of this first regional SEIA conference were to:

- a. provide a forum for Sub-Saharan Africa (SSA) countries to discuss promising practices in secondary education reform both from within the Africa Region and internationally;
- b. contribute to the development of national action plans for a sustainable approach to improve lower and upper secondary education in Sub-Saharan Africa; and
- c. share with Sub-Saharan African policy makers, educators, and stakeholders the findings of the thematic studies being undertaken under the Secondary Education in Africa (SEIA) initiative.

Oey Meesook, Director Africa Human Development, World Bank in her address to the first regional SEIA conference:

"The World Bank's support for initiating the "Secondary Education in Africa" regional study was primarily driven by the need for a strategic approach to expand and improve the quality and relevance of what is taught and learned in lower- and upper-secondary schools. Few countries provide adequate opportunities for education and training needed by their youth. Less than one-third of the relevant age group is enrolled in junior secondary school in Sub-Saharan Africa. And yet the education and skills of this age group will be crucial in shaping national development. Given the Bank's commitment to helping Africa achieve the Education for All and Millennium Development Goals, the regional SEIA study provides an important underpinning for sustainable expansion beyond primary education, particularly as the Education for All goals generate higher demand and raise expectations for children to benefit from continued schooling."

The World Bank's Africa Human Development Department (AFTHD) is implementing the SEIA study in collaboration with SSA countries and international education institutes. The **objectives of the multi-year SEIA study are** to (a) collect and summarize best practices for sustainable expansion and improvement of lower- and upper-secondary education; (b) identify policy options for strategic secondary education reforms in Sub-Saharan Africa (SSA); and (c) contribute to better donor coordination for our clients' secondary education reform agendas. SEIA is a multiple-year study, implemented from 2002 to 2005. **Expected SEIA study outputs are:** (1) eight thematic studies (these are contracted out and financed by the World Bank's Africa Region and donor trust funds); (2) help our clients produce country-specific national secondary education strategies; (3) provide a literature review of recent trends in junior and senior secondary education in OECD and SSA countries; (4) organize the three planned regional SEIA Conferences to disseminate SEIA study results and stimulate the dialogue with stakeholders in SSA countries and donors; and (5) collect and analyze international secondary education data and create a SEIA database. **In 2002** the SEIA publication "Strategies for Renewal" was published and distributed. **In 2003** the SEIA literature study on OECD and SSA trends in secondary education was published and several country specific secondary education studies (Rwanda, Mauritius, Senegal) are being completed. Cross-support was given to secondary education task teams in Tanzania, Rwanda, Nigeria, Senegal, and Swaziland and Lesotho. **In 2004** final reports of five thematic studies will be produced, and the "Second Regional SEIA Conference" will be held in June 2004. **In 2005** the three remaining SEIA thematic studies, and a SEIA summary report will be published, the SEIA database will be made available, and a "SEIA Ministers of Education Conference" will be organized.

The main themes of the first regional SEIA conference were:

- a. Exploring the linkages between EFA and lower secondary education: access, equity and financing of secondary education
- b. International trends in secondary education reform over the past decade
- c. Institutional capacity, resources, and management challenges for lower and upper secondary education: (i) financing and management challenges, and (ii) transition processes: redefining roles and responsibilities at the secondary level
- d. What kind of secondary education and for what? Labor market demand and supply, the knowledge economy and vocationalization
- e. Teacher status: recruitment, retention and remuneration

- f. Teacher development and curriculum for effective and relevant secondary education
- g. Science, mathematics, and Information and Communications Technology (ICT) at the secondary level: what are the trends and challenges?
- h. Mainstreaming life skills, civic education and health issues into secondary education, with emphasis on HIV/AIDS
- i. Developing partnerships: the role of the private sector in secondary education.

In addition, the following crosscutting themes were examined in small groups:

- a. Youth at risk
- b. Local capacity in research and planning for secondary education
- c. Gender in secondary education
- d. Assessment and examinations
- e. Secondary school environment.

The World Bank's Africa Region is implementing the multi-year SEIA study with African partners. The study is co-funded by the Norwegian, Irish, Dutch, and French Trusts funds. Our funding partners are gratefully acknowledged. There are numerous generic issues to be solved in Africa's education sector before we can ensure larger coverage and completion rates in junior and senior secondary education. The most important issues are the need to:

- a. make junior and secondary education significantly more cost-efficient before this sub-system can be significantly expanded in SSA countries;
- b. review and "clean up" the outdated and overloaded junior and senior secondary curricula and restructure the programs to embrace modern and relevant knowledge and key skills;
- c. provide improved working conditions and support for secondary school teachers;
- d. ensure significantly more private sector participation and ensure the support from civil society and across the political spectrum through continuous national debate and information campaigns; and
- e. improve the monitoring, management and assessment systems of what is learned in an improved and safe secondary school environment.

More specifically, before we can make progress in solving the secondary education sector issues, we need to address the serious lack of data for junior and senior secondary education in Africa (per country and across the region). This is part of the reason why the multi-year SEIA study initiative was started. This extends to (a) assessment and examinations, (b) how the secondary curricula per level and per subject are taught and learned (impact analysis), (c) secondary teacher qualifications, (d) the process of teaching and learning in the classrooms, (e) secondary school management, and (f) the secondary school environment. To compound these problems, there is little agreement on methodologies for "standardized and comparative analysis" of the few data that can be captured, not only in Africa, but also in the rest of the developing world. Some "rays of hope" have appeared at the education horizon lately. The OECD education sector analysis, has emerged over the past decade (including its recently launched PISA [Program for International Student Assessment] assessment exercise testing the skills of 15 year olds). More developing countries are starting to participate in the ongoing TIMSS [Trends in International Mathematics and Science Study] assessments. These data can give us guidelines, best practices, and a basis for sound comparative analysis.

There was remarkable agreement among the participants regarding the need to pay more attention to junior and senior secondary education issues and funding in Africa. The participants (senior technical and policy decision makers) also called upon the organizers to promote better donor participation and more technical assistance for capacity building. The second regional SEIA Conference will build upon the results from this first conference. It is scheduled to be held early June 2004 in Africa (countries to be invited, location and dates to be confirmed; see <http://www.worldbank.org/afr/seia/index.htm>). A final regional SEIA conference is

scheduled for June 2005, with the Ministers of Education and international donor agencies.

Pai Obanya (independent international education consultant) presented his views on the need for expansion and development of Secondary Education in Africa from the perspective of his native country, Nigeria. He illustrated his address with observations and conclusions from the recently completed study "Secondary Education in Nigeria (SEIN)",¹² which is one of the country-specific SEIA studies. From Pai Obanya's address: *"In the context of this analytical framework, one can distinguish three main layers in the efforts made to reform secondary education in Africa since the decade of the 1990s. These can be described as: (a) partial, as the introduction of continuous assessment; (b) sub-structural, as introducing reforms into the technical-vocational streams of secondary education, or the restructuring of the system into distinct junior and senior secondary sub-sectors; and (c) embracing: taking a systemic and holistic view of the sector, in addition to a systemic view of the secondary education sub-sector. Partial reforms are a combination of a wide variety of ad hoc approaches to addressing pressing challenges in the education system. With particular reference to reform efforts in the area of secondary education in Africa in the past decades, the following examples easily come to mind. First, the initial urge to 'Africanize' the curriculum, leading to the introduction of indigenous languages, the overhaul of curriculum content to reflect national realities, and the establishment of national curriculum development centers. There are a good number of cases in which these efforts were not sustained and so cannot be said to have led to any meaningful positive impact on the system. Second, the spate of pilot projects and experiments on such issues as 'vocalization', 'ruralization' and recently the introduction of Information Technology (IT) in selected schools. Such efforts qualify as partial reforms when they are not systematically followed up, and therefore not sustained. And third, a series of straightforward adoption or slight adaptations of practices from other places. Again, these remain partial reforms when they are not fully integrated into the entire secondary education enterprise."*

Organization of the first regional SEIA conference. Participants had the opportunity to exchange ideas and discuss issues raised during presentations in plenary sessions and in working groups. The working groups reflected on key issues through the lenses of Quality, Access and Equity, Capacity Enhancement, and Resource Mobilization. An informal market place of exhibits comprising posters, booklets, compact discs (CDs), and demonstrations by students afforded a venue for participants to mingle and learn about secondary education related topics such as teacher development, HIV/AIDS and ICT in the various countries. Reports from countries represented and resource persons, a video, and other documents distributed served to promote further exchange of ideas.

Structure of the SEIA conference proceedings. This document summarizes the discussion of major themes and highlights of papers, including preliminary findings of the thematic studies made available during the SEIA conference; and presents the key messages and conclusions reached by participants. In particular, emphasis is given to those strategies and actions identified as critical for developing sustainable sec- (...)

CHAPTER 2: Key issues and challenges in secondary education in Africa

"African children confront the same complex world as their counterparts in Europe, Asia and America. An African adolescent with just primary education cannot hope to win the race against the international competition." Hon. Dr. E. Khiddu Makubuya, Minister of Education and Sports, Uganda.

SEIA conference participants fully endorsed the assertion of the Uganda Minister of Education and Sports that secondary education development and reform in Africa should take into account the complexities of modern times and the social, economic, national and regional imperatives, as well as global demands. Messages from all the organizing partners stressed the urgency for reform. Questions to be considered are:

- a. What kind of education would contribute to stimulating the economy and enable the SSA nations to participate as equal partners with the industrialized world?
- b. How can SSA countries enter, contribute and compete in an international arena, and how can secondary education contribute to this?
- c. Equally important, how can school systems equip students to function effectively in an ever-changing world and make competent choices as young adults?
- d. What are the obstacles SSA countries confront as they attempt to link EFA goals with those of junior and senior secondary education?

Participants enumerated and discussed the many challenges posed by the process of secondary education development and reform. An insufficient focus on secondary education. The post–Jomtien era has focused attention on primary education by both national governments and donor agencies. The development of secondary education has been largely neglected since these countries are highly dependent on donor agencies in the education sector. However, national governments, regional educational bodies and donor agencies are recognizing that continued neglect of the education of the adolescent population will lead to a loss of productivity and is likely to spawn social upheaval. Oey Meesook, World Bank, echoed the sentiments of the Uganda Minister of Education by observing: "although EFA for primary education is a priority for all Africa, we believe this is not enough."

Mamadou Ndoye (ADEA) address at the first regional SEIA conference:

"But what kind of secondary education does Africa need? In other words, what kind of secondary education is useful and relevant to provide so broadly to young Africans? Here we come to the heart of what our conference is all about!

