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Education for All Global Monitoring Report 2009

Overcoming Inequality: why governance matters

**A compilation of background information about
educational legislation, governance, management
and financing structures and processes:**

Sub-Saharan Africa

UNESCO-IBE
2008

This paper was commissioned by the Education for All Global Monitoring Report as background information to assist in drafting the 2009 report. It has not been edited by the team. The views and opinions expressed in this paper are those of the author(s) and should not be attributed to the EFA Global Monitoring Report or to UNESCO. The papers can be cited with the following reference: "Paper commissioned for the EFA Global Monitoring Report 2009, Overcoming Inequality: why governance matters" For further information, please contact efareport@unesco.org



*Prepared for the
Education for All Global Monitoring Report 2009*

**A compilation of background information about educational legislation,
governance, management and financing structures and processes**

SUB-SAHARAN AFRICA

UNESCO-IBE¹
March 2008

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Introduction

The present compilation brings together background information about: educational legislation and other basic regulations concerning education; governance, management and administration of the education system; and the financing of education.

Data have been mainly drawn from the sixth edition of the database *World Data on Education* (Geneva, UNESCO-IBE, 2007). A wide range of additional sources have been consulted in order to complement, enrich, and update the dataset (see: Sources).

Information has been organized by UNESCO Education for All (EFA) regions. The present document focuses on countries in Sub-Saharan Africa. A total of 44 country cases are included.

SUB-SAHARAN AFRICA [SSA]

[45 countries in the EFA region]

No. of cases = 44

(Information not available for: Somalia)

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ANGOLA

Lois et autres règlements fondamentaux relatifs à l'éducation

La **loi d'orientation du système de l'éducation** (*Lei de Base do Sistema de Educação*) a été approuvée le 13 juin 2001. La nouvelle structure du système éducatif a été approuvée par la **loi n° 13/01** du 31 décembre 2001. D'après le projet de la réforme éducative et selon la loi d'orientation du juin 2001 et la loi n° 13/01, le nouveau système d'éducation est organisé de la manière suivante : a) le sous-système d'éducation préscolaire qui comprend la crèche et le jardin d'enfants ; b) le sous-système de l'enseignement général qui comprend : l'enseignement primaire de six classes (considéré comme scolarité obligatoire qui substitue l'antérieur avec quatre classes), et l'enseignement secondaire avec deux cycles d'une durée de trois ans chacun, le second cycle visant à remplacer le niveau pré-universitaire du système précédent ; c) le système de l'enseignement technique qui comprend la formation professionnelle (réalisée après la sixième classe) et la formation moyenne technique (réalisée après la neuvième classe et d'une durée de quatre ans) ; d) le système de formation des enseignants pour l'éducation préscolaire et l'enseignement général (formation d'une durée de quatre ans après la neuvième classe dans les écoles normales et les instituts supérieurs des sciences de l'éducation ; e) le sous-système d'éducation des adultes ; et f) le sous-système de l'enseignement supérieur structuré en deux cycles.

Administration et gestion du système d'éducation

Le **Ministère de l'éducation** (entre 2000 et 2001, le Ministère de l'éducation et de la culture) est l'organe chargé de définir la politique nationale de l'éducation. Il a pour attributions d'étudier et de proposer au Gouvernement les mesures éducatives et de veiller à leur exécution ; de promouvoir la coordination, la direction et le contrôle des mesures adoptées en matière d'éducation ; et d'organiser les actions de la recherche scientifique.

L'administration et la gestion du Ministère de l'éducation comporte quatre niveaux. Le niveau central comprend le Ministère de l'éducation qui est sous l'autorité d'un ministre assisté d'un vice-ministre. L'administration centrale se compose de : services d'appui consultatif (Conseil supérieur et Conseil de direction), d'appui technique (Cabinet juridique ; Secrétariat général ; Cabinet d'inspection scolaire nationale ; Cabinet d'études et de planification), et d'appui instrumental (Cabinet du ministre ; Cabinet du vice-ministre ; Cabinet d'échanges internationaux) ; services exécutifs centraux (Direction nationale de l'enseignement général ; de l'éducation des adultes ; de la formation de cadres pour l'enseignement ; de l'éducation spéciale ; de l'enseignement privé) ; organismes autonomes sous tutelle (institutions publiques d'enseignement supérieur ; Institut national pour la recherche et le développement de l'éducation ; Institut national des bourses d'étude ; Institut national de formation de cadres ; Institut national de l'éducation spéciale) ; et services exécutifs locaux (Délégations provinciales ; Délégations municipales).

