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for Education  
in Africa

# PôleMAG<sup>°18</sup>

The Pôle de Dakar's Education Sector Analysis Newsletter - **MAY 2012**

## EDITORIAL

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Teaching is very much at the heart of education policies in Africa as far as both the quality of education (teachers are understandably key for the transfer of knowledge) and its financing (teacher salaries logically represent the larger part of public education expenditure) are concerned.

In 2009, the *Universal Primary Education: The Teacher Challenge* report published by the Pôle de Dakar (UNESCO/BREDA) estimated that approximately 2.4 million new teachers would need to be recruited to achieve UPE in 41 countries, which is close to the current number, of 2.9 million. The continent urgently needs to explore options to meet this high demand, especially as the prior engines of growth in recruitment (the reduction of salary costs related to teacher workforce differentiation and strong international mobilization) have run out of stream.

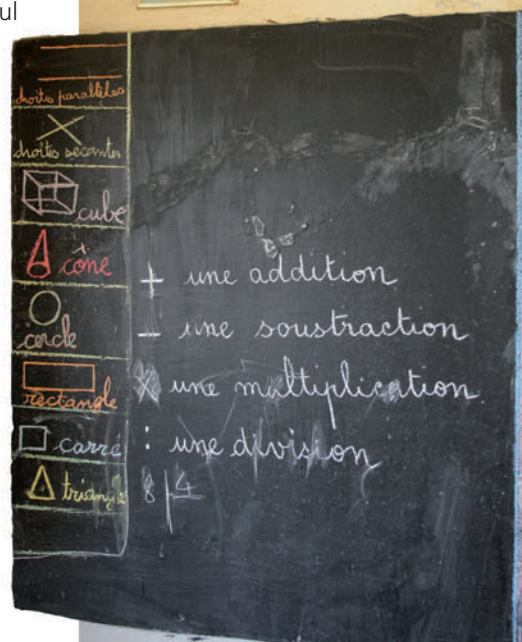
Education systems have already undergone considerable reform, with the elaboration of genuine teacher policies that reflect a holistic approach to the profession, covering recruitment, training, career management, remuneration, job satisfaction, motivation and so on.

For this reason, in this new issue of the *PôleMAG* we have decided to focus on the diagnostic study of teaching in Benin carried out in 2011. Based on the Beninese experience, it suggests a number of useful methods to enrich the dialogue between governments and their technical, social and financial partners. Two of the people who were involved in the process and who participated in the work have shared their views through a common interview. Further valuable insight is provided through a presentation of the results of the *Tanzania Education Sector Analysis* report.

We have also devoted an article to the external evaluation of the Pôle de Dakar, that some of you were invited to take part in. We hereby thank you for the very helpful insight you shared with the evaluators to help enhance the Pôle's support, enabling us to better live up to your expectations.

The last two sections of this issue present our most recent work and field-trips, illustrating our endeavors at the country level (Work at the Country Level section) and cross-cutting activities both carried out and planned for the near future (Latest News section).

**The Pôle's Team**



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## The external evaluation of the Pôle de Dakar : orientation for the 2013/2016 strategy

Thanks to its «quantitative and evidence-based» approach to education systems and the support offered in this respect (namely in the part relating to the choice of education policy), the Pôle de Dakar is viewed as an important technical partner in the macroeconomic framing of education policies and in raising sustainable financial resources for the countries. After more than 10 years of practice, time seems to be a crucial factor, especially as the educational issues that African countries faced have evolved.

An external evaluation of the Pôle de Dakar has also been launched in February 2012. It consists of examining the functioning modes and the steering of the Pôle, the identification of desirable adjustments of the services it offers, its intervention modalities and its institutional position relating to the organizational revision structuring within UNESCO. It also targets studying the prospects of its evolution in the coming years and identifying the useful adjustments so that the Pôle would be able to respond, in terms of expertise and

national capacity building, to the current and future expectations of the African countries and the education sector partners in Africa.