This issue is provoking innovative thought and leading to projects for change in both the developing countries and the countries in transition. Reforms have been initiated and are underway to adapt secondary education to the changes and challenges posed by a world in constant flux. Africa cannot be an exception to the rule, for it would be an enormous disaster to expand expensive, obsolete systems, most of which continue to function in much the same way they did thirty or forty years ago. It is true that every country must design and implement the changes it considers necessary based on the needs and constraints, the realities and resources, of the local situation. In this respect, the countries of Africa can learn useful lessons from the experiences of other regions, instead of re–inventing the wheel. In this light, and keeping in mind the diversity of the African situation, I would now like to ask your permission to share with you, by way of introduction to the forthcoming discussions, my thoughts on three questions that concern, first, the challenges of the current situation, second, trends in reform, and, finally, the educational model that should be promoted with regard to the problems young Africans are facing."

Inadequate data to inform policy decisions. Most SSA countries have insufficient education management information systems (EMIS), and weak assessment and examination systems. It has been difficult to devote the necessary human and financial resources to conduct program monitoring, evaluation and other research that would enable decision makers to measure program impact, collect and analyze data to inform policy reform and program planning, and prioritize action. Much of the data collection and analysis undertaken is carried out by donor agencies as part of project preparation, and not on a systematic basis initiated by responsible institutions.

Lack of a clear vision for secondary education in Africa (SEIA). Countries are still determining what functions secondary education should cover in Africa, and what criteria should be used for determining quality and effectiveness. In addition, the discussions showed the variation in terminology used to describe education after primary. For example, delegates from Uganda spoke of post–primary education and training; some countries described basic education as comprising primary and lower secondary education; others used the terms junior and senior secondary education. What are the differences in goals and programming among post–primary, lower and upper secondary education? There was debate concerning the extent to which secondary education should be linked to work–related skills given the constant changes in technology in the labour–market. Participants noted the limited attention to personal development, moral, aesthetic, and democratic goals in the current offerings, and the vital need for fostering the skills and values to develop human and social capital. In his comments on the importance of educating citizens to live harmoniously in multi–ethnic societies, and to learn the process of reconciliation where there is conflict, Guillaume Aloys, Rwanda, suggested, "We need investment in values."

Limited and unequal access in SEIA. According to Keith Lewin (University of Sussex) approximately 20% of the secondary age cohort in SSA is enrolled, with the majority of students being male and from urban and semi–urban areas. Children from the richest 20% of households have on average more than 11 times the chance of reaching grade 9 than those from the poorest 40% of households.¹³ Y.K. Nsubuga, Uganda, noted, "*Secondary education increasingly determines life's chances*"; therefore, the poor, rural children and girls are being denied opportunities to realize their potential." Furthermore, the systems are generally inflexible, thus students who do not transition from primary to lower secondary, or who may have to discontinue their schooling (for example due to pregnancy), have limited opportunities for reentry. Governments face difficult choices as to whether they would give some children access to modern technology or increase the number of school places. Elizabeth Leu, AED, noted that although providing additional places for a greater number of

students can be argued as being a more equitable choice, the need to develop a cadre of knowledge workers is an equally important consideration to break out of economic stagnation. Besides geographical barriers, there are financial, social and cultural inhibitors to participation, which need to be addressed. Participants were in agreement that poverty is a major constraint for both boys and girls.

Gender equity in secondary education in Africa. Penina Mlama, Forum for African Women Educationalists (FAWE), urged during the workshop on "Youth at risk" facilitated by Clauine Bourrel, that there be swift action to address the particular constraints girls face such as early marriage, pregnancy, sexual harassment, and the limited number of female teachers at secondary level. In addition, participants highlighted the slow progress in making non-traditional subjects such as sciences and technology available to girls. Penina Mlama pointed to the fact that the science exhibits in the "market place" were presented by boys. No girls were involved, although the school has both boys and girls enrolled. She stressed to need to improve participation of girls and referred participants to the Female Education in Mathematics and Science in Africa project (FEMSA), a project conducted in 11 countries and supported by ADEA.

Participants discussed the gap between what students need to know in order to function effectively in their environments and contribute to the promotion of the social and economic growth desired, and the content of the curricula offered. G. N. Edoziem, Nigeria, commenting on the perceptions regarding the usefulness of secondary education, informed us: *"In Nigeria young people can make quick money and get quick training. This undermines the education system."* Issues were explored in relation to the extent to which science, technology, and ICT would be universally applicable in predominantly rural and agrarian economies. Citing an essay on technology in secondary education, Elizabeth Leu stated that *"even for countries with low economic indicators and high unemployment, educational technology is an essential part of school reform."*¹⁴ The real question then is *"how many students now and how many later?"* Charles Bangbola, Benin, argued in favor of making education relevant to local contexts and priorities, stating, *"We must disassociate the question from globalization."* This sentiment was seconded by a delegate from Guinea who asked, *"how do we integrate reform with our culture?"* On the other hand, as Adhana Haile, Ethiopia, pointed out, *"localization is necessary but we need to work out globalization in our policy down to primary."* Participants acknowledged that, in general, didactic, examination-focused teaching methodologies do little to develop analytical and problem-solving skills, promote team building, or motivate students to develop the skills for life-long learning. There was agreement that inadequate teacher preparation was a critical shortcoming. Most countries reported experiencing great difficulties in recruiting and retaining qualified teachers to teach sciences, mathematics, ICT, and vocational and technical subjects, particularly in rural areas. Teachers, who tend to be predominantly from urban and semi-urban areas, are reluctant to be assigned to the rural areas away from their families and where living conditions are poor. Inadequacies in the deployment process also have contributed to severe shortages of teachers in rural areas.

Government spending in the secondary education sub-sector is reported to be insufficient, and as yet, collaboration with the private sector and the community to mobilize resources is minimal. As a result, facilities, instructional materials, teacher development, supervision and management are inadequate. The flow of funds is uncertain. A Rwandese delegate observed, *"money comes unplanned, not at the right time for beneficiaries. Funding comes as a surprise. We work on an emergency basis."* However, although participants acknowledged that there are severe financial, human and material inadequacies in all countries, some noted that an important consideration is the efficient and effective use of available resources. In short, current inadequacies cannot be attributed solely to the limited volume of resources. Management capacity is weak both in terms of the number of personnel available and the appropriateness of training at all levels of the system. Efforts at decentralization have highlighted weak management at the level of the school and district. Aidan Mulkeen, National University of Ireland, indicated that *"decentralization puts demands on principals in areas such as administration, pedagogy, culture and community relationships."* A delegate from Senegal echoed the need for enhanced capacity, stating, *"we considered more efficient management through management councils, but we didn't have managerial skills."* Participants further noted that the role of central government educational authorities relative to regional and district level personnel is not always clear.

The impact of HIV/AIDS. The HIV/AIDS pandemic is taking a toll on the education system at all levels. The quality of teaching is impaired by frequent absences of teachers due to illness. Ultimately, teacher supply is depleted, and the cost of teacher replacement and training is increased. Adolescent students are also affected by infection, illness and death of their parents and relatives, and in many cases, they assume premature responsibility for their younger siblings and the household. As one delegate noted, *"families are led by orphans, and girls suffer the pinch."* The likelihood of under-performance and attrition is greatly increased. Social consequences of neglecting secondary education. Many delegates stressed that failure to provide relevant education and training for adolescent youth to equip them to be gainfully employed would have dire social consequences.

CHAPTER 3: International trends in secondary education reform

"The expansion of secondary education in OECD countries has been accompanied by a number of important reforms touching on all aspects: curricular content; teaching and learning methods; teacher training; assessment mechanisms and standards; management, with emphasis on decentralization and increased accountability; and last but not least, financing mechanisms." Francoise Caillods, IIEP, UNESCO, Paris

A panel comprising Francoise Caillods (IIEP Unesco), Jacob Bregman (SEIA study task team leader and Lead Education Specialist, AFTHD, World Bank), Pai Obanya (Independent International Consultant, Nigeria), Yumiko Yokozeki (JICA), and Elizabeth Leu (AED) led the discussion on secondary reform trends over the past decade. They noted, inter alia, that in the industrialized world there is universal secondary education at least to the lower secondary level, with the majority of countries attempting to keep youths in school until they have completed the upper secondary cycle. Schools have become more responsive to the labor market. Much emphasis is given to workforce development, and there is increasing collaboration between employers and the education systems. Importantly, secondary education is integral to the whole education system and is viewed from a life-long learning perspective. Socio-political and economic factors both at the national and global levels have triggered the changes in the education system.

Francoise Caillods and Jacob Bregman highlighted the reform trends in Organization for Economic Cooperation and Development (OECD) countries, based on their recent review, Trends in secondary education in industrialized countries: Are they relevant for African countries?¹⁵ Jacob Bregman recalled the challenges for Sub-Saharan countries in reforming secondary education systems. *"Sub-Saharan African countries face a particular challenge to provide sufficient educational opportunities under conditions of extreme poverty and significant financial constraints. In spite of the enormous difficulties, many Sub-Saharan African countries are making significant progress towards achieving improved enrolment and completion rates at primary level, which are embedded in the "Education For All" (EFA) and the Millennium Development (MDG) goals. However, in all SSA countries this increases pressure from civil society groups for more and better Secondary Education, in terms of access, quality, equity and relevance. The word relevance is particularly important, since what is taught and learned must be relevant for the society and economy in which these youngsters will integrate. The African Youth age group of 12–19 year-olds holds the future of the continent in their hands, and we must ensure they can get junior and senior secondary education (by various flexible means and routes) in the next decades. The current average 20 % secondary enrolment of the relevant age group in secondary in Africa will not lead to rapid poverty reduction and better lives for African citizens."*

Reform goals in junior and senior secondary education. Francoise Caillods and Jacob Bregman noted that reform goals in the OECD countries have aimed at increasing learning achievements, improving cost efficiency of education delivery, and improving and assessing quality, in particular, the teaching/learning process. The latter has included having teachers teach several subjects to facilitate transversal skills and competencies; and emphasizing team teaching, school based support, school autonomy, and accountability. The teachers' role has changed from having a monopoly on knowledge to one of facilitating learning. Much effort is being put into diagnostic and student achievement testing. There is increased participation in international studies and examinations. Citing *Beyond Basic Education – Secondary Education in the Developing World*, Elizabeth Leu indicated that besides economic and workforce goals, secondary education reform is attempting to "promote knowledge, skills and responsibility for a healthy life and the assumption of civic responsibilities and participation."¹⁶

Access and inclusion. In OECD countries, students have automatic access to lower secondary education and, in general, there is social promotion with pedagogical support. There are guidance and counseling services to minimize attrition. Special-needs students are integrated to the extent possible into the regular schools.

