



EFA > PAVING THE WAY FOR ACTION

Education For All
in Africa

EXECUTIVE SUMMARY

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Five years have passed by since the World Education Forum in Dakar in April 2000 during which the international community committed itself to six major goals of Education For All by the year 2015. Drawing lessons from the limited progress made since the former conference in JomTien ten years earlier, **the Dakar Forum put forward a new deal for solidarity and responsibility at global level**: those countries having made «serious commitments» and presenting a «credible plan» for achieving the goals of Education for All would benefit from the financial partners' support for the share of funding lacking at national level.

This strong commitment was reinforced when two of the goals (**gender parity in access to education** - by 2005 for primary and secondary cycle and by 2015 for all levels of education, and **universal primary enrolment by 2015**) were included in the millennium goals adopted at the United Nations Conference in New York in September 2000.

Did Dakar really change the deal compared to JomTien? The five-year anniversary of the Dakar forum and of the millennium declaration is undoubtedly the first milestone providing sufficient hindsight to take stock of the situation.

Has education maintained its position on the international agenda? Have the arguments and conviction around the goals of Education For All been changed or reinforced? Does the latest available data enable to measure progress made on the African continent? What is the situation as far as reaching the Millennium goal of universal primary enrolment? What policy choices have been made? Where has progress been made and where do the weaknesses lie? Is there some room for manoeuvre? Which directions should be taken for improving efficiency and developing solidarity?

The aim of the present regional report¹ produced by the UNESCO-BREDA education sector analysis team (Pôle de Dakar) is to address the above series of questions in the form of «**benchmarks for paving the way for action**». Empirical analysis is based upon a wide range of sources: national administrative and educational data collected by the UNESCO Institute for Statistics, household surveys conducted by the different countries with the support of UNICEF, various surveys on school achievements (quality of education), United Nations demographic data, and recent research work on educational economics, etc.

Thus, although the report is designed first and foremost for education executives and decision-makers in African countries, endeavouring to equip them with **information, methodological tools and analysis to assist in decision-making in education**, it is also appropriate for :

- educational advisors in bi- and multilateral development agencies, at head office level and in the field, as it provides comparative study which is sometimes lacking at national level,
- NGOs and other private sector organisations developing their own analysis, and finally
- any reader interested in the issue of education in Africa, investigating for better choices on goals, systems and resources.

The document is punctuated by three types of «benchmarks»:

Benchmarks as to the expected benefits of education: the eminent position of goals for education in the policy commitments of African countries as with the international community cannot be taken for granted once and for all. In order to maintain such a high degree of mobilization, it is useful to reiterate why this choice is justified, and more precisely why the goals of Education For All are crucial in the poorest countries. Today, there are more numerous and more precise arguments which make **education the basis for economic and social development in Africa**.

Benchmarks on the dynamics of enrolment: once the foundation stone has been re-laid, one should observe to what extent, in the full sense of the term, the importance given to education results in harmonious and sustained development of the education system. An **inventory of enrolments in Africa with apparent trends** has been drawn up for this purpose, using the most recent available figures², in particularly with regard to achieving Universal Primary

¹ This report has been prepared as a reference document for the «Dakar + 5 African Forum» organised by UNESCO Regional Office for Education in Africa (BREDA) from June 13th to 15th 2005. Electronic versions of this report and of the executive summary can be downloaded from the BREDA's Website (www.dakar.unesco.org) and from the Pôle de Dakar's Website (www.poledakar.org).

² These figures are supplied by the UNESCO Institute for Statistics for 2002/03 in general, or in some cases are calculated from national school data from 2003/04 -in which case they are combined with the United Nations population projections for calculation of the main education indicators-, essentially for West Africa, where the Pôle de Dakar is active on a regular basis.

³ Berthélémy et Arestoff, (2002), Psacharopoulos et Patrinos, (2002), entre autres.

Enrolment(UPE) by the year 2015.

Finally, benchmarks pertaining to room for manoeuvre as far as policies are concerned: as current levels and trends will not suffice to achieve Universal Primary Enrolment, the key factors of success for the massive and, at the same time, harmonious development of education systems must be identified, that is to say the options and priorities for African public policies in terms of education.

The present executive summary roughly outlines the content of these «benchmarks».

1. Education, the basis for economic and social development in Africa

The right to Education For All is a universally established right. However, along with other rights, it is difficult to put into practice in a situation of constrained resources, particularly in African countries, where there is strong competition for access to public resources, and often difficult budget trade-off between the different sectors. Consequently, in order to bear some weight in the policy decision on allocation of public resources, it is important to provide an objective justification of the primacy claimed for education, along with the level of priorities within the educational sub-sectors.

For that purpose, some new theoretical elements, as well as recent empirical analysis, suggest that the transmission channels of investment in education on growth should be revisited and the impact of education on human development documented. These arguments reinforce the justification for public financing of education but at the same time lead to the necessity of improved targeting of the investment.

This can be demonstrated in two stages.

From an economic point of view, as shown in recent research³, education comes out as a condition for economic take-off, subject to reaching a «critical threshold» of educated population. This requirement therefore calls for ambitious educational policies, in order to enable the scale change necessary in the development of education systems, which has so far been too progressive.