Concrete recommendations are expected from the external evaluation, which should guide the 2013/2016 intervention strategy. It should also identify and propose new tools in order to better meet new challenges. Thus, maintaining a platform of expertise and national capacity building of African countries is deemed necessary. ■

## The ADEA 2012 triennale: presentation of a financial simulation model for TVET and apprenticeship

Since its creation, the Association for the Development of Education in Africa (ADEA) has aimed to serve as a framework to improve coordination amongst development agencies and to act as a catalyst for the elaboration of adequate policies and practices to share ideas, experiences, learning and knowledge.

The last ADEA triennial meeting was held in Ouagadougou from February 12 to 17, 2012. The meeting discussed *Promoting critical knowledge, skills and qualifications for sustainable development in Africa: How to design and implement an effective response by education and training systems*. Upon this occasion a work-group was held on the costing and funding of the development of technical and professional competencies. The Pôle de Dakar pre-

sented the principles that enable the detailed integration of the technical and vocational education and training (TVET) and apprenticeship sub-sector into the simulation models, taking into account the need to place this exercise within a sector-wide perspective.

This requires several steps: First, to draw a clear picture of the status of the sub-sector, before then building simulation blocks that incorporate pupil flows and organization modes. Finally, on this basis, the logistical and financial consequences of the different options can be estimated and compared, in terms of systems' expansion and quality requirements. Nevertheless, the investment issue requires further specific work, as its incorporation into current simulation models is relatively underdeveloped.

The ADEA work-group on the reinforcement and management of education systems, the Pôle de Dakar (UNESCO/BREDA) and the UNESCO Institute of Statistics (UIS) joined in discussions after the presentations. Together, they defined the action plans to identify the information needed to better integrate the systems to develop informal and non-formal vocational skills into the simulation models, and more generally incorporate them into the strategies targeting the development of technical and vocational skills. ■

## Progress in Tanzania's education system and challenges faced

Between 2009 and 2011, the Pôle de Dakar accompanied a multidisciplinary Tanzanian team in updating the 2001 Country Status Report, in collaboration with the UNESCO Institute of Statistics (UIS). In-depth analyses were carried out, particularly on unit costs by subsectors, external efficiency, quality and out-of-school children, as well as on technical and vocational training and higher education. They have revealed remarkable progress, but also challenges that must be faced to ensure the harmonious and efficient development of the education system as a whole.

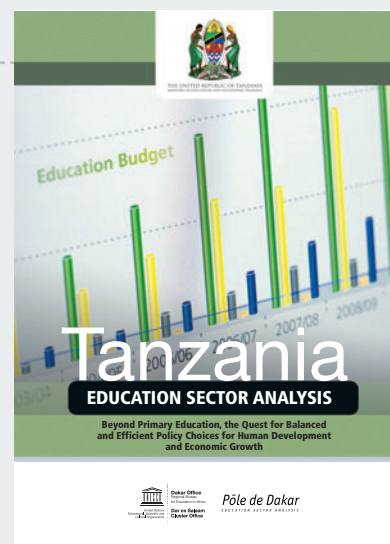
In 2009, the Tanzanian government allocated 26.5 percent of recurrent 5 percent in 2000). This reinforced priority for education was encouraged by economic growth coupled with better internal resource mobilization. The distribution of resources among subsectors is far from optimal however. Although primary education benefits from almost half of recurrent expenditure, secondary education remains underfunded. The 27 percent share of expenditure allocated to higher education, one of the highest in Africa, equally calls for review. Exploring new mechanisms for granting student loans (that currently represent 28 percent of the higher education budget) would allow for major savings for instance, especially considering that they are a privilege that benefits only the wealthiest families.

Irrespective of the level of education, enrollment has increased sharply in Tanzania, which the government's fee-free education policy put forth in 2001 seems to have greatly facilitated. Nearly nine out of ten children of a given age group currently complete the primary cycle. However, according to the figures of 2006, more than half of pupils enter school late, and 13 percent of school-aged children are out of school, 88 percent of whom have never been enrolled.

In the same vein, access to school remains extremely unequal for children with different socioeconomic characteristics: a girl from a poor family living in a rural area is only half as likely to complete primary as an urban boy belonging to a wealthy family. Access also varies considerably by level: in 2009, 55 percent of school-aged children had access to lower secondary education, compared to only 3 percent for upper secondary. School access and retention could be encouraged through raising families' awareness of the appropriate age for school entry, better subsidies targeting disadvantaged families, strengthening literacy programs and building secondary school infrastructure in underserved areas. These measures may also help reduce the enrollment gap between different population groups.