Curricula in junior and senior secondary education. The presenters noted that curricula have evolved from being guidelines for teachers on what to teach and how to teach it to *"a contract between the society and the education sector on what skills and competences the students are supposed to have obtained."* With respect to curricular offerings, Jacob Bregman observed *"..... in OECD countries there is compulsory general education for the age group of 5–16. At the junior secondary level there is much emphasis on the attainment of key competencies. At the senior secondary level there is emphasis on the connection with the world of work, which is quite different from the traditional vocational training courses. The junior and senior secondary*

school also plays a role in maintaining peace, democratic values and creating tolerant attitudes in society. This is expressed in more broad-based skills development which includes programs on ethical behavior and citizenship, health and sexual behavior, knowledge and skills for adult life." One panelist noted that the "potential emerging global civic agenda" with which youth are concerned relates to issues of social discrimination, violence, environment, poverty and human rights. She further pointed out that out-of-school programs serve to complement inschool programs in both the industrialized and developing world.

Resources for secondary education. Francoise Caillods informed participants that in OECD countries, secondary education was generally 40–60% of the education budget, with "a good portion" spent on non-salary items such as learning materials and documentation centers. There has been diversification of funding sources, and the decentralization process has led to a mobilization of resources. In many countries private schools are subsidized by the government in accordance with criteria for quality; and per-capita formulae to allocate resources. These measures are intended to assure equity, quality and transparency.

Policy in secondary education. Yumiko Yokozeki stated that in Japan, among the lessons learned are that education reforms are likely to be more effective when they are part of political and economic reforms and they are supported by consistent policy. She observed that Japan, like SSA countries, faces issues related to quality and a widening gap in schools.

Governance. Some of the promising trends in the governance of schools discussed in Beyond Basic Education – Secondary Education in the Developing World were highlighted. These include greater school accountability, a broader participation of stakeholders with local actors in the driver's seat, and civic and private organizations playing pivotal roles in shaping the curricula. Increased local participation is supported by decentralization and power-sharing policies; research, and an increased flow of information that enables management to make informed choices among competing options. Prerequisites for reform in the area of school governance include: assessment of local capacity, clarification of roles of central authorities, development of performance standards, and financing.

Need for a paradigm shift. According to a report on SEIA prepared by the SEIA core Team, the process of reform in OECD countries over the past 50 years went beyond expansion and financing. It necessitated a paradigm shift within the entire education system involving the "structure, roles and responsibilities, curriculum and education, teacher training, and administration and management culture."¹⁷

Reform in Africa. Pai Obanya observed that following political independence in African countries, educational reform was sparked by the desire to "africanize" the curricula. Reform efforts internationally also had influence, for example, the integration of subjects, and the introduction of modern mathematics. In many cases, however, there was an ad-hoc approach to reform, often associated with pilot projects generally financed by external agencies. These were partial reforms, affecting specific aspects such as the introduction of ICT. Other types of reform addressed the structure of the system, introduced distance secondary education, or improved assessment. Sector-wide or "all embracing" reform linked to political and socio-economic reform is less common. Yumiko Yokozeki observed that the donor country's experience and skills influence bilateral cooperation and support to the reform. Pai Obanya cited South Africa and Namibia as countries that plunged into comprehensive reform to redress the inequities of apartheid. Education reform became part of that process. He noted the importance of inter-African collaboration through mechanisms such as ADEA and FAWA in the reform movement.

Among the factors highlighted by the plenary and working group sessions as being critical to the secondary reform process are:

- a. the need for clear vision and commitment;
- b. consultative and inclusive policy development informed by reliable data, and sensitivity to felt needs;
- c. development of effective partnerships;
- d. a holistic/multi-pronged approach to programming; and
- e. cost-effective resource utilization.

CHAPTER 4: Envisioning secondary education in Africa: What kind of education and for what?

"We do not talk about problems, we talk about solutions." Bernard Njuguna, Kenya

Guiding principles. Participants, through questions, comments, and presentations, sought a greater understanding of those factors that would guide the development and reform of secondary education. What new goals and direction, content, teaching and learning strategies, support and evaluation systems and partnerships are required? What guiding principles underpin the new vision for secondary education?

Relevance. Central to secondary education reform is ensuring that it is made more relevant to the needs of the SSA countries as they strive to take their place within the global society. The draft report on transition calls for a broader set of objectives to address diverse social and economic considerations. Noting that young people face an evolving complex world characterized by pollution, global warming, health, democracy and HIV/AIDS issues, Mamadou Ndoye stated the need for "different types of education, new pedagogy, new information communications technologies, and professional development of teachers."

Realistic and sustainable. Several voices encouraged visioning with caution, and the need to determine feasibility and plan. *"We need more concrete discussion of what is possible to achieve."* The Honorable Geraldine Bitamazire, Minister of State for Education, Uganda, stated that the way to overcome the challenges faced by SSA countries was through developing more realistic plans "based on factual data from various research, case studies and other deliberations." In the words of Mamadou Ndoye, reforms are to be viewed with "a grand vision"; however, the process is taken in small steps. He noted that although the needs are urgent, it takes time to plan and implement reforms using participatory processes. Policy makers might increase budgets but also must increase efficiency, consider cost recovery and expand equitably.

Knowledge based. In envisaging the future and determining priorities, participants recognized the importance of stocktaking beyond what one participant described as *"chronic anecdotalism."* Jacob Bregman suggested *"..... we should think about where we are coming from and where we are going. We should be realistic. This implies a thorough assessment and understanding of the current situation, and a vision for the future."*

Innovative and future-oriented. Many supported the view that in moving forward it is imperative to set aside some old beliefs: "We must break the cycle of 'my teacher did it that way.'" The challenge is for countries to be future-oriented – to review the old ways of doing things, and to identify and implement more effective education strategies.

Participatory. The 1st regional SEIA conference emphasized the need for involvement and ownership of all stakeholders in the processes of planning, developing, implementing and managing a successful reform of secondary education. This includes active participation and empowerment of students, and implies students' taking more responsibility for their own learning.

Equitable. Equity is a critical objective of the strategy to expand secondary education. Including the poor and rectifying regional disparities are of paramount importance. Participants also noted that special consideration needs to be given to the many under-served children with special needs and to youth at risk.

Gender-sensitive. The need for a more gender-sensitive environment to address specific issues related to girls' education was repeated throughout the SEIA conference. In her opening speech, Beverly Jones, AED, identified the need for more female teachers, gender-sensitive curriculum, and learning materials that portray girls in non-traditional jobs. She also emphasized the importance of providing suitable accommodation that parents trust.

Student-centered and effective. Participants urged that secondary education be student-centered. Anitha Soni, WorldSpace, advised that "we must keep the vision of the child ahead of us." She explained that just as in the business world one should understand the customer and focus on outcomes, educators must understand their customers – the students – and should develop indicators for effectiveness to determine whether the student is "selling on the labor market", or in the words of Minister Makubuya, parents and communities must see "a clear advantage in terms of future economic benefits and ... the social and cultural gains of schooling." Whatever the innovations, systems, or policies introduced from classroom to national level, these should be sifted and scrutinized for their relevance, ultimate impact on student learning and personal and societal development.

A critical step in the process is determining the ultimate purpose of secondary education in economic, cultural, social, and political terms. This involves identifying the essential knowledge, skills and values that would prepare students for leading a productive and happy future life. Secondary education reform also requires government and stakeholders to address the ambiguities that exist in terminology which were raised in the conference but were not clarified. Issues to be confronted are:

- a. To what extent will lower secondary education be considered the completion of formal education or preparation for upper secondary?
- b. What options will students have, who leave school after lower secondary, to reenter at a later stage?
- c. What will be the pathways from post–primary education and training to tertiary and higher education?

The promotion of social cohesion and understanding, which would enable students to contribute more fully to human development, is another significant purpose of secondary education. According to Guillaume Aloys, school is a passage to prepare students to enter society, and to engage in multi–dimensional living. This involves learning to live with others, using their competences to help others, and learning the art of living. Participants also voiced their expectation that secondary education would unleash individual potential and creativity, and foster healthier life styles. There was agreement that life today, and perhaps even more so in the future, would be characterized by constant change. Anitha Soni posed the question whether students can learn how to adapt to change. Participants agreed on the need for students to develop the skills that would empower them to cope with the future.

The social, cultural, economic, and political landscape and the implications for educational development need to be assessed before determining priority actions. Poverty is a major obstacle to student and community participation and learning, and has a negative influence on social life. Poverty influences the choices parents and students make – particularly for girls – regarding school attendance. Poverty means reduced community capacity to support education. It is also linked to social problems, delinquency and prostitution. The thematic study, *The link between health, social issues and secondary education: life skills, health and civic education (the HESI study)*, concluded that despite sex education, "economic and social/cultural pressures that fuel unsafe sex among adolescents remain as high as ever, and in the poorest communities, are probably increasing."¹⁸ Irene Nakalembe, a Ugandan student, observed, "*when a girl is offered money for sexual favors, and has the responsibility for taking care of her household, how are the recommended actions such as education, training and counseling going to help her?*" Participants spoke of the need to link secondary education strategies with poverty reduction strategies, and many saw a strong correlation among poverty, unemployment and lack of access to secondary education. At the same time, poverty is a constraint to student attendance and community involvement in secondary education. Keith Lewin observed that poverty reduction has not been consistently achieved on a large scale "without upward social mobility of members of excluded groups."