Beyond that, the way in which education is shared out within the population plays an important part; thus, it is not enough that, on average, the level of education of the population significantly increases, but equity in the distribution of education between individuals is necessary to multiply the expected beneficial effects. However, at the present time, the results are not surprising: there continue to be strong disparities in access to the education system, which increase along with the different levels of education. At the same time, there is a strong concentration of public resources for education benefiting a minority, mainly coming from the wealthiest groups of the population.

The critical threshold and equity arguments leave no doubt as to the justification for public investment in **primary education**. Moreover, the relationship is not linear between the degree of coverage and economic and social benefits: **some of these benefits are linked to actual universalization of primary school completion** for each new generation of children.

Justifications for the **extension of lower secondary education** are basically the same as for primary education. Recognition by many countries of basic education combining these two levels is good intuition. But the existence of positive effects (on stock and equity) of the universalization of lower secondary education is accompanied by a preference for achieving the objectives on both levels in phases. In other words, refusing access to primary school to part of the school-age population with the excuse that educational continuity is not guaranteed for that generation up to the end of the lower secondary level is counter-productive: it makes economic sense, in addition to being justified in terms of rights, to admit that a large proportion of primary school leavers will not have access to lower secondary education in the transition period.

At higher or terminal levels of education, educational investment in relation to growth is justified with more direct reference to the number and distribution of jobs. In other terms, jobs are the basis to justify education offer at the higher of terminal levels of education, but education offer by itself does not create jobs. As a consequence, **the system must pro-**

vide education corresponding to the needs of the economic sphere. Structural conformity (in numbers and levels) between education system leavers and job structure is important. Even if the education system has to anticipate needs which may not exist when students embark on one course of study or another, it is generally observed that there are **many more leaving higher education** (and especially university) **than jobs available**. This trend, when it is the result of heavy public financing at this level, is difficult to justify compared to investments in other levels of education, not to mention investments in other sectors.

Finally, the **quality** of education must be taken into account when considering beneficial effects on growth. Indeed, an individual's economic role is not directly related to the number of years of study or the type of degree but rather to knowledge or know-how actually gained at school and put to use at work. Now in Africa, standardized international tests on pupil learning indicate a general weakness, and a wide variety, both between countries and pupils of the same country. A specific policy for improving quality and reducing quality disparities can have positive effects on the volume and composition of educational capital, and eventually on growth.

From the point of view of human development, the role of education is also reaffirmed on several levels. Complete primary education is a prerequisite for sustainable literacy of future adults with six years of schooling proving to be the strict minimum to avoid forgetting one's knowledge in terms of reading and writing. Such basic education not only prevents the risks of poverty now, but from one generation to the next. It also has a positive impact on changing behaviour, particularly in women, in terms of reproductive, maternal, child health and the fight against HIV-AIDS.

It is pertinent to detail the arguments relating to human development and to economic development, according to the different levels of education. Once again, there are specific outcomes at each level, especially for **primary education**, if completed, with impacts on numerous **basic social objectives**. This, in the broader perspective of the Millennium Development Goals, gives special status to the two goals of education: they not only represent rights and well-being, but enable achievement of the other Millennium Goals.

A large amount of data is now available from surveys. What is most striking is the mutual reinforcement of **immediate benefits** from educational investment on human development (short term impact of primary schooling on health and social condition and on the reduction of vulnerability to life hazards) and **long-term benefits**, covering a lifetime (gain in economic independence) or between generations (observation of a «ratchet effect» of literacy and of its positive effects from one generation to another).

All these positive side effects from basic education **legitimize massive government investment for the development of primary education**, and as far as the financial and physical extension makes it possible, **lower secondary education**. On the other hand, in a constrained budget framework, a public policy for the **development of higher and terminal levels** (higher and vocational education) must first **examine the issue of the adaptation of needs to the economy**; otherwise, public investment may prove to be inefficient and/or contrary to the reduction of inequalities.

⁴ The pseudo dropout rate is the difference between the access rate to first year and access rate to last year of lower secondary education.

2. Current situation and dynamics of education systems

2.1. Enrolment dynamics vary according to education levels

Progress at primary school level is far from decisive:

In 1990, still almost a quarter of African children did not even have access to the first year of primary school. The latest available figures comparatively (2002/03) show that **less than 10% are now excluded from the system.** The African countries have thus proven that the educational offer could catch up with high-pressure demography.

However, the millennium goal, in line with the empirical data on the benefits of education, is that of complete primary education for all; from this point of view, the results show many more nuances. In 1990, less than half a generation of children (49 %) benefited from schooling through to the last year of primary education. In 2002/03, the proportion had only progressed by 10 points (59 %). **4 out of 10 children still did not complete primary school in 2002/03.** This shows once again that, even if the goal of universal primary enrolment demands an improvement in access to the first grade in some countries, **principal efforts should be directed to reducing the number of dropouts per level.**

It should be noted that these averages conceal great disparities. Disparities between boys and girls are being evened out only too progressively : **for 100 boys who complete primary education, only 87 girls are in the same situation** out of the 42 countries studied: although data is not yet available for 2005, it is very likely that the parity goal will not be reached on time.

However, it appears from analysis that **geographical disparities** (rural areas/urban areas) **or economic disparities** (low income households/wealthy households) are **more significant** than the differences between girls and boys, and take longer to even out.