Although the quality of students' learning outcomes in Tanzania is good in regional perspective, it is relatively poor by international standards. Results in primary and lower secondary national exams have also declined. The system continues to struggle to meet the great and increasing demand for teachers, both in terms of quality and number, in order to face the rising student enrollment generated by the fee-free education policy.

Although progress has been achieved, the primary level pupil to teacher ratio is still relatively high (55 to 1 on average, the government target being 45 to 1); fortunately, nine out of ten teachers are at least now qualified. A more problematic issue is the drop in the share of qualified secondary school teachers, from 96 percent to 76 percent over the last ten years. This has been accompanied by an increased shortage of teachers in science subjects. The introduction of comprehensive incentive packages in the form of bonuses, allowances and better working conditions



might help to attract diploma holders to the profession, as well as encourage their appointment to and retention in remote or difficult regions.

The availability of textbooks is also a problem, with an average of one textbook for every three pupils in primary schools and one for every nine in lower secondary schools. Moreover, the management of education inputs in Tanzania suffers from many shortcomings, including the suboptimal use of school subsidies. In the current context of the decentralization of education services, implementing a decentralized information system would allow for better planning and the more optimal allocation of all education inputs.

Today, conditions for the professional integration of diploma holders in Tanzania are good, although the expansion of primary and secondary schools places higher, vocational and technical education sectors under strong pressure. What is now outstanding is the careful planning of these sectors' expansion, and in particular that of higher education in such a way as to sustainably meet the development needs of the Tanzanian economy over the coming years. ■

## Benin : a diagnosis of teaching issues

**At the Ministries' of Education request and as part of the TTISSA Initiative which aims to support African countries in the definition of teacher policies, the Pôle de Dakar (UNESCO-BREDA) provided Benin with technical support to perform a diagnosis of teaching issues. This technical support, provided in the context of national capacity-building, mobilized a local multidisciplinary team, covering a range of skills and institutional backgrounds and involving the representatives of teacher unions. The diagnosis was launched in March 2010 and completed in February 2011. Some of the most useful lessons in terms of teaching policy are presented here.**

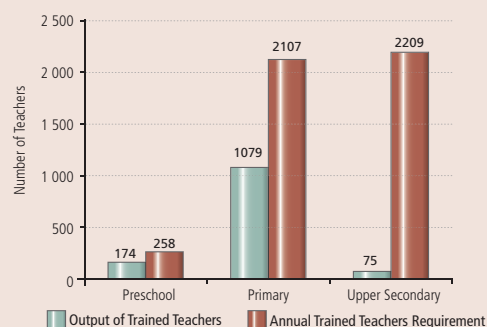
### A majority of teachers lack the required professional training

Most education system players think that Beninese teachers should receive good academic training, making it possible for them to perfectly grasp the content of the lessons they must convey to students, and good vocational training, providing them with pedagogical skills. However, depending on the level under consideration, it appears that the majority of teachers (from half in primary schools to three quarters in preschool and general secondary) do not have this required training. A first challenge is therefore to upgrade the qualifications of practicing teachers with no training. Initiatives with this goal are underway, in particular the training program aiming to upgrade the qualifications of 10,000 community school teachers. Such initiatives deserve to be encouraged and reinforced, so that all underqualified teachers may benefit.

### The need to increase teacher numbers is significant

Given the education objectives the country has set itself and the resulting population of children to be enrolled on the one hand, and the level of teacher attrition on the other, the number of practicing teachers will practically have to double in the public sector alone. All levels combined, it is estimated that 89,000 teachers will be needed in 2020, up from 48,000 in 2009. How to mobilize the capacities to address this challenge, both in terms of training and recruitment, is therefore a major issue.

**Graph n°1**  
Physical capacities and the annual needs of initial training for teachers in the public sub-sector.



Source : Data compiled from the different teacher training centers (ENI and ENS) and excerpts from the estimation model of the needs for teachers.