Il existe au niveau de chacune des dix-huit provinces du pays une **Délégation provinciale** de l'éducation directement subordonnée au Ministre de l'éducation et dirigée par un délégué provincial qui le représente. La délégation provinciale de l'éducation a pour fonction d'appliquer, au niveau de la province, les principes et les orientations émanant du Ministère. Chaque fois que cela est nécessaire, sont constitués des services provinciaux correspondants aux services centraux.

De chaque délégation provinciale de l'éducation dépendent des **Délégations municipales** de l'éducation qui, dirigées par les délégués municipaux de l'éducation, ont pour fonction d'appliquer au niveau des municipalités, les principes et les orientations qui en émanent. Chaque fois que cela se justifie, les délégations municipales de l'éducation peuvent avoir des services correspondants à la structure d'organisation des délégations municipales respectives.

Au niveau des établissements scolaires, les **chefs des établissements** (directeurs d'écoles) dépendent directement des délégués municipaux et des délégués provinciaux. Au niveau de l'école de l'enseignement de base régulier, par exemple, le directeur d'école est le chef d'établissement. Il y a aussi à signaler les organes qui assistent et soutiennent la direction d'école, à savoir le **secrétariat de l'école** et le **conseil de direction**. Le secrétariat de l'école devait, en principe, être composé de trois sections : la section administrative, la section de comptabilité et la section de patrimoine. Il est évident que dans les écoles rurales et dans certaines écoles urbaines, toutes ces sections se fusionnent sous la responsabilité de l'enseignant ou directeur d'école. Normalement, le secrétariat est créé là où les besoins l'exigent, par exemple dans les écoles avec quinze enseignants ou plus.

Le conseil de direction est composé du directeur, du directeur adjoint, des coordonnateurs, et des représentants de la commission des parents d'élèves. A cela s'ajoute aussi l'**assemblée générale** où sont présents, à part les membres du conseil de direction, les enseignants, les élèves et les fonctionnaires de l'école, les parents et tuteurs tout comme la population du quartier. Quant au directeur de l'école, il a pour principales fonctions de planifier et de réaliser le contrôle de toutes les activités pédagogiques développées dans son école ; d'intégrer les plans scolaires dans les actions d'intérêt général de la vie et du développement de la communauté, notamment les activités prioritaires prévues dans le domaine de la production, de la récréation et du sport ; et d'élaborer le projet de planification des ressources humaines et matérielles pour l'année scolaire suivante. Il lui est demandé aussi de créer une bibliothèque scolaire au sein de l'école.

Dans le cadre de l'éducation préscolaire, les crèches et les jardins d'enfants obéissent à la double commande de deux ministères (Education et Assistance et réinsertion sociale).

Il faut signaler la restructuration du système de formation professionnelle, qui doit reposer sur les lignes de force définies conjointement par le secteur gouvernemental (Education et Emploi) et par le secteur patronal. Le partenariat entre les écoles, les entreprises et les municipalités permet de réduire les coûts et de maximiser les ressources disponibles (humaines, en équipements et en processus de travail) à travers les contrats de formation, et de définir des compétences, des droits et devoirs de chacune des parties.

En ce qui concerne les locaux, les transports, les cuisines scolaires et l'hébergement en pension, la situation est préoccupante au niveau de tout le pays. Beaucoup d'écoles sont dépourvues de pupitres et de sièges, de tableaux noirs, de tables et chaises pour les professeurs. Pour cause d'insuffisance, il y a presque à tous les niveaux d'enseignement des classes pléthoriques.

En ce qui concerne la formation continue, le Décret sur le régime de la carrière enseignante stipule que la formation de l'enseignant intégré dans la carrière a un caractère de continuité et doit être planifiée et programmée, avec la mobilisation des moyens adéquats en vue de favoriser le développement de son profil professionnel.