From the **quality** point of view, the problem is the shortage of comparative data over time. However, the report provides, on the basis of school achievement evaluation programmes for existing pupils and of household surveys, some information which indicates **very significant disparities in country performance, between the different countries and within each country.**

Other sub sectors and levels of education: a very high progression in enrolments

Currently, **46% of one age group are registered in the first year of lower secondary school** (compared to 28% in 1990), **39%** (compared to 21% in 1990) **in the last year. Lower secondary education, whether measured on entering or on leaving, has gained 18 points in percentage over the period, i.e. practically double that registered for primary completion.**

Survival in the system is quite good overall in both the first four years and the last three years of secondary education. The pseudo dropout rate⁴ in lower secondary education is set at 15%. At higher secondary level, with the current enrolment conditions, 22% of one age group reach the first year of higher secondary education and 18% the last year, i.e. a pseudo dropout rate of 4%.

The proportion of students in technical or vocational education at secondary school level has not really varied since 1990 (14% in 2002 compared to 13% in 1990). This means that the progression in technical/vocational enrolments has followed that of general education.

However, the prize for progression in enrolments, proportionally, goes to higher education. The number of students per 100 000 inhabitants increased from 232 to 449 between 1990 and 2002/03.

Unsatisfactory trade-offs at primary level and deterioration in the global efficiency of the systems between 1990 and 2002/03:

Secondary (lower and higher levels) and higher education enrolments have progressed proportionally more than primary enrolments over the period 1990-2002/03. This result challenges the widespread opinion whereby putting the accent on primary school education has been detrimental to post-primary education.

This is one of the surprises that came out of the analysis, which questions the reality of policy priority given to primary education, and puts into perspective the requests that more interest be given «at last» to post-primary education. But it is less surprising when one considers the strong pressure for educational continuity from the majority already benefiting from schooling, compared to the low pressure from those not in the school system, and who belong to the poorest segments of the population. To this must be added, in terms of political economics, the weakness of mechanisms regulating pupil flow between the different levels of the education system, which only became evident with the general expansion in access.

Consequently, it is of interest to examine the determining factors and the consequences of such an evolution:

Everything leads us to believe that **in 1990/91 the education systems regulated entrance to the different educational levels.** This led to admitting fewer children, in proportion to the population, into the first year of primary education, and to a selection between the different levels (thus, only 58% of primary school leavers had access to the first year of secondary education in 1990 compared to almost 80% in 2002/03). However, this disadvantage came along with the advantage of giving those pupils who entered a given level of education a reasonable chance of completion. This apparently more Malthusian regulation is in fact more efficient if one considers that what is important is not to start a level but to complete it. This choice may have been made due to constraints as to secondary school capacity and/or for reasons of educational quality.

On the other hand, the situation **in 2002/03 shows that during the intervening period, the «gates», were opened for first access to primary and secondary school.** Thus, the transition rate from primary to lower secondary education gained over 20 points. This has of course had positive effects on equal access to basic education, but the final picture is much more ambiguous, due to a whole series of reasons. First is the persistence over the period of a very bad survival rate in primary education, and as a consequence of an increased waste on resources, commensurate to the considerable extension in numbers. Second, is a frequent situation of overcrowding in the secondary cycles and in upper education, with «uncontrolled» adjustment through lower unit costs, and deterioration in teaching conditions in higher education. Third is an increase in the number of school leavers at the terminal levels of education out of proportion with the evolution of job opportunities at the corresponding levels.

Some national results are more positive: thus, many countries that have reached universal primary education have resolutely set out on, and rightly so, an accelerated expansion of lower secondary education. However, the continental trend is cause for concern, **while achieving the goal of universal primary enrolment by the year 2015 demands in most cases acceleration and better targeting (improved survival) of the priority granted to primary education, efforts have been scattered over the educational pyramid resulting in lower overall efficiency.**

⁵ These 34 countries are from the 53 taken into consideration in the report, minus (i) 10 countries having achieved UPE in 2002/03 (primary completion rate 90 % or above), and (ii) 9 countries for which data was not available or inadequate for performing the analysis

⁶ The quality of education itself if measured by the IAQE or IAQE+ composite indicator, calculated for 36 countries from the MLA learning studies (Monitoring Learning Achievement, implemented by UNESCO/UNICEF), PASEC (Programme d'Analyse des Systèmes Educatifs de la CONFEMEN), SACMEQ (Southern African Consortium for Monitoring Educational Quality, which works in partnership with IIEP) and UNICEF MICS (Multiple Indicators Cluster Survey) household surveys.

2.2. What is the probability of achieving universal primary education (UPE) in African countries by 2015?

For countries not yet having achieved UPE, the report sets out to forecast enrolment dynamics on the basis of the current structural conditions of the systems (in terms of access, survival and completion of primary education). This enables **enables the classification of 34 African countries not having yet achieved UPE⁵ as to their chances of achieving the MDG: along this method, 31 of those countries will not achieve UPE, 25 of these 31 staying below the 75 % completion rate mark.** These results are worrying insofar as they leave these same countries under the decisive threshold from which economic and social benefits can be fully appreciated, which also translates into lower effectiveness of public expenditure on education.

2.3. New analytical tools

Although the report naturally presents a comparative picture of education systems, it also aims to provide a reading of the situation per country, with a two page visual «country sheet» (cf. example in appendix 1).