### Training and recruitment capacities are insufficient to meet the demand for teachers

The important quantitative needs in terms of the number of teachers naturally lead to the analysis of the existing initial teacher training system. It currently consists of 10 public training institutions (all levels combined). As Graph n°1 illustrates, the intake capacity in training institutes is 1.5 times lower than the annual needs for pre-school teachers, 2 times lower than the needs for primary teachers and 28 times lower than the needs for secondary teachers.

These facts call for an exploration of alternative strategies to develop the current supply of initial teacher training. Options include the extension of teacher training institutes' capacities, the development of a private training service, the implementation of information and communication technology based training and e-learning, or a combination of several of the above.

<sup>1</sup> TTISSA is the Teacher Training Initiative in Sub-Saharan Africa. For more information see: <http://www.unesco.org/new/fr/education/themes/education-building-blocks/teacher-education/ttissa/>

As for training, recruitment also appears to be problematic. Thus, in comparing the current pace of growth of the required number of qualified teachers with that necessary to meet these needs, it is apparent that the observed recruitment trend clearly falls far short of the level required, especially for preschool education, as can be observed in Graph n°2 below.

Developing logistically and financially realistic training policies therefore appears to be imperative, while further investigating the pool of candidates suitable for recruitment.

### Teaching staff deployment needs to be enhanced

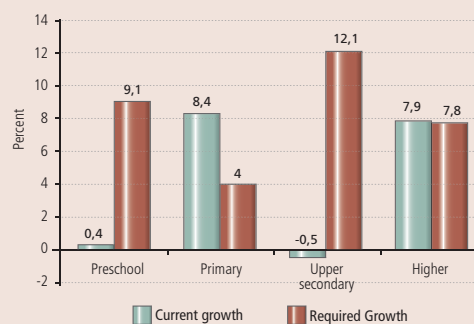
If there are not enough teachers to meet the education system's needs, it is all the more important, for reasons of both efficiency and equity, to optimally deploy the staff available. There appears to be much scope for improvement in this area in Benin, both by level and location. It is estimated that 70 percent of teaching staff deployments in nursery schools and 24 percent in primary schools are explained by factors other than schools' needs, based on the number of enrolled pupils. Furthermore, some departments are considerably better endowed than others: the most attractive postings, such as the Littoral, Mono and Zou departments currently have much better pupil to teacher ratios than departments such as Alibori and Borgou, which are understaffed. Although the education system does have a well defined staff deployment procedure, it has rarely been used due to socio-political interference, staff reluctance to work in difficult areas and insufficient institutional management capacity to enforce technical decisions.

### The teaching profession is attractive in terms of remuneration and benefits

Beninese teachers receive an attractive remuneration and benefits package as well as globally attractive mobility perspectives. The average annual salary cost of a state-employed teacher is CFAF 1.65 million for preschool and primary levels, CFAF 1.98 million for upper secondary, CFAF 2.32 million for technical and vocational secondary, and reaches CFAF 6.62 million for university lecturers. Teachers also benefit from significant bonuses and allowances that represent almost quarter of the total payroll.

This level of remuneration seems attractive, both in national perspective (it is 12 percent higher on average than other non-education public sector employees' pay) and globally (Beninese teachers' purchasing power is superior to that observed in other countries of the region).

**Graph n°2**  
The current growth pace and the necessary growth pace to meet the teachers needs



Sources: Estimates based on the results of the statistic annuals of the different education departments and data extracted from the estimation model of the needs for teachers.

Although these measures are generally beneficial, they nevertheless place a heavy burden on the state budget, given that the total education payroll (mainly composed of education and training staff) represented almost 45 percent of state tax income in 2009, whereas the regional standard as per the West African Economic and Monetary Union recommendation, is 35 percent. The revision of the salary scale runs the risk of reinforcing this phenomenon even further.

### Nevertheless many teachers appear to be unsatisfied with their job

Despite these apparent benefits, more than a third of teachers have declared that they would not choose the profession if they had the opportunity to start a new career. The system is also characterized by a multitude of social partners (almost a hundred). Formal social dialogue structures have been set up to facilitate discussions with teacher unions. Nevertheless, they are worth revitalizing to foster a genuine dialogue and reach consensus over the sector's major issues, rather than be merely viewed as way to satisfy the workforce's demands.