Labor market: balancing global and local, and urban and rural imperatives. The issue of education for which labor market: that of the modern economy or the rural, predominantly agricultural–based economy, was a recurring theme. Anitha Soni focused attention on the sophisticated, high skill needs of the modern economy linked to the global corporate world. To what extent should secondary education systems prepare for that world? She emphasized the need for educators to "*think globally, and act locally.*" A major consideration would be the prospects for secondary school graduates to find work. Keith Lewin reminded participants that the majority of students are likely to end up in the rural areas or the informal sector. The draft thematic report on transition processes suggests that "*the priorities of education adapted to serve the demands of a modern economy leads to the neglect of training relevant to the rural population.*"¹⁹ Citing recent research, the report notes that "*attempts to link the school curriculum to the world of work in a rural setting have not been very successful.*" The report highlights the danger of "*selling people the myth of their equal chances of global success.*" Berit Lodding, Norwegian Institute for Studies in Research and Higher Education, argued in favor of giving emphasis to local knowledge and local understanding. Other participants, like Rose Izizinga, Uganda, contended that given the new global order which allows for rapid exchange of ideas, "we need to understand the global context. *We need leadership to look at the world in different ways.*" *Secondary education should provide that exposure. There should be greater attention to appropriate strategies and media to communicate the vision to all stakeholders.*

CHAPTER 5: Enhancing delivery and management of secondary education

"Good governance and management are the bases of improved efficiency and effectiveness given the limited resource envelope." Hon. Geraldine Namirembe Bitamazire

Regardless of the soundness of the vision, and the earnestness of the commitment to expand and reform secondary education, success will be determined by the learning outcomes derived from improved practices. Participants stated that policies and standards must be clearly outlined and that adequate attention be given to developing strategies to translate the policies into effective practices. One delegate observed that *"intended policy does not necessarily get put into practice,"* hence the need to focus on carefully planning for implementation. In discussing measures to enhance the delivery of secondary education, participants recognized that there is need for an integrated approach. No single input on its own will be effective. A delegate from Zambia described the comprehensive approach that is being taken: *"...we have continuous development of the teaching staff; curriculum revisiting and review; integration of cultural and traditional values; professional standards and ethics for teachers; leadership skills to bring respect to the profession; a bursary scheme to cover a wider spectrum – girls, the poor, orphans; improved conditions of service – school environment, teaching and learning materials, incentives such as housing, rural subsidies, medical coverage; and promotion of teachers on merit."*

In discussing **measures to enhance delivery and management**, participants gave particular attention to the following. Many participants were in favor of wide-scale expansion. Berit Lodding reminded delegates that strategies for increasing participation should differ between those countries with a low enrollment rate such as Tanzania, and those with high enrollment rates such as Namibia and South Africa. She suggested that in Tanzania the transition process will *"still have a meritocratic orientation, that it will still be focused on the selection of high achievers due to limited institutional capacity,"* whereas in countries with higher rates of enrollment, *"expansion will mean inclusion of broader segments of the youth population."* Nonetheless, in all cases, efforts must be made to make secondary education accessible. Affordability will have to be a major consideration. According to Keith Lewin, *"Greater participation will only be possible if the relative costs of secondary schooling decrease, and if private contributions are contained within limits affordable by typical households."* Participants recognized the importance of determining the appropriateness and cost-effectiveness of conventional and alternative approaches, such as the village/community polytechnics established in Kenya and Uganda.

Building and rehabilitating secondary schools. With respect to expanding infrastructure, participants suggested construction of more day schools instead of boarding schools, since capital and recurrent costs are lower. Schools would be expected to have adequate facilities including laboratories and workshops. Where there is need to construct boarding facilities, special attention should be given to providing suitable accommodation for girls. Locating schools in underserved areas was seen as a priority. Some argued that the traditional academic or elite schools generally located in urban centers tend to be perceived as being more prestigious. A delegate from Mauritius indicated that they were tackling the *"elitist syndrome by eliminating star schools"* and having students attend secondary schools within their districts. Y.K. Nsubuga (Uganda) suggested a need to *"expand access to secondary education in every sub-county."* The working group on access and equity identified school mapping as being essential, in order to locate schools in areas of greatest need.

Participants also encouraged the introduction of more flexible entry, and the exploration of low-cost alternative approaches. Beverly Jones described a pilot project that provided opportunity for factory workers to continue their education (grades 7–9) with volunteer tutors (often managers or trained teachers). Participants observed that even when school places are made available, they are not necessarily accessible. A delegate from Ghana stated that her government had introduced reduced fees for secondary schools two years ago, and provided scholarships to address the poverty issues that might prohibit the transition to secondary school. Delegates stressed the importance of ensuring that scholarships be given to needy students. As Berit Lodding explained, transition to secondary level, *"is not only related to school internal factors, but very much related to the situation in the community as large."* She illustrated this point by describing the *"Donkey Canvas Project"* aimed at reducing the workload for girls in order to give them more time to go to school and do their homework. She observed that there is still need to address the cultural factors that determine participation. Participants indicated that NGOs have been playing an important role in providing non-formal post-primary basic and vocational training to students who do not make the transition from the primary to the secondary level. It was suggested that efforts be made to improve the linkages between formal and non-formal education.

Strengthening private secondary education was considered an important strategy to make secondary education more accessible; however, participants felt it would be necessary to ensure government interventions to promote quality in private schools. Furthermore, one participant noted that although private sector providers can make a worthwhile contribution, governments can not rely on these providers to address matters of equity.

Teacher supply, training, and competence. Teachers are at the heart of the education system; therefore, this topic generated much interest and discussion. The need for improved policy regarding recruitment, teacher education and assessment was emphasized. A special concern was the devastating toll HIV/AIDS is taking on teacher supply, and the quality of teaching in terms of the number of teachers dying, ill or having to deal with death and illness within their own families. Participants recommended that consideration be given to providing for accessible and affordable medical care. With respect to strategies for addressing the difficulties in recruitment, participants spoke of the need to increase salaries and provide incentives such as housing, and insurance; however, there was recognition that this proposal is likely to be difficult for governments to implement within already tight budgets. Participants emphasized the need for improvements in the deployment of teachers in order to reduce regional disparities. It was recommended that teachers in remote areas be provided special incentives. Delegates from Madagascar and Senegal mentioned measures that their countries had taken to motivate teachers – best–teacher and best–school competitions, certificates for training, and promotion.

The working group on quality indicated that teachers' knowledge of subject matter, sound pedagogical, social and professional skills are critical to improving learning outcomes. However, secondary education teachers today are charged with far greater responsibility than facilitating the scholastic attainment of students. They are called upon to educate students to make their way in an uncertain world, and to develop the skills to make it a more humane one. Guro Nesbakken, Oslo University College, questioned, *"How do we make teachers agents of change?"* The need for continuous teacher training was stressed, with emphasis on training teachers in practical work. There was debate in terms of the balance between pre–service and in–service training. Both Keith Lewin and Hayley Barnes, University of Pretoria, pointed out that research indicates that it is often difficult to distinguish the trained teacher from the untrained because of the profound effect of the school environment and past learning experiences of the teacher. Teacher training strategies must therefore take these findings into account. Keith Lewin suggested a re–conceptualization of training from "learning to teach" to more "teaching to learn." He advocated for a modularized approach to training, managed induction, and an integration of content and competencies. Beverly Jones (AED) also supported the induction strategy, and described the process in some countries with which AED is involved. She indicated that it is *"a two–year period where new teachers have mentors – either master teachers or some one from the administration of the school."* She also spoke of the linkages between universities and high school classrooms being promoted.

In order for a paradigm shift in teacher education to take place, there must be reform at teacher training institutions. Hayley Barnes (University of Pretoria) commented on the need to model appropriate teaching at the teachers' training colleges. For example, she pointed out that teacher educators must demonstrate the expected new role of facilitator. In addition, Andrew Clegg, Free University of Amsterdam, observed that teachers also need to have a better understanding of the curriculum, and should be *"taken on board when the curriculum is being developed."* A delegate asserted, *"Support for teaching and learning execution is needed in classrooms, not in curriculum."* Amanda Barnes, University of the Western Cape, endorsed the view by stating, *"We need to develop confidence, offer fair remuneration, and establish other elements to ensure teacher quality."* She indicated that the SMILE project in South Africa aims to build teacher skills and reduce absenteeism.

Relevant junior and senior secondary curricula. Secondary curricula reform was regarded as another important pillar for improving the quality of secondary education. Curricula for a range of abilities and interests and relevance for the labor market were stressed. Keith Lewin succinctly described the curriculum reform process as one *"that can encourage creative innovations in learning and teaching, new methods of assessment capable of capturing valued learning outcomes, and selection of content and thinking skills that are more rather than less relevant to entrants to the labor market, and to a much broader range of learners."* Lessons from OECD countries which could be relevant to Africa include: "allowing an over lap of curricula, organizing transition years, grouping pupils differently for different subjects, encouraging teachers' co–ordination, introducing peer teaching." The study noted the emphasis given to basics at the lower secondary level – literacy, numeracy, natural science, a foreign language, as well as skills and competencies that are not subject–related. Furthermore, weaker students are supported through remedial courses with assistance from teachers, peers, or community volunteers.

Sciences, Mathematics and ICT (SMICT).²⁰ Participants underscored the importance of improving curricula in the sciences, mathematics and ICT. Andrew Clegg suggested that "... *the steps that need to be taken to improve science, mathematics and ICT education include: developing science teaching resource centers, reducing teacher insecurity, including gender, and making it affordable and relevant, the science of common things.*" Jacob Bregman (SEIA task team leader and lead education specialist, World Bank) also spoke of the need to ensure integration of the subjects into daily life. "*Math is linked to science, and science linked to ICT, and all are linked to daily life. It is important that countries consider the value of integrated science at junior secondary level, instead of separate science subjects. Also, many countries are considering the introduction of new subjects, like ICT, without first cleaning and restructuring the existing curricula. Therefore, the result is often more overload.*" Bregman pointed out that "... *SMICT learning should be fun. It is important that students are interested in their subjects. This can only be fostered if the subject matter is interesting and relevant. And if the learning process includes: fun in doing.*" He further mentioned that most SSA countries could make significant savings if they restructured the SMICT curricula, and if they would consider introducing integrated and environmental science at the junior secondary level. Bregman also noted that "...*in most cases, specifically for mathematics and science in the francophone countries, the subjects are taught with an eye on further studies at university level. This is not necessarily a good objective, and much of the time this results in memorization without understanding.*" Robert Tabarant, Embassy of France, Cameroon, stated, "*Maths and science are the basis of knowledge and we must catch the trend or miss out.*" He called for a vision for science. Other participants also emphasized the need for formulating policy in science and technology, as a prerequisite for developing the curriculum in those areas. A delegate from Mauritania described some of their attempts to develop science education within the confines of a limited budget. This includes "*a workshop for science and mathematics and physics within the MOE which produces materials for schools, and the establishment of a network of laboratories which serve a cluster of schools.*"

SMASSE project in Kenya. Bernard Njuguna provided a detailed analysis of the Strengthening Mathematics and Science at Secondary Education (SMASSE) project, co-funded by Japan International Cooperation Agency (JICA), the Ministry of Education and local communities. He considered the project to be "highly sustainable:" one in which "teachers are learning how to do it better no matter the conditions." He indicated that the project focused on well-designed activities for students, with experiments to assist learners to understand concept to be imparted. Improvisation is critical since most laboratories are poorly equipped. Teachers are provided training to change their attitudes, plan and develop skills in implementing hands on activities, and increase the level of student participation. Students and other teachers are encouraged to comment on the lessons to determine the impact. Njuguna indicated that a regional association was formed, Strengthening Mathematics and Science at Secondary Education – West, East, Central and South African region (SMASSE – WECSA) aimed at sharing the lessons being learned in mathematics and sciences education at the secondary level.