For a general understanding of each national situation, an index, known as the African **Education for all + (EFA+)** index, has been developed, from the four most easily quantifiable and comparable dimensions of the Dakar goals (literacy, complete primary education, parity, quality⁶), which can thus be illustrated by a quadrilateral (the more the quadrilateral is filled in, the nearer the country is to reaching the goals of EFA).

Country sheets also present the evolution between 1990/91 and the most recent available year of the «**educational pyramid**», a graphic representation of the status of enrolments at each level and of transitions between levels, designed to visualize a **synthesis of sector development over the period**.

3. Achieving results : options and priorities for public policies

As the inventory and trends show a **definite risk of not reaching the Millennium Development Goal**, at least by the deadline for quite a number of countries, conditions for accelerated progress must be examined. Given that the lever of any education system is the national policy, and that the latter has to operate in a constrained budget framework, this calls for a comparative analysis of choices made in each case, in order to identify, in line with the objectives, the room to manoeuvre and the different options available.

In a way, it can be noted that the «uncontrolled» share is too large compared to the «controlled» share in the development process of education systems. Indeed, **it seems that the systems have adjusted themselves rather than being subjected to strong government action. This resulted in negative consequences in terms of social costs and overall effectiveness of the systems**. It is necessary to point out the need for, and the possibility of, designing new levers for public policies better oriented towards collective interest and sustainable development.

Developing education systems requires three types of effort: sufficient mobilization of public resources for the education sector, sound choice of the main parameters of educational policy, and efficient educational management and administration.

3.1. Mobilizing sufficient public resources for the education sector

Mobilization of public resources for education is firstly linked to the State's capacity for mobilizing its own resources (fiscal pressure), which in the short term is relatively exogenous for educational policy, as it is closely connected to the level of the country's economic development. However it also depends largely on the priority granted to education in budget trade-offs between different sectors. Now the options selected in this respect were still very different in 2003, varying between less than 5% and more than 30%!

3.2. Making decisive choices on the major parameters of educational policy

Room for manoeuvre within the major policy trade-offs

Significant variability can be noted in policy choices in terms of intra-sector allocation and use of resources, giving an indication of the room for manoeuvre existing in some countries:

- (i) **Intra-sector trade-off**. Distribution of the budget for education amongst the different levels significantly varies from one country to another: ranging from 23% to 62% for the share allocated to primary education (adjusted to six years), from 11% to 52% for the share allocated to secondary education (seven years) and from 8% to 49% for the share allocated to higher education.

- (ii) **Quantity-expenditure per pupil trade-off.** A low unit cost per pupil gives priority to the quantity of enrolments whereas a high unit cost gives priority to the (supposed) quality of education ; this fluctuates between less than 7% and over 29% of the GDP for primary education, between 14% and 63% for secondary education and between 50% and almost 800% for higher education.
- (iii) **Trade-off within unit expenditure.** The distribution of the unit cost per pupil amongst the different types of expenditure may express priority: 1/ to the average teacher salary (varying from under 2 to 8 times the GDP per capita for the 33 countries studied), 2/ to the reduction in class sizes (from 15 to 70 pupils per teacher) or 3/ to other measures covering an objective of quality (expenditure other than teacher salaries spread across 4% and 45% of total current expenditure).

The heterogeneous nature of these policy options, and the success of some of them, prompts each country to act where possible in order to build those educational policies which will enable achievement of the main objectives.

Room for manoeuvre in the management of pupil flow

Management of pupil flow in the education system overall, which determines in fine budget allocations between different education levels and the expenditure per pupil (quality), requires regulation as follows:

- (i) **Regulation within education levels:** survival must be improved, firstly by **fighting against the rate of repetitions which is too high**; individual and global studies show that these are ineffective, responsible for **triggering off dropouts** and waste an important share of national resources; some steps such as the introduction of sub-levels within which it is impossible to repeat, have been successfully tried out.
- (ii) **Regulation between education levels:** regulation must be organized policy-wise, technically, and budget-wise, to better adapt the structure of the education system to 1/ post-primary capacity, to avoid penalizing quality and 2/ the needs of society and the economy. This measure must certainly be backed up by other measures centred on school leavers.

Once the thought process is underway and choices made, it is the management of the system by the decentralized structures which is at stake, to ensure optimal utilization of resources, in accordance with the double requirement of equity and quality of education.

3.3. Improving educational management and administration

Allocation of resources to the schools

Equity requires the **allocation of means** (teachers in the first place) to the schools which address the needs (mainly defined by the number of enrolments). This supposes that one has recourse to an efficient information system, coupled with strategic tools such as school mapping. In the meantime, in case of continuing scarcity of means, different experiments in terms of **class organization patterns** (multigrade, alternated recruitment, etc.) provide, according to the geographical location of the school (urban/rural area), palliative solutions already successfully applied in many countries. It also seems a good idea to reinforce policies of compensation for local context difficulties by allocating additional resources.

Transforming resources into results at school level

Once resources have been allocated from central level to the schools, the question of distribution and utilization of these resources is decisive in obtaining tangible results. **These results**

must be explicitly set out on order to become the priority for action and vigilance by local stakeholders (inspectors, directors, teachers, school community).

The common objectives of these stakeholders are to arrive at the best possible results in terms of:

- **Learning** ;
- **Pupil survival** throughout the educational level with minimum repetition;
- **Attraction** (the capacity of the school to attract the child population in its catchment area).