### Next steps

This first diagnosis offers a number of recommendations and useful ideas to feed the dialogue between the government and its different technical, social and financial partners. It also contributes to a more ambitious process of developing teaching policies and, by extension, the national education policy that is under revision, all of which will be supported by concrete action plans. ■

## Common interview of Mohamed Aboubakari, Program coordinator and Raoufou Affagnon, union representative<sup>2</sup>.

### What follow-up has been given to the recommendations of the 2011 TTISSA report, and what concrete implementations have been undertaken or planned as a direct result?

**MB:** Concrete actions have been implemented on the basis of the first results of the diagnosis, namely: (i) the decision to hire 4,500 contract teachers to properly face the enormous need for teachers as derived from the first draft simulation model: these teachers were recruited and began their work in February 2011; and (ii) permission has been granted to open private schools to train teachers due to the limited capacity of the public training institutions to produce adequately qualified teachers, be they for public or private schools.

**RA:** The national tour that helped obtain the teachers' views and proposals on the TTISSA report's recommendations has triggered a rise in the awareness that the staff shortage is one of the major shortcomings of the Beninese education system. Even if it is still too early to talk about concrete actions, training modalities have been proposed by the social partners in order to address the serious lack of qualified teachers. However, the government does not seem to be ready to hire qualified teachers due to their high cost. Similarly, on the eve of the start of the last school year, a bipartite consultative framework was set up between teacher unions and the Ministry of Education in order to map out the school calendar. Currently, and after several strikes, a new consultative framework is coming together to rearrange the calendar.

### What is the impact of such a diagnosis on the education system in general?

**MB:** The diagnosis has revealed certain shortcomings and challenges, namely the need to improve the statistical information system, launch ad hoc complementary studies to analyze the performance of the current delivery of teacher training and extend the TTISSA methodology to other pedagogical support professions. With regard to the first two components, funding applications and requests have been submitted to several partners. As for the last point, a situational analysis is underway, and a symposium of inspectors was organized, the recommendations of which are being implemented in cooperation with financial and

technical partners (Global Partnership for Education/ex-Fast Track Initiative). The diagnosis results are being used to substantiate the ongoing Ten-Year Plan in Benin and are also used in the different chapters of the new ongoing education Country Status Report (CSR). The TTISSA diagnosis model has therefore served as a basis for the construction of a global financial simulation model associated with the CSR.

### What is the impact of such an approach on a multidisciplinary team like the one that was convened for the TTISSA diagnosis?

**MB:** The TTISSA has, once more, made it possible for Beninese managers to prove that they can together and collaboratively achieve very valuable results for the system. Thus, the national TTISSA team was practically reconvened in the form of the national committee to update the Ten-Year Plan as well as in the country's CSR team.

**RA:** With the results of the TTISSA study, it is one of the few times when the unions have been effectively involved in finding solutions to different problems of national interest, which was a very enriching experience for us. One of the major contributions of the unions in this work was the common understanding and the respect of school-related legislation in terms of the analysis and articulation of the report's recommendations. It happens that the authorities choose not to confront the union's diverging views and opinions in the workshops, but this limits enriching the discussions and leads to rejecting the recommendations made by social partners. The exchange of views among different parties, which was sometimes difficult to establish due to the lack of a common understanding, helped to come up with a driving force for a complementary and consensual proposal, to the benefit of the diagnosis reached. ■