Introducing ICT. Participants noted that ICT at the secondary level could be introduced as a subject area, used as a teaching aid or used as a connectivity tool. Ernesto Cuadra (senior education specialist, HDED, World Bank) warned against over-optimism, and advised participants to "*be more realistic with what can be achieved with introduction of ICT in classrooms.*" Costs need to be taken into account for developing and maintaining adequate infrastructure and training a cadre of staff. Objectives need to be clear. Daniel Kakinda argued, "*We need more strong reasons for introducing ICT beyond computer literacy.*"

Business and Technical Vocational Education and Training. Although recognizing the importance of those subjects, Y. Nsubunga saw a need to "increase the demand for business, and vocational and technical education and training." Some recommendations were: "*selling the concept to parents*" as was done in Kenya; renaming the subject to elevate the status; and using mother tongue to teach skills. Others reminded the conference that subjects to promote knowledge and technical skills are important, and that those subjects that promote affective skills should not be neglected.

Health, life skills and civic education. Participants discussed the importance of school-work transition and integrating life skills and sexual education, HIV/AIDS, gender, conflict and post-conflict management into the curriculum, and the need to train teachers who are specialized in these areas. There was also a call for research on the weighting that should be given to health, life skills and civics in the curricula, and for greater understanding of the approaches that work best in the teaching of these subjects. One delegate called for the professionalization of social science and health related subjects, stating "*we need to professionalize the teaching of these subjects since currently the topics are not taken seriously at the school level.*" Another delegate endorsed this viewpoint, noting that if the subject is not "*examinable, it is going to be difficult for students to take it seriously.*" Elizabeth Sowah, Ghana, indicated that various clubs and other non-formal groups have become involved in life skills education. She informed the conference that the African Youth Alliance has recently published an AIDS game.

FAWE proposal for the 8th thematic SEIA study on "Gender in SEIA". Penina Mlana (FAWE President), in addressing the need to empower girls, noted *"schools may not be able to influence those outside school (adult men, older boys, etc.) but can empower girls to react to protect themselves through assertiveness training, improving their self-confidence, etc."* She suggested that delegates consider an empowerment program in Tanzania, which is operating in 30 secondary schools. There was also agreement that greater attention needs to be given to youth at risk. One example provided was the "USIKO Rites of Passage to Manhood" project in South Africa, which focuses on the spiritual, emotional, and physical development of youth at risk. The project aims to reduce attrition, boost self-esteem, and equip the boys with the skills to understand and carry out their civic responsibilities. Mentors are drawn from within the community.

Improving examinations and assessment in secondary education. Examinations and assessment are central to curriculum reform. Participants highlighted the need for improved assessment and evaluation systems. The working group on assessment spoke of the need to devise measures to "test the new curriculum, active learning, and higher order thinking skills" and advised that *"examinations must be aligned with the curriculum."* They cautioned against making continuous assessment, continuous testing. Emphasis was also given to ensuring the validity and reliability of tests. Delegates from Senegal provided information on the support being given to students to assist them with achieving higher levels of performance on their examinations. Their site, www.examen.sn, contains archived documents and is supported by teachers and advisers. Participants also suggested that the public perception of assessment should be better informed: communities should be made aware of the purpose of testing and what is being tested. More research on assessment was recommended.

CHAPTER 6: Mobilizing and optimizing resources

"Resource constraints are a major challenge, thus the need for cost-effective use of existing resources." SEIA conference key statement number 4

SSA countries are faced with the challenges of increasing enrollment at secondary level within a context of stringent budgetary constraints; implementing measures to improve the quality of education, and, at the same time, continuing to promote the achievement of EFA goals to ensure that primary level graduates are adequately prepared to participate in secondary education. Participants identified the resources required, and possible sources of support. Participants identified critical resources.

Cost and finance of junior and senior secondary education: constraints. Expansion of secondary education will require increases for development purposes to provide additional school facilities including buildings and equipment. Improving quality through curricular reform, teacher training, modification of textbooks, introduction of new technologies to improve learning achievement, enhanced assessment and evaluation procedures will all necessitate an injection of funds. In addition, allocations for recurrent expenditure will need to be increased to cover the costs of increases in teaching and managerial staff, maintenance of facilities, staff development etc.

Teachers in junior and senior secondary schools in Africa. Additional teachers will be needed, with the likelihood of having to increase salaries, since recruitment and retention of qualified teachers is unlikely at present salaries, particularly in science, mathematics, ICT and technical education.

Financial and pedagogic management and accountability. There is a strong case for improved technical and financial cost monitoring, making the systems more accountable and transparent, and improving management at the secondary school and district levels to enhance the overall efficiency and effectiveness of the system. There is also need to construct and equip school buildings to include laboratories, scientific equipment, computers; upgrade substandard buildings, as well as provide facilities for distance education. Innovative and cost-effective approaches need to be sought. Soumare Oumar, Mauritania, reported that his country was setting up a network of laboratories to serve clusters of schools rather than constructing laboratories for each school. There is also need for infrastructure development for management at national and regional levels. Factors to be considered are simplicity of design and materials, durability, and maintenance. Teaching and learning materials was also identified as a critical resource. There is need to increase the supply of instructional materials, through, inter-alia, exploring strategies for reducing costs through local production. Participants discussed the need to mobilize additional resources through: (i) the public budget; (ii) the private sector; (iii) communities including private providers, and (iv) donor support. There was general consensus that there is a need to address the severe inadequacies that undermine the efficiency and quality of education in Africa.

The working group on resource mobilization noted that countries need to determine the quantum of resources required in the various areas. It would be important to have reliable data on enrollment, estimates of unit costs of inputs based on minimum standards for class size, physical infrastructure, and provision of learning materials. One delegate commented that besides needing to *"quantify and determine acceptable levels we are aiming at, it is important to also define the amount of wastage, and plug the holes."*

Keith Lewin and Françoise Caillods noted that funding of the sub-sector is not an automatic result of GNP, but also of political priorities. This point was addressed in the working group on resource mobilization. They noted that governments need to be convinced that the payoffs to increased spending are relatively high. There will be need to provide "robust evidence" regarding the impact of secondary education on the main development targets such as poverty reduction, economic growth, and private sector development. This would require the conduct of tracer studies and far more detailed research on education and the labor market. The working group also recommended the mobilization of stakeholders to create the necessary political pressure to bring to bear on governments and donors. Both categories – stakeholders and governments – will need to be convinced of the benefits of secondary education.

CHAPTER 7: The way forward

"We are living in a complex and contradictory world, marked by rapid, deep-going transformations. The scientific and technological revolution no longer means occasional or periodic upheaval, for it has become a constant human activity process.

Clearly, from this perspective secondary education is a leading concern, for several reasons, only a few of which will I mention here. First, basic education is increasingly viewed with a vision that would extend compulsory schooling to the age of 16, thus including the first cycle of secondary education. Second, the progress made towards universal primary education directly results in greater pressure on secondary education and heightened demand from pupils and their families in both quantitative and qualitative terms. A third reason is that the continually increasing complexity of human existence and the world of work, spurred along by the information society and our knowledge-based economy, demand a level of preparation for young Africans that goes far beyond five or six years of primary education.

***This is why we advocate a significant expansion of access to secondary education. The African governments and their development partners, the international community and the funding agencies, urgently need to provide proper responses to this need, or else risk breakdowns and inadequacies that will create social and political tensions and conflicts that will prove increasingly difficult to handle."* Mamadou Ndoye, ADEA Executive Director, speech at the first regional SEIA conference in Kampala, Uganda, June 2003.**

An impressive array of ideas was generated by the SEIA Conference, and the need for further reflection on secondary education reform was well articulated during the deliberations. The key messages, as discussed and approved by the plenary session, linked the SEIA reform efforts to poverty reduction strategies and the EFA process. Mamadou Ndoye expressed the hope that, the outcomes of the conference would *"serve as levers for future conferences on secondary education in Africa."* Dr. Rwagalla Akankwasa, Uganda, urged participants to continue to seek to find solutions to the challenge of preparing citizens who will respond adaptively to uncertainties of the future, and proactively in a creative, imaginative and ingenious manner: citizens who can think critically and globally by promoting international understanding and modernity; and who can act locally by protecting the environment and creating cultural space. Participants were reminded that solutions have to be sought within the context of inelastic resources, conditions of poverty and the daunting spectre of HIV/AIDS.

Minister Bitamazire (Uganda) observed that "many innovative ideas are generated from such conferences and seminars, but because of not having concretized and realistic plans, they always become difficult to implement." In closing the conference, she posed some questions for governments to ponder as they move towards reform of secondary education:

- a. Should secondary education in Africa continue in its present form, and with what consequences?

b. What alternative funding mechanisms and sources will enhance efforts to achieve universal secondary education in Africa?

c. What political and policy parameters would strengthen dialogue on a sustainable basis to boost secondary education in Africa?

In the words of Mamadou Ndoye, education reforms are to be viewed with "a grand vision" but the process is taken in small steps. In light of the expressed need to move forward, the organizers of the 1st regional SEIA conference have taken into account the key messages, the documents made available during the conference, and statements made by participants to formulate the following steps for consideration. They are aimed at assisting countries and regional and international partners in sharpening the strategic focus of the reform. These measures are not intended to be exhaustive but rather to stimulate further dialogue and analysis of the issues and available options, the criteria and rationale for determining priorities, and the actions critical for effectiveness.

They take into account the need for secondary education reform to be viewed within the context of better links to the sub-sectors of primary and tertiary, and the labor market, succinctly articulated by Dr Rwagalla Akankwasa. He reminded participants that, "secondary education, both upper and lower, remains a big link in the chain for the system of education to be wholly functional. Since secondary education is part of the whole, a holistic approach has been re-echoed in this conference as the most appropriate and relevant methodology that should be taken in tackling systemic problems."

SEIA Conference participants emphasized the immense value of regional cooperation and partnership with private sector and bilateral and multilateral agencies in analyzing the issues and working towards country specific strategies and actions, as well as sub-regional and regional activities. Moreover, the SEIA Conference organizers note the need for greater country led coordination of donor support to reduce "donor fatigue" and to maximize available resources.