These results call for some autonomy in decision-making by the schools. For example, the objectives of **survival and «attraction»** will be served by an **adaptation of the local offer** according to the specific characteristics of the demand (the most common example being the adaptation to the agricultural calendar in rural areas), or by measures to **stimulate demand**, whose impact is increasingly well known (like school feeding programs).

On the **results in terms of learning**, there are many **different types of school organization**, educational **input combinations and teaching practice which make significant difference in the process of pupil learning**. It is important to dispose of objective **means of evaluation** of the organizational factors, the material factors and teacher practice which together will enable the children to learn.

Indeed, the socioeconomic and local contexts, as well as the individual characteristics of the pupil, have an influence on results. But there exists an African specificity, brought to light by empirical studies, which shows that the share of enrolment conditions is particularly high compared to external factors; this opens the way for **an effective active policy for overcoming social and economic inequalities**. It was seen above that it was appropriate to try and compensate for inequalities by granting additional resources in difficult areas. But, in this case, it is also possible to adjust those factors of school organization which have the greatest proven impact on learning, e.g. actual teaching time (poorly monitored to date), teacher motivation or teaching techniques used in the classroom.

In general, a **weakness** can be noted **in result-oriented management at local level**. Although in most countries, a mechanism of this type still remains to be defined, inspiration could be taken from some interesting innovations, based on the **definition of roles and giving a sense of responsibility to all stakeholders**, teachers and inspectors, but also parents or local communities (those stakeholders most concerned by the child's learning), together with a greatly reinforced system for evaluating the different schools' results (survival, exam results). It is only by such a change in practice and moreover in culture that the quantitative leap aimed at will be made possible, without deteriorating equal chances at school and without damaging the quality of education delivered.

These main policy levers are summarized in appendix 2.

Conclusion : general implementation of an educational pact

Identifying more effective policies is not enough

The first idea, of a more institutional and political nature, is to go further than the «amazement» of the specialist. Indeed, technologies» for achieving the goals of Education For All by 2015 do exist: **The levels of internal and external financing and the main parameters of educational policy in line with achieving these aims are not only known, but are a reality for a certain number of African countries** who have moved on from an «off-track» status to an «on-track» status since the initial assessment in 2000.

How then can the conditions for encouraging the adoption, financing and implementation for reworked educational policies be found for the majority of African countries?

Translating an education pact into policy

The issue of political conveyance of the goals of Education For All must be addressed. Responsibility for this is situated at the highest national political level. It is now time to move on from a commitment or a sector priority to a true social pact for education at national level. The objective of this pact would be the **positioning of the goals of Education For All as constituent to education as public property and to general interest.**

The idea is on the one hand to sanctuarize the goals as long as they are not reached, and on the other hand to apply to them those principles associated with the production of public property, with universal and free access as top priority. The advantage of such a pact agreed upstream is **to set one of the parameters for sector negotiation** and to allow the system adjust itself to an objective which is accepted by all and that must subsequently be served by the allocation and utilization of resources.

Thus, **several major principles for the definition of education sector strategies** result from the educational pact. Firstly, the **goal of universal primary education must be protected. Then, the first level of secondary education must be extended as far as possible** depending on the capacity of physical and financial extension, **and at the same time the other education levels developed according to social needs and economic demands.**