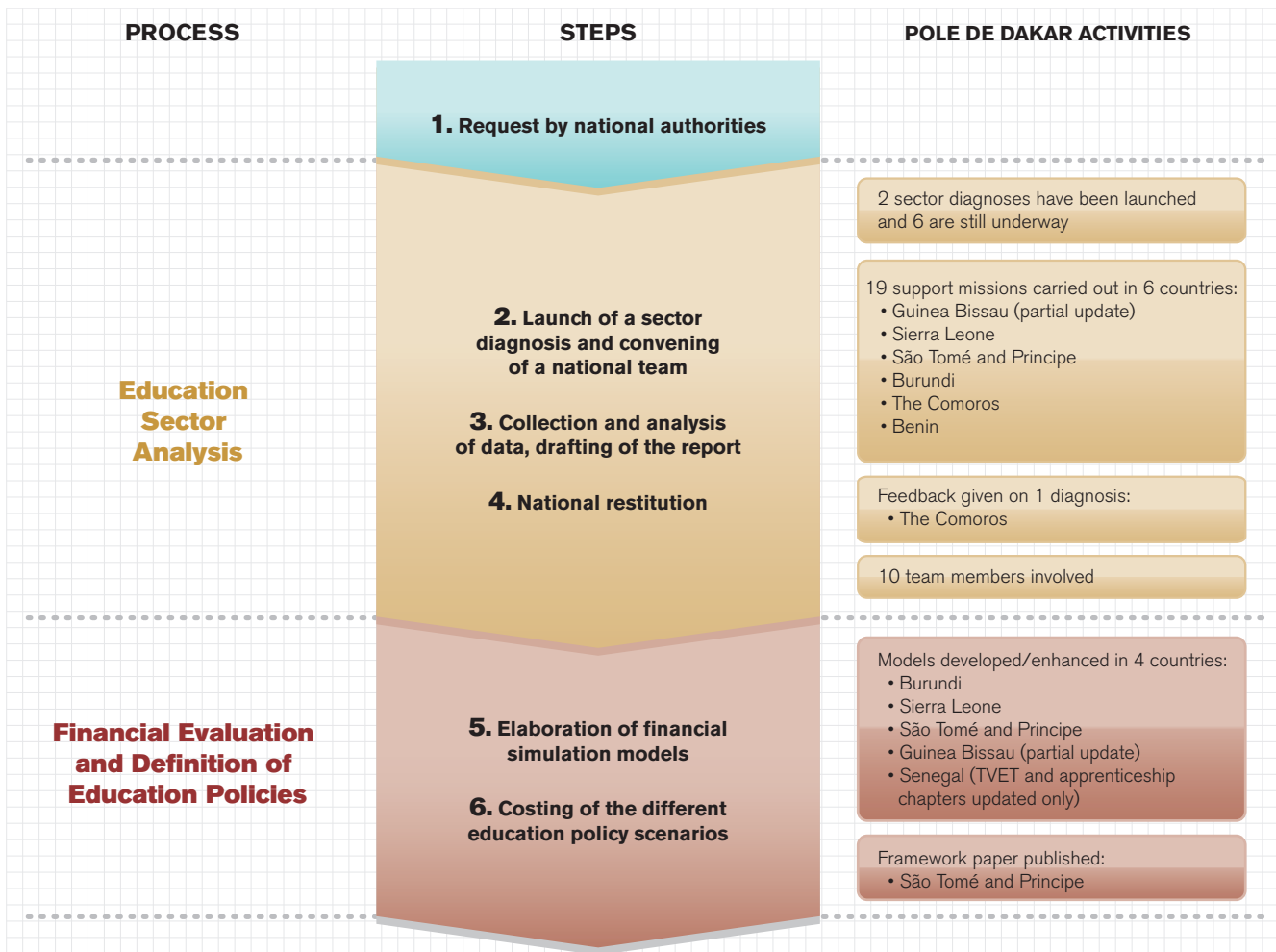
<sup>2</sup> Mr. Mohamed Aboubakari is the coordinator of the support program to the Ten-Year Education Sector Development Plan (SP-PDDSE), at the Beninese Preschool and Primary Education Ministry. Mr. Raoufou Affagnon is a language professor, education consultant and representative of the technical and secondary education trade unions at the Beninese Council for Mediation and Social Dialogue.

WORK AT THE COUNTRY LEVEL

From April 2011 to March 2012

Education Country Status Reports (CSRs)

The main task of Pôle de Dakar is to offer direct support to African countries in the areas of education sector analysis, financial planning and the definition of education policies. The support process pursued by the Pôle de Dakar and the activities carried out by the team since April 2010 are presented below.