All country representatives emphasized the need to make more resources (notably from donors) available for technical assistance and research at junior and senior secondary level, with inputs from other OECD countries regarding their best practices and lessons learned. The participants noted that this is crucial. It would be disastrous if we just keep pressing for 100% completion rate of primary education, without starting to develop improved access and quality at the secondary level. Oey Meesook (Director Human Development, Africa Region, World Bank) noted: *"Although EFA for primary education is a priority for all Africa, we believe this is not enough. For example, in pedagogy, it is known that, without setting ambitious goals for students, even the weaker ones, the end result is that students will have learned less. Challenges make students of all abilities do better in school. Likewise, Governments and international development organizations must be challenged to have ambitious goals, like going above and beyond basic education. This is critical to helping Africa's children join the knowledge society and take advantage of economic opportunities. The timing of this study is critical as countries such as Uganda are already feeling significant pressures on their post-primary education systems. Our approach must be gradual which requires setting clear and measurable sector priorities, establishing accountability for results, and improving coordination of donor support."*

Oey Meesook further noted: *"Secondary Education in Africa cannot happen without the participation and support of all stakeholders. This includes the private sector, both as providers and as financiers, NGOs, secondary teachers, and of course, parents and communities. Strategic choices will need to be made as government budgets are limited. The importance of cost-efficiency, quality, relevance and equity need to be balanced as governments develop sustainable strategies for secondary education. We hope that the international donor community will continue their intellectual and financial support, and that other donors will join our efforts."*

The plenary session during the last conference day noted that a specific Sub-Saharan Africa problem is the junior and senior secondary school environment, which demands our attention. This determines the teaching and learning environment and the classroom effectiveness. For the relevant age groups at the junior (12–15 years of age) and senior (16–19 years of age) secondary levels this is important, since they are in the puberty or adolescent phases of their lives, and will become the future African citizens. The secondary school environment makes an imprint on learning and behavior. This concerns not only the pedagogic, but also the physical school environment. The pedagogic secondary school environment should include better student counselling and guidance services, more availability and use of ICT, stimulating learning goals for students, code of conduct for secondary teachers, and transparent, agreed performance standards. However, this is impossible as long as physical living conditions in secondary schools include the current disastrous and

inhuman boarding facilities. In most OECD countries these physical aspects of the secondary school environment have been "fixed" at an early stage. To develop similar solutions for Africa will require in-depth studies on improved housing and boarding, better school buildings, and rigorous implementation of physical quality standards. When 12–15 and 16–19 year-old secondary students live in undignified conditions in secondary school boarding facilities, it is unlikely they will gain the necessary self-respect and respect for others, develop healthy life styles, and contribute positively to their insertion into the world of work.

The need for better access and quality in secondary education is attracting more attention in Africa as the net enrolments for primary level grow and demand from parents increases. Also, private enterprises and the emerging knowledge economies, which many African countries strive to participate in, make it clear that simply completing primary education is not sufficient anymore for sustained economic and social development. Consequently, politicians and society leaders in many Sub-Saharan African countries increasingly turn their attention to reforms at lower- and upper-secondary levels. However, most Sub-Saharan African countries are confronted by resource (financial and human) and quality constraints, which require sector-wide reforms, cost-efficiency improvements and better monitoring and accountability. What is needed are much higher completion rates and making "what is taught and learned" more relevant in both primary and secondary education. The current focus on "Education For All (EFA) includes in many countries the lower-secondary level. The SEIA study and the three SEIA regional conferences (two more are planned, in 2004 and 2005) aim at providing African decision-makers guidance on the way forward to reforming "Secondary Education In Africa" and meeting socio-economic challenges of the global market place.

CHAPTER 8: Forthcoming Events

Proceedings of the first SEIA regional conference. Preparation and dissemination of the conference proceedings. The conference proceedings prepared and published by AED and the World Bank, together with the documents produced for the conference, will be made available on the World Bank Africa Region HD SEIA website www.worldbank.org/afr/seia/as as well as on the AED website www.aed.org.

Linking the first regional SEIA conference and the SEIA study. The SEIA Conference is part of the ongoing Africa Regional study on²¹ "Secondary Education in Africa (SEIA)." Lower secondary education (grades 7–8 or 9) is part of the international initiative "Education For All (EFA)", which is in turn part of the Millennium Development Goals (MDGs). The SEIA study outputs are: (1) eight thematic studies; (2) helping our clients producing country specific secondary education studies; (3) a literature review of recent trends in secondary education in OECD countries and Sub-Saharan African (SSA) countries; (4) organizing regional conferences to disseminate SEIA study results and stimulate discussion among our clients; and (5) collecting and analyzing international secondary education data for a SEIA database.

SEIA multi-year study proposal. The SEIA study proposal was published and distributed in the SEIA publication "*Strategies for Renewal of Secondary Education*" (Africa Region HD working paper series, 2002). These documents are available on the SEIA website: <http://www.worldbank.org/afr/seia/>

Thematic study reports. The final reports of 5 thematic SEIA studies will be published before June 2004. The 3 remaining thematic studies will be contracted out in 2004, and we expect the final reports to be published in 2005. An additional and eighth thematic study on "Gender Equity in SEIA" was proposed during the conference by FAWE. The general terms of references will be made available on the SEIA website by October 2003.

A second regional SEIA conference will be held in June 2004. The remaining final thematic study reports will be published before June 2005, and a SEIA database will be made available. For selected African countries (based on demand, and available resources) contributions will be made to develop national secondary education strategies.

SEIA knowledge dissemination. This first regional SEIA Conference formed an integral part of the SEIA study and represented a critical stage in disseminating and discussing knowledge and information on Secondary Education in Africa. A third and final regional SEIA conference is planned for June 2005 with the SSA Ministers of Education. For the organization of and participation in the 3 regional SEIA conferences the World Bank's Africa Region SEIA core team will seek partnerships with Sub-Saharan education stakeholders, partners from the private sector, and donor agencies. ADEA is and will remain a steady partner in all SEIA activities.

Minister Bitamazire (Uganda) closed the first regional SEIA conference, encouraging governments to reflect on messages and statements from this conference.

Key messages

Based on discussions and recommendations from plenary sessions, working groups and rapporteurs, the 1st regional SEIA conference issued the following statements, which could guide the development and reform of secondary education in SSA.

- 1. The on-going Poverty Reduction Strategy Paper and EFA processes should become the starting point for re-engineering Secondary Education In Africa (SEIA).*
- 2. The EFA process to include the harmonisation of senior primary curricula with those of the junior secondary education.*
- 3. Sub-Saharan Africa (SSA) to face squarely the challenge of expanded access to junior secondary education (result of Universal Primary Education), taking due account of quality, equity, efficiency and relevance.*
- 4. Resource constraints are a major challenge, thus the need for cost-effective utilisation of existing resources.*
- 5. Expanded access calls for an entirely new vision of secondary education, with adequate adaptation to local realities.*
- 6. Expanded access must also be an opportunity for ensuring the full participation of girls in secondary education.*
- 7. Curriculum reform, in accord with the new vision of secondary education, should address the triple goals of:*
 - a. self-development*
 - b. preparation for the world of work*
 - c. preparation for tertiary education*
- 8. To meet the challenges of a rapidly changing world, Secondary Education In Africa (SEIA) should pay adequate attention to:*
 - a. life skills*
 - b. major threats to human survival (human rights, civic education, gender, reproductive health, HIV/AIDS, etc.)*
 - c. ICT*
 - d. pre-vocational skills*
- 9. Since no educational system can rise above the level of its teachers, the new vision for Secondary Education In Africa (SEIA) must address issues relating to teachers – education and training, careerlong professional development, full involvement in educational development work, morale, conditions of work.*
- 10. To ensure that examinations do not become an obstacle to the realisation of the new SEIA vision, they must be reformed to accord with the curriculum and the new goals of secondary education.*
- 11. The success and sustainability of the new SEIA vision can only be assured if African governments show an appropriate level of political will – stepping up the process of reform, mobilising the required resources, ensuring a participatory process.*

The renewed interest of Africa's external partners in Secondary Education is a most welcome development.

They must, however, reinforce their support for Africa's initiatives in that sub-sector.

ANNEX 1: Program of the first regional SEIA conference

First Regional Conference on Secondary Education in Africa (SEIA)

<http://www.worldbank.org/afr/seia>

Kampala, Uganda
June 9–13, 200

Sunday June 8

1:00–3:00 PM: Registration

6:00–9:00 PM: Opening Reception

Monday 9 June

8:00–9:30

Opening Ceremony

Facilitator: Jacob Bregman (Lead Education Specialist, Africa Region, World Bank)

Hon. Yusuf K. Nsubuga

- Beverly H. Jones (Senior Vice President & Director, Global Education Center, AED)
- Mamadou Ndoye (Executive Director, ADEA)
- Oey Meesook (Human Development Sector Director, World Bank)
- Minister of Education, Uganda Opening Address

Jacob Bregman will present the objectives of the conference.

9:30–10:00

Coffee Break

10:00–10:10

Conference Overview and Procedural Matters: David Harding (Senior Education Specialist, World Bank)

10:10–12:30

Exploring the linkages between EFA and lower secondary education: Access, equity and financing of secondary education

Chair: Mamadou Ndoye (Executive Director, ADEA)

Uganda Presentation:

- Y. K. Nsubuga, (Commissioner Secondary Education)
- Engineer Henry Okinyal, (Commissioner for Business, Technical, Vocational Education and Training)
- Dr. Sebunga, (Dean of School of Education, Makerere University)

Plenary Session

In this session, the host country, Uganda shares their experiences in planning and implementing secondary education, the challenges, achievements, and future developments planned. The relationship between the goals of EFA and those of secondary education is highlighted.

12:30–2:00

Lunch

2:00–3:30

International Trends in Secondary Education Reform over the Past Decade

Chair: Pr. Karega Mutahi (Permanent Secretary, MoE, Kenya)

Presenters/Researchers:

- Françoise Caillods (Deputy Director, IIEP/UNESCO) and Jacob Bregman

(Lead Education Specialist, Africa Region, World Bank)

- Pai Obanya (Independent International Education Strategist, Nigeria) and Adekola Olatunde (Senior Education Specialist, World Bank)
- Yumiko Yokozeki (Senior Education Advisor, JICA Institute for International Cooperation), Masaaki Otsuka (JICA Kenya), and Takahiko Sugiyama (Team Leader, SMASSE Project, JICA Kenya)
- Elizabeth Leu (Senior Education Advisor, AED)

Discussion

Key issues and innovative approaches in implementing secondary education in OECD countries, Africa, Latin America and the Caribbean, and Asia will be discussed.