Solidarity and responsibilities from national to international level

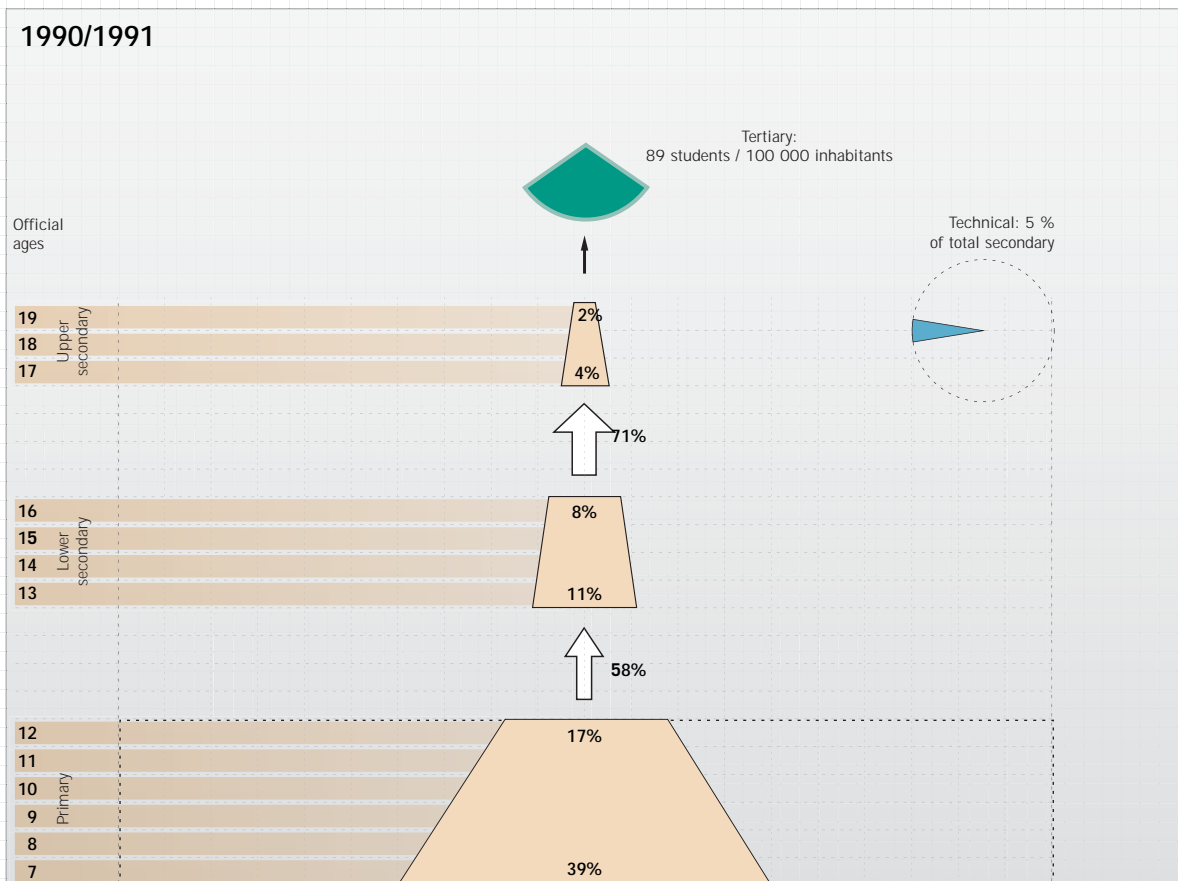
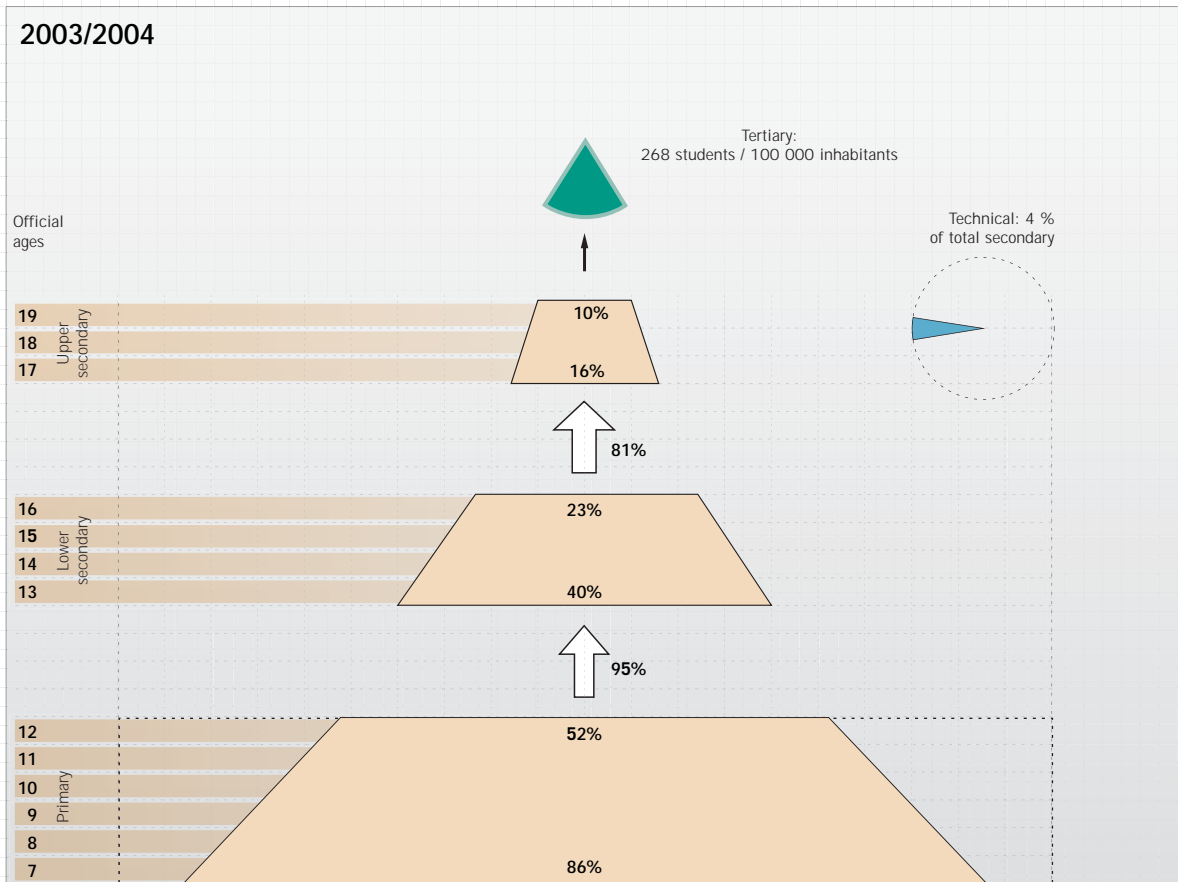
But the interest of the **educational pact** is not restricted to the principles for the **definition** of strategies, it can also facilitate the **implementation** of these policies nationally and internationally.

At national level, the social educational pact legitimizes the citizen and the user in exercising **control over the basic education service.** The citizen, through his control on government policy, can ensure a control on the system upstream, and the user, at local level, can ensure a more day to day control, the latter level being more adapted to the involvement of the under-privileged segments of the population in access to this control, and who are the most directly concerned.