Other activities of the Pôle de Dakar include:

**The Quality Initiative (GLQA)**, which promotes the mobilization of players around the production of quality education indicators to encourage the regular local monitoring of learning quality. The three steps involved are: (i) the diagnosis of existing indicators; (ii) an estimation of performance indicators; and (iii) the development of a steering strategy covering quality at the local level, based on the indicators developed.

- 3 support missions carried out in 2 countries:
  - Cape Verde (Analysis phase)
  - Cameroon (Analysis phase)
- 2 missions to Paris, for the Observatory of Learning Outcomes – ISU workshop initiative

**The TTISSA Initiative**, which assists countries in developing a diagnosis of their teaching issues. The Pôle de Dakar's team is accompanying the technical exercise in the diagnosis component in the following countries:

- 5 support missions carried out in 3 countries:
  - Benin (Restitution phase)
  - Uganda (Analysis phase)
  - Mauritania (Launch phase)

## Going to press

Available online [www.poledakar.org](http://www.poledakar.org)

### National Education System State Report

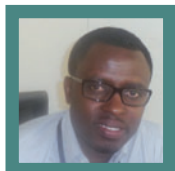
The Cape Verde CSR is now available for download through the Pôle's website [http://www.poledakar.org/IMG/pdf/RESEN\\_CAP\\_VERT\\_2009.pdf](http://www.poledakar.org/IMG/pdf/RESEN_CAP_VERT_2009.pdf) and the Comoros CSR will be published soon.

### Pôle de Dakar (UNESCO/BREDA) Working Papers

*Household Education Spending: An Analytical and Comparative Perspective for 15 African Countries*, by Borel Foko, Beifith Kouak Tiyab and Guillaume Husson will be published in May 2012.

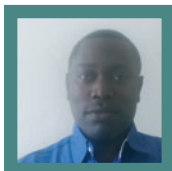
## Team

**Newcomers** Two education policy analysts and a communication consultant joined the team in early 2012:



**Jean-Claude Ndabananiye**, who holds a master's degree in Development Economics from

the Centre for Studies and Research on International Development (CERDI – Clermont Ferrand). Jean-Claude worked for the UNESCO Institute of Statistics (UIS – Montreal) between 2010 and 2011, and for the United Nations Economic Commission for Africa (UNECA - Addis Ababa)



**Olivier Pieume** a labor market specialist, is a qualified economic statistician and holds a PhD in

Optimization and Decision Making Aids from the University of Paris (East). Olivier previously worked for the Cameroonian Department of Economics and Planning.



**Jonathan Jourde** has been recruited in a communication consultant capacity. After obtaining a diploma from the

Centre for Studies and Research on International Development (CERDI – Clermont-Ferrand), he worked for the French Ministry of Foreign Affairs and for the French Development Agency (AFD – Paris). He is also a journalist.

### Departures

**Borel Foko**, after spending more than eight years at the Pôle de Dakar, joined the African Development Bank in Tunis early this year.

**Mohammed Bougroum**, the Pôle de Dakar's coordinator from February 2011 to February 2012, is back at the University of Marrakesh and has resumed his work as a professor of economics. The coordinator position is currently vacant, and the interim is being assured by **Blandine Ledoux** and **Guillaume Husson**.

## AGENDA

April 10 to 20, 2012 - Sèvres (CIEP/Le Vif du Sujet): The Pôle de Dakar will intervene in the *Analysis and Planning for the Development of Education* training course, on the topic of sector analysis and financial planning of education policies.

June 4 to 8, 2012 - Gambia University: Second meeting of the first English-speaking PSGSE (Training in Sector Policy and Education System Management) graduate class.

July 9 to 13, 2012 - Pôle/FASTEF (Cheikh Anta Diop University Faculty for Education and Training Science and Technology): Second meeting of the fifth PSGSE graduate class.

## PSGSE Senegal (Pôle de Dakar /Fastef)

The recruitment process for the sixth PSGSE class (2012/13 academic year) has been launched and posted on our website (<http://www.poledakar.org/spip.php?article285>) and that of the FASTEF (<http://www.fad-fastef.org>). Further information can be obtained from the training administrators ([administrateur@fad-fastef.org](mailto:administrateur@fad-fastef.org))

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