13:30–4:00

Coffee Break

4:00–5:30

Theme I:

Institutional Capacity, Resources, Management Challenges for Lower and Upper Secondary Education

Chair: Oey Meesook (Human Development Sector Director, Africa Region, World Bank)

A. Financing and Management Challenges

Mauritania Presentation: Nebghouha Mint Mohammed Vall (Directrice de la Planification et de la Coopération, Ministère de l'Éducation) Rwanda Presentation: Claudine Zaninka (Chef de Division, Observatoire de la pauvreté, MINECOFIN)

Presenter/Researcher:

- Keith Lewin (Director, Center for International Education, University of Sussex)

Panel Discussion: Penina Mlama (Executive Director, FAWE)

Garba Djibo (Secrétaire Général Adjoint, Association Nationale des Parents d'Élèves, Niger)

Abbey Loys Guillaume (Directeur, Secrétariat National de l'Enseignement Catholique, Rwanda)

Françoise Caillods (Deputy Director, IIEP/UNESCO)

Plenary Session

Critical to the effective implementation of secondary education are the institutional capacity to function efficiently and effectively at central, district and school levels, mobilize and allocate resources to address the goals of enhancing quality and efficiency. The issues will be explored in two consecutive sessions.

Tuesday 10 June

8:30–10:00

Theme I:

Institutional Capacity, Resources, Management Challenges for Lower and Upper Secondary Education

Chair: H.E. Ato Derege Terefe (Vice Minister, Federal Ministry of Education, Ethiopia)

B. Transition Processes: Redefining Roles and Responsibilities at the Secondary Level

Panel Discussion: Roseline Onyunka (Senior Deputy Director, Secondary Division, ME.S.T, Kenya), Hayley Barnes (Center for Evaluation and

Assessment, University of Pretoria), Berit Lodding, Amanda Barnes (SEIA Thematic Study Group), Marit Granheim (Senior Education Specialist, World Bank)

10:00–10:30

Coffee Break

10:30–10:50

Theme II:

What Kind of Secondary Education and for What?

Video Film

This short film entitled "What Kind of Secondary Education and for What?" will give the audience the opportunity to listen to the views of a wide cross-section of stakeholders on secondary education. These would include students, parents, teachers, Ministry of Education officials at central, regional and district levels, within urban/rural; privileged/disadvantaged and private/public, etc. settings.

10:50–12:30

Theme II:

What Kind of Secondary Education and for What?

Labor Market Demand and Supply, the Knowledge Economy and, Vocationalization

Chair: Pai Obanya (Independent International Education Strategist, Nigeria)

Panel Discussion: Anitha Soni (Managing Director, WorldSpace, Africa), Vivekanund Sewraj (Chief Technical Officer, Mauritius), Jacob Bregman (Lead Education Specialist, Africa Region, World Bank).

Respondants from Civil Society:

• 2 Students:

– Irene Nakalemre

– Joshua Bynbashaija

• 3 representative from Civil Society:

– Lordina Okello (Mekerere College School, Uganda)

– James Tweheyo (Uganda Teacher's Union)

– J.B. Mujumba (Chairperson Private schools, Uganda)

This session will explore the type of secondary education stakeholders expect: the knowledge, skills, attitudes and values to be inculcated at the secondary level in order to foster individual growth and to meet societal needs.

12:30–2:00

Lunch

2:00–3:30

"Market Place"

Country teams will share posters, videos and other materials, innovative approaches and experiences related to secondary education. Thematic study teams are expected to bring materials, exhibit findings, etc. related to their research as well.

3:30–5:00

Working Groups:

• Quality: Mamadou Ndoye/Hayley Barnes

• Access and Equity: Beverly Jones/Elizabeth Leu

• Capacity Enhancement: Jacob Bregman

- Resource Mobilization: Françoise Caillods/Keith Lewin

The working groups will review, reflect and share issues developed throughout the Conference.

Wednesday 11 June

| | |
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| 8:30–10:00 | <p>Theme III: Teacher Status: Recruitment, Retention and Remuneration</p> <p>Chair: Kalafunja Osaki (Associate Prof., University of Dar Es Salaam)</p> <p>Senegal Presentation: Léopold Faye (Directeur de l'Enseignement Moyen et Secondaire Général, MoE) Mauritius Presentation: Vivekanund Sewraj (Chief Technical Officer, MoE & Scientific Research)</p> <p>Panel Discussion: SEIA Thematic Study Team: David Chapman (Professor, University of Minnesota) and Aidan Mulkeen (Lecturer in Education, National University of Ireland); Léopold Sarr (PhD candidate, Cornell University); Keith Lewin (Director, Center for Int'l Education, University of Sussex); Juan Moreno (Senior Education Specialist, HDNED, World Bank).</p> <p>Plenary Session</p> <p><i>This session is the first of two devoted to teacher issues. It addresses the major concern of recruiting and retaining teaching staff, their status in the society, and the impact of remuneration on these issues.</i></p> |
| 10:00–10:30 | Coffee Break |
| 10:30–12:00 | Small Group Discussions |
| 12:00–1:30 | Lunch |
| 1:30–3:00 | <p>Theme IV: Teacher Development and Curriculum for Effective and Relevant Secondary Education</p> <p>Chair: Patrick Ramanantoanina (Education Specialist, World Bank)</p> <p>Burkina Faso Presentation: M. Bila Dipama (General Secretary, MESSRS) Nigeria Presentation: Pr. A.I. Odenigbo (Director, Planning, Research and Statistics Dept, MoE Enugu State) Presentation Madagascar: M. Louis Laj-Seng (Directeur Général de l'Education Fondamentale et de l'Enseignement secondaire, Ministère de l'Enseignement secondaire et de l'Education de base)</p> <p>Panel Discussion: Moses Muskanga (Statisticien, Provincial Education Office), Pai Obanya (Ind. Int'l Educ. Strategist, Nigeria), Hayley Barnes (Center for Evaluation and Assessment, University of Pretoria), Mamadou Ndoye (Executive Director, ADEA), Getahun Gebru (Senior Operations Officer, World Bank); François Robert (Service de la Coopération éducative française, Tunisia).</p> <p>Plenary Session</p> <p><i>An important consideration for all countries is the need to provide and promote continuous professional development of teaching staff in order to adequately prepare them to facilitate the skills, knowledge and attitudes required of secondary level students not only for the demands of the economy, but also for their own further education and development.</i></p> |
| 3:30–4:00 | Coffee Break |
| 4:00–6:00 | Working Group |

Thursday 12 June

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| 8:30–10:30 | <p>Theme V: Science, Mathematics, and ICT at the secondary level: What are the Trends and Challenges?</p> <p>Chair: Robert Tabarant (Cultural Adviser, French Embassy, Cameroon)</p> <p>Presenter/Researcher: SEIA Thematic Study Team: Leliveld Mariska, Ottevanger Wout (Free University of Amsterdam) and Andrew Clegg (Educational Consultant, Namibia)</p> <p>Panel Discussion: Daniel Kakinda (Ugandan Science Teacher), Papa Youga Dieng (Adviser MoE, Senegal), Bernard Njuguna (JICA, Kenya), Ernesto Cuadra (Senior Education Specialist, HDNED, World Bank), Jacob Bregman (Lead Education Specialist, Africa Region, World Bank)</p> <p>Plenary Session</p> <p><i>A sound knowledge of Science, Mathematics and ICT is considered essential for fostering economic and social development. This session examines the challenges in promoting education in these areas, and strategies for addressing these.</i></p> |
| 11:00–11:30 | Coffee Break |
| 11:30–13:00 | <p>Theme VI: Mainstreaming Life Skills, Civic Education and Health Issues into Secondary Education, with Special Emphasis on HIV/AIDS</p> <p>Chair: Claudine Bourrel (Senior Education Specialist, World Bank)</p> <p>Ghana Presentation: Elizabeth Sowah (Director, Secondary Education, Ghana Education Service)</p> <p>Presenter/Researcher: SEIA Thematic Study Team: Guro Nesbakken (Center for International Education, Oslo University) and Brenda Sonn (Teacher In-Service Project, University of Western Cape)</p> <p>Panel Discussion: Abbé Loys Guillaume (Directeur, Secrétariat National de l'Enseignement Catholique, Rwanda), Penina Mlama (Executive Director, FAWE), Pai Obanya (Ind. Int'l Educ. Strategist, Nigeria), Angela Arnott (Regional Education Policy Support Coordinator, SADC HRD)</p> <p>Plenary Session</p> |
| 13:00–14:00 | Lunch |
| 14:00 15:30 | Parallel Sessions |
| Session 1 | <p>Cross-Cutting Themes:</p> <p>Youth at Risk</p> <p>Panel Discussion</p> <p>Chair: Pai Obanya (Independent International Education Strategist, Nigeria). • Guinea Presentation: Dr. Aboubacar Sidiki Yattara (Coordonnateur National PEPT/MEPU-EC)</p> <p><i>This session will examine approaches to identifying youth at risk at the secondary level and approaches to effectively address their needs.</i></p> |
| Session 2 | <p>Local Capacity in Research and Planning for Secondary Education</p> <p>Panel Discussion</p> <p>Chair: Gaye Daffé (Scientific Coordinator, Centre de Recherches Economiques Appliquées) and Françoise Caillods (Deputy Director, IIEP)</p> |

Research and Planning tend to be neglected areas. This session will explore strategies for improving research and planning capacities, identifying and implementing critical areas for research, and utilizing the findings for enhancing secondary education.

Session 3

Gender in Secondary Education

Panel Discussion

Chair: Penina Mlama (Executive Director, FAWE)

• Irene Nakalembe (Student, Makerere College School, Uganda)

This session explores key issues in girl's secondary education

Session 4

Assessment and Examinations

Panel Discussion

Chair: Hayley Barnes (Center for Evaluation and Assessment, University of Pretoria)

Critical issues for enhancing assessment at the secondary level are explored. These include staff development, preparation and implementation of assessment tools, and the utilization of assessment findings to improve the sub-sector

Session 5

Secondary School Environment

Panel Discussion

Chair: Jacob Bregman (Lead Education Specialist, Africa Region, World Bank)

This session explores key issues related to school environment, including boarding school facilities, collèges de proximité and "Zones d'Education Prioritaire"

3:30–4:00

Coffee Break

4:00–5:00

Plenary Session

After 5:00

Working Groups

Working group presentations. Slides (3–5 per group) will be collected before the presentation on Friday.