At international level, the educational pact becomes global on the basis of a clear **contract** in the spirit of the Dakar declaration on financing credible policies, in order to increase and make more effective the indispensable share coming from external aid to reach the goals of Education For All.

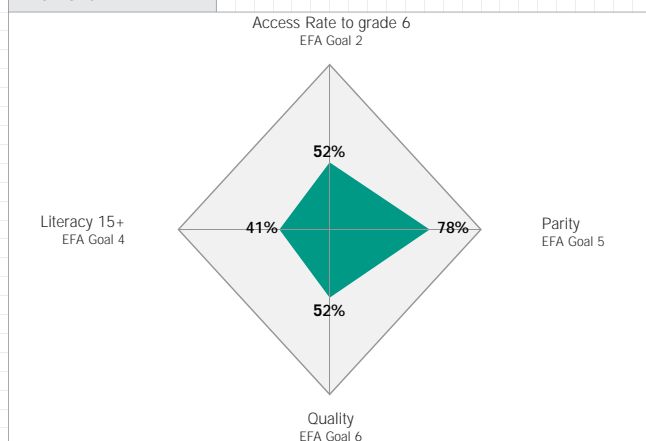


Guinea | EDUCATIONAL PYRAMID



EFA african development index 35.2
 EFA african development index+ 35.9

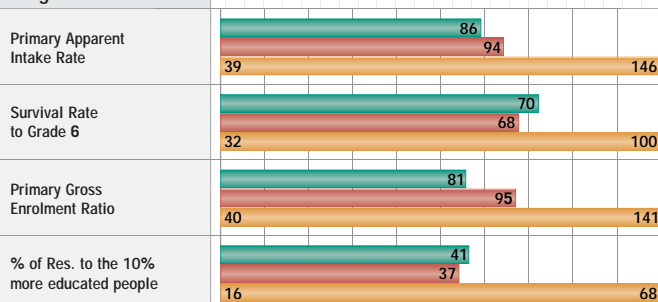
Diamond EFA



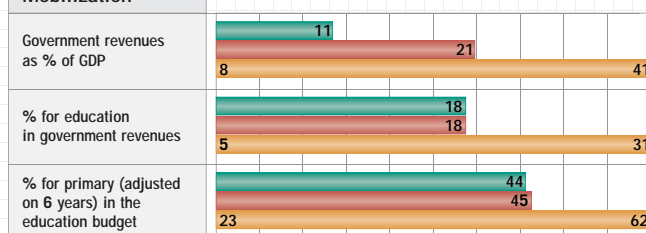
Population and Macro-Economics context (2002)

GDP per capita	384
Total Population (000)	8 359
% of school age population	15.8
Adult (15-49) living with HIV/AIDS	3.2%

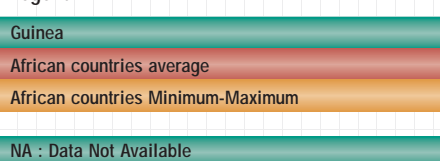
Diagnosis



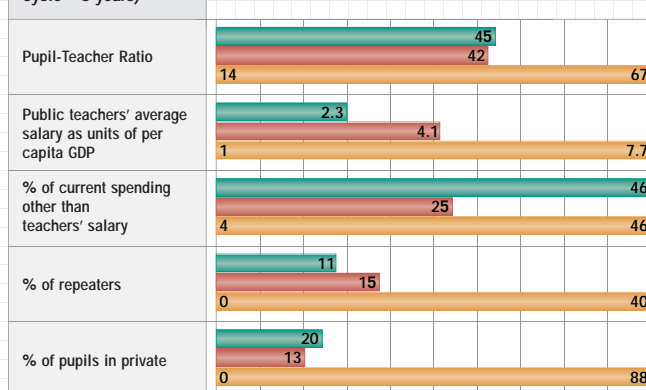
Domestic Resource Mobilization



Legend



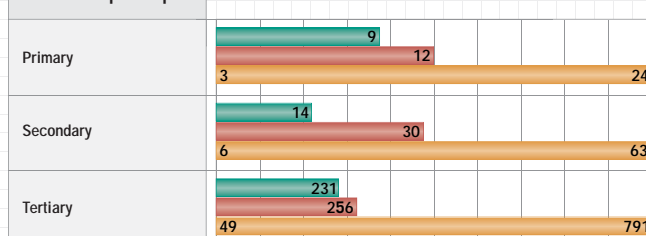
Primary Education Pattern (duration of the cycle = 6 years)