Friday 13 June

8:30–10:00

Theme VII:

Developing Partnerships: The Role of the Private Sector in Secondary Education

Chair: Vivian Derryck (Senior Vice President and Director of Public Private Partnerships, AED)

Panel discussion

Chair: Louis Otieno (Country Manager for East Africa, Microsoft), Anitha Soni (Managing Director, WorldSpace Foundation, Africa)

This session explores the challenges, opportunities and mutual benefits involved in the process of developing and sustaining effective relationships between the private sector and the secondary education sub-sector

10:00–10:20

Coffee Break

Chair: M. Richard Rwagalla Akankwasa (Director of Education, Ministry of Education and Sports, Uganda)

10:20–10:30

Introduction of the closing session by the chairperson

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| 10:30–11:20 | Working group presentation (10 minutes each) – 4 groupes: Quality; Access and Equity; Capacity Enhancement; and Resource Mobilization |
| 11:20–11:50 | Main conclusions of the conference by rapporteurs: <ul style="list-style-type: none"> • Kalafunja Osaki (Associate Professor, University of Dar es Salaam), • Pai Obanya (Independent Intl Ed. Strategist, Nigeria) • Robert Tabarant (Representative of French Ministry of Education) |
| 11:50–12:15 | Next Steps and Follow up of the SEIA Initiative Activities: Jacob Bregman (Lead Education Specialist, Africa Region, World Bank) |
| 12:15–12:25 | Acknowledgements: Claudine Bourrel (Senior Education Specialist, World Bank Institute) |
| 12:25–12:30 | Presentation of Hon. Namirembe Bitamazire (Minister of State for Education, Uganda) by the chairperson |
| 12:30–1:00 | Closing Speech by Hon. Namirembe Bitamazire (Ministre d’Etat de l’Education, Uganda) |
| 1:00–3:00 | Lunch |

This session will focus on the outcomes of the conference: the summary of the major conclusions from the working groups, plenary sessions, and panel discussions

Please note that an evaluation form will be distributed at the beginning of the session

ANNEX 2: List of Participants

First Regional Conference on Secondary Education in Africa (SEIA) Kampala, Uganda, June 9 – 13, 2003

Countries

Benin

M. Charles Abiladé Bangbola; Directeur de l’Enseignement secondaire; Ministère des Enseignements primaire et secondaire

M. Honoré Dewanou; Directeur Adjoint Direction de la Programmation et de la Prospective, Ministère des Enseignements primaire et secondaire

M. Pierre Tabo; Secrétaire Général, Professeur de Lettres et Droit, Directeur de l’Etablissement Martin Luther King, Association des Etablissements d’Enseignement secondaire privés de l’Atlantique et du Litoral

Burkina Faso

M. Eloi Bambara; Directeur Général de l’Enseignement secondaire général; Ministère des Enseignements Secondaire, Supérieur et de la Recherche

M. Charles Abiladé Bangbola; Directeur de l’Enseignement secondaire; Ministère des Enseignements primaire et secondaire

M. Mamadou Barro; Syndicaliste; Synter (Syndicat National des Organisation: Travailleurs de l’Education et de la Recherche)

M. Bila Dipama; Secrétaire Général Ministère des Enseignements Secondaire, Supérieur et de la Recherche Scientifique (MESSRS)

M. Bantida Yonli; Directeur des Etudes et de la Planification, Ministère des Enseignements Secondaire, Supérieur et de la Recherche

M. Adolphe Mahamadi Zongo; Directeur Général du Budget, Ministère des Finances et du Budget

Ethiopia

Dr. Adhana Haile Adhana; Head, Bureau of Education, Tigray Regional State

Mr. Fanta Moges Behonegn; Deputy Head, Bureau of Education Amhara Regional State, Regional Education Bureau

Mr. Harun Husein; Head, Bureau of Education, Oromia Regional State

Dr. Zerihun Kebede; Head, Bureau of Education, Addis Ababa City Government

Mr. Dereje Terefe; Vice Minister of Education, Ministry of Education

Ghana

Rev. Dr. Emmanuel Adu Gyamfi; Private Schools Representative, City Secondary & Business College

Mr. Alfred Kofi Appiah; Program Manager, Ghana National Campaign Coalition

Mr. Paul Osei Mensah; Member, GES Council

Mrs. Elizabeth Sowah; Director, Secondary Education, Ghana Education Service

Mr. Seidu Viele; Secondary Education Division, Ghana Education Service

Guinea

M. Saikou Balde; Journaliste à la RTG, Ministère de la Communication

M. Bernard Haoumou; Directeur National de l'Enseignement Secondaire, MEPU-EC

Dr. Aboubacar Sidiki Yattara; Coordonnateur National, PEPT/MEPU-EC

M. Gerard Tonguino; Directeur, Complexe Scolaire Koumandian Keïta

Mr. Mohamed Youla; Directeur National Adjoint Budget, Ministère de l'Economie et des Finances

Kenya

Mr. Samuel K. Kibe; Education Consultant, JICA Kenya Office

Mr. Lawrence K. Majali; Deputy Secretary General, KNUT Nairobi

Mr. Gabriel Muita; Director Kenya Institute of Education, Kenya Institute of Education

Pr. Karega Mutahi; Permanent Secretary, Ministry of Education, Science and Technology

Mrs. Santina Muthoni Mwangi; Senior Principal Finance Officer, Ministry of Education, Science and Technology

Mr. Bernard M. Njuguna; Coordinator, SMASSE-Kenya and SMASSE WECSA (Western, Easter, Central and South African Association)

Mrs. Roseline A. Onyunka; Senior Deputy Director (Secondary Division), Ministry of Education, Science and Technology

Madagascar

M. Tsikel Iankina Ernest; Directeur General de la Formation Technique et Professionnelle, Ministère de l'Enseignement Secondaire et de l'Education de Base

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Notes

Introduction

1. In 2002 the Africa Human Development Department started the regional study "Secondary Education in Africa (SEIA)" (see <http://www.worldbank.org/afr/seia/index.htm>). This is a multi-year study (2002–2005) undertaken with Sub-Saharan African countries and with participation of public and private African educators and stakeholders. SEIA study outcomes were presented at the "First Regional Conference for Secondary Education in Africa", in Uganda, 9–13 June 2003. Two additional regional SEIA Conferences are planned (in June 2004 and June 2005).

2. Fouché, Ben. 1998. "Towards the Development of an Equitable African Information Society." *African Development Review* 10 (June/July): 134–149.

3. UNAIDS. 2000. *HIV/AIDS and the Education Sector*. Program Coordinating Board; 11 April 2000, Geneva.

4. Lewin, Keith and Françoise Caillods. 2001. *Financing Secondary Education in Developing Countries: Strategies for Sustainable Growth*. UNESCO/IIEP, Paris.

5. The SSA Youth dependency ratio is determined by the high proportion of people under 20 years of age (in many SSA countries around 40–50%).

6. ADEA was represented by Mamadou Ndoye, Executive Director, ADEA. AED was represented by Vivian Lowery Derryck (Senior Vice President and Director of Public–Private Partnerships), Beverly Jones (Senior Vice President and Director of the Global Learning Group), Elizabeth Leu (Senior Education Adviser), Paula Gubbins (Senior Program Officer), and Lenor Ancilla Armstrong (Senior Consultant).

7. The final SEIA statements are also discussed in these proceedings. English and French documents with the statements are available at <http://www.worldbank.org/afr/seia/index.htm>

Executive Summary

8. See <http://www.worldbank.org/afr/seia/>

9. The thematic studies to be undertaken are: Access, financing and equity; Transition processes; Governance, management, and accountability; Secondary school teachers and principals; Relevance and

quality of curricula learning and assessment; Health and social issues at the secondary level; Secondary science, mathematics and ICT, and Gender.

Chapter 1

10. ADEA was represented by Mamadou Ndoye, Executive Director, ADEA. AED were represented by Vivian Derryck (Senior Vice-President and Director of Public-Private Partnerships), Beverly Jones (Senior Vice-President and Director), Elizabeth Leu (Senior Education Adviser), Beverley Jones Senior Educator), Paula Gubbins (Senior Program Officer), and Ancilla Armstrong (Senior Consultant AED).

11. Seven thematic studies were originally proposed under the SEIA multi-year study, of which five are under contract. An eighth thematic study (Gender Equity in SEIA) was proposed during the conference.

12. See the SEIA website for Pai Obanya's speech "Key issues arising from secondary education reform in Africa over the past decade." See also the SEIN study report, by Pai Obanya, Jacob Bregman, Cathal Higgins, and Karen Bryner, AFTHD, World Bank, 2003.

Chapter 2

13. Keith M Lewin, "Investigating the Missing Link – The Case for Expanded Secondary Schooling in Sub Saharan Africa"; thematic SEIA study, in preparation.

14. *Beyond Basic Education: Secondary Education in the Developing World*, a series of essays to be published by the Academy for Educational Development and the World Bank Institute.

Chapter 3

15. The SEIA literature review study on secondary education reform trends in the OECD and Africa was contracted out to the IIEP in Paris and the University of Pretoria (Faculty of Education, Jonathan Jansen). The IIEP presented its final draft at the conference. Jacob Bregman presented the SEIA team's summary paper on secondary education reform trends in Africa and the OECD. Both papers will be printed this year and are already available on the SEIA website at <http://www.worldbank.org/afr/seia/>

16. AED and WBI, op. cit.

17. SEIA core team: Jacob Bregman, Marit Granheim, Steffi Stallmeister and Nellie Sew Kwan Kan "Secondary education reform trends in OECD countries and possible best practices for Sub-Saharan African countries." In preparation, Africa Region Human Development (AFTH3), World Bank.

Chapter 4

18. SEIA thematic study on: "The link between health, social issues and secondary education: life skills, health and civic education"; Norwegian HESI team, 2003, discussion draft.

19. SEIA thematic study on: "*How can transition processes and mechanisms be made more equitable and efficient at secondary level?*"; Norwegian TRANSE team, 2003, discussion draft.

Chapter 5

20. SEIA thematic study "Science, mathematics and ICT teaching and learning in Secondary Education In Africa", Free University of Amsterdam (Wout Ottevanger coordinator), draft report presented, 2003.

Chapter 8

21. The "Secondary Education In Africa (SEIA)" concept paper cites 4 critical reasons for the study: (1) African economic development and growth requires high quality and a critical mass of graduates at secondary education (SE) level; (2) SE can help fostering positive social and civic values, help to prevent conflicts, and pro-actively target "Youth-at-Risk"; (3) SE yields considerable private returns; and (4) as a result of the drive for "Education For All (EFA)" primary graduate numbers and quality are significantly increasing, creating growing demand from civil society for transition to and graduation at secondary level.