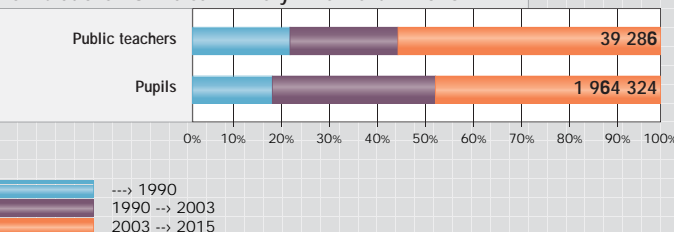
Primary schooling profile



Current unit cost as % of GDP per capita



Simulations : Universal Primary Enrolment in 2015



Appendix 2: Matrix of main policy levers

Policy levers: level/parameters	The principles of education policy	The possible options depending on the situation in the country
ROOM FOR MANOEUVRE in the KEY TRADE-OFFS of EDUCATION POLICY		
Inter-sector trade-off Parameters (i) the share of overall current education expenditure in the domestic government revenues	Mobilise national resources for education as agreed during international conferences (Education for all and the Millennium Development Goals)	<ul style="list-style-type: none"> - For countries that do not reach the threshold of 20%: increase the share of the budget allocated to education - For countries that exceed the threshold of 20%: maintain the share of the budget according to the aims of the education policies, and particularly for the post-primary sector
Intra-sector trade-off Parameters (i) the share of the overall current public education expenditure allocated to primary education (ii) the share of the overall current public education expenditure allocated to secondary education (iii) the share of the overall current public education expenditure allocated to higher education (iv) etc...	Protect the primary cycle until Universal Primary Education is attained in order to establish a sound minimum educational level throughout the nation	For countries furthest from UPE and with low budgetary priority for primary education <ul style="list-style-type: none"> - Option 1: increase the budget share for primary education by reducing the share for secondary education when this is greater than the mid-point observed in the African countries - Option 2: increase the budget share for primary education by reducing the share for higher education when this is greater than the mid-point observed in the African countries - Option 3: option1 + option2 when the shares of secondary and higher education are higher than the mid-points observed in the African countries
Quantity-unit cost trade-off (for the primary cycle) Paramètres (i) the overall public current expenditure for primary education as % of GDP (ii) the current expenditure per pupil (unit cost)	Allow quantitative development without reducing the quality	For countries furthest from the Universal Primary Education <ul style="list-style-type: none"> - Option 1: increase the volume of resources for the primary cycle in the countries where the % of GDP allocated to overall expenditure in the primary cycle is less than the mid-point in the African countries - Option 2: reduce the unit cost in the countries where the unit cost of primary education is higher than the mid-point in the African countries - Option 3: option 1 + option 2
Trade-offs within unit cost Parameters (i) the number of teachers regarded with the pupil-teacher ratio (ii) the average teacher salary in units of GDP per capita (iii) the current expenditure excluding teachers' expenditure in % of total current expenditure	Allow quantitative development of primary education without reducing the quality	For countries furthest from the Universal Primary Education with a high unit cost <ul style="list-style-type: none"> - Option 1: increase the average size of the classes if this is lower than the average value observed in Africa - Option 2: reduce the average salary of the teachers by recruiting lower paid teachers if the average salary is higher than the average value observed in Africa - Option 3: reduce the % allocated to current expenditure excluding teachers' salaries to the average value observed in Africa - Option 4: option 1 + option 2 ; Option 5: option 1 + option 3 - Option 6: option 2 + option 3 ; - Option 7: option 1 + option 2 + option 3

Policy levers: level/parameters	The principles of education policy	The possible options depending on the situation in the country
ROOM FOR MANOEUVRE in STUDENT FLOW MANAGEMENT		
In-cycle flow management Parameters - the % of repeaters within the primary cycle - the % of repeaters within the lower secondary cycle , etc.	Take steps to prevent pupils repeating years and to reduce dropping out	Option: reduce the % of repeaters in countries where it is over 10%, for example by setting up sub-cycles accompanied by a communication strategy explaining the negative effects of too high a repetition rate
Cross-cycle flow management Parameters - the primary → lower secondary transition rate	Maximum enlargement of lower secondary education and regulation of the transition on the basis of physical and financial feasibility of expansion	- Option 1: increase in transition rate (rare) - Option 2: maintaining the transition rate at current level (rare) - Option 3: reduction of the transition rate (option for the majority of the African countries far from universal primary education) and reflection on the measures for the support of those leaving the system
Parameters - the lower→upper secondary transition rate - the upper→higher education transition rate	From lower to upper secondary: increase enrolment taking into account the planned development of higher education. From upper to higher education: development of enrolment linked to the demands of the economy.	- Option 1: increase in the transition rate between lower and upper secondary (rare) - Option 2: maintain the transition rate between lower and upper secondary - Option 3: reduction of the transition rate, reinforcement of the quality of the post-primary cycles and reflection on the support measures for those leaving the system Note: if enrolment in upper secondary education is set according to the «desirable» number of higher education students, the transition rate between upper secondary and higher education is no longer an «active» parameter of education policy

ROOM FOR MANOEUVRE in PEDAGOGICAL and ADMINISTRATIVE MANAGEMENT		
Allocation of resources to individual schools Parameters - the environmental factors - the socio-economic factors - deployment of the teachers - allocation of material resources	Reduce the disparities in allocations Compensate for inequalities (difficult environments)	Wide diversity of options, in particular: - Allocate additional resources to schools in the most difficult environments - Optimise student groupings so as to save teachers in order to redeploy them in under-resourced areas or assign them to different classes
Transformation of resources into results Parameters the schooling factors (i) the school organisation (ii) the school inputs (iii) the role of the teacher	Give priority to school organisation which have a positively discriminative impact on quality Ascertain the most efficient combination of school inputs Ascertain the teaching practises which are decisive in pupils' learning achievement process	Wide diversity of options, in particular: - A firmly results-based management system - Enhance the role of the local communities - Improve accountability of the players in the system



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