Le Ministère de l'éducation dispose de deux entreprises pour l'acquisition et la distribution des manuels scolaires et d'autres moyens d'instruction. Il s'agit de l'EDIMEL, avec le siège à Luanda, qui s'occupe de la zone nord du pays et de l'EMATEB, avec le siège à Benguela, pour la zone centre-sud du pays. Il dispose aussi de l'Institut national de recherche et développement de l'éducation (INIDE) qui a pour principales fonctions d'étudier, d'analyser et d'évaluer de manière permanente le développement du système éducatif ; d'organiser, d'orienter et de réaliser la recherche pédagogique à l'échelon national ; et de concevoir, d'élaborer, d'expérimenter et de revoir les plans d'études, les programmes scolaires, les manuels scolaires, les guides méthodologiques et d'autres matériels pédagogiques. Au niveau de l'enseignement de base régulier, les manuels scolaires sont élaborés par l'INIDE et édités à l'étranger pour la plupart des titres. Pour le reste des niveaux, on procède à l'importation de manuels, qui reste insuffisante par rapport aux besoins.

La langue officielle d'enseignement est le portugais. Quant aux autres langues parlées, il a été approuvé à titre expérimental l'alphabet des six langues suivantes : *kimbundu, kikongo, cokwe, umbundu, oxikwanyama* et *mbunda*. Les grilles horaires améliorées et les programmes scolaires en vigueur dans les écoles sont élaborés par le Ministère de l'éducation. Conformément aux programmes scolaires, approuvés par les instances supérieures, des manuels scolaires, des guides pour les enseignants et des carnets d'activités des élèves sont préparés pour toutes les écoles du pays.

La loi n° 18/91 du 18 mai 1991 institutionnalise l'enseignement privé en accordant aux personnes et collectivités la possibilité d'ouvrir des établissements d'enseignement et d'exercer, à titre onéreux, l'enseignement après autorisation et sous contrôle de l'Etat. Au sein du Ministère de l'éducation, il existe la Direction nationale de l'enseignement privé qui est l'organe exécutif servant d'interlocuteur à les personnes et les collectivités intéressées à ouvrir des établissements de l'enseignement privé. Cette direction se structure fondamentalement en un Département de l'enseignement formel et un Département de l'enseignement non formel.

Les établissements de l'enseignement privé adoptent les plans d'études, les programmes scolaires et les manuels scolaires approuvés officiellement et doivent aussi se soumettre au calendrier scolaire officiel. Les cours à vocation professionnelle ne se soumettent pas aux plans d'études et programmes scolaires de l'enseignement officiel, ceux-ci étant toutefois approuvés obligatoirement par le Ministère de l'éducation.

[Source: WDE]

“During the 1990s, Angola underwent a process of administrative deconcentration and reforms in budget management, which jointly brought about important changes in financial management in the social sectors. To understand better the context of these changes, it is pertinent to note that the administrative structure of the Republic of Angola has four levels: the central Government, 18 provincial governments, 163 municípios and 532 comunas. Each province is constituted by several municípios, which generally cover quite large areas, and each município is comprised of several comunas. Regarding the process of administrative deconcentration, it is important to point out that the responsibilities of the provincial governments were strengthened, at the expense of the ministries at central level. In particular, in the majority of sectors, the old provincial delegations (*delegações provinciais*), which were part of the ministries and were responsible to the ministry’s central structures, were converted into provincial directorates (*direcções provinciais*) of the provincial governments. Only the Ministries of Finance, Interior and Justice retained their provincial delegations.

According to decree no. 27/00, on the *Paradigma de Regulamento dos Governos das Províncias e das Administrações dos Municípios e das Comunas* (see MAT/UNDP, 2002), ‘the Provincial Directorate is the executive service charged with ensuring the execution of the specific prerogatives and responsibilities of the Government of the Province’ (Article 16). The provincial directorate ‘depends organically, administratively and functionally on the Government of the Province’ (Article 18). It is headed by a provincial director, appointed by order (*despacho*) of the provincial government, with the approval of the competent services of the Ministry of Territorial Administration (MAT), the ministry responsible for providing support to provincial governments. The role of the sectoral ministry in the appointment is reduced to that of merely being ‘consulted’ (Article 17).

At the municipal level, the process of administrative deconcentration led to the transformation of the municipal delegations (*delegações municipais*), previously responsible to the corresponding provincial directorates (or earlier provincial delegations), into municipal sections (*secções municipais*), headed by *chefes de secção*, responsible to the municipal administrator. These administrative reforms were accompanied by changes in the budget management system, which led to a proliferation of budget units (*unidades orçamentais*), at various levels of the sectors, which now have direct links to the Ministry of Finance, to which they submit budget proposals and make financial reports and from which they receive tranches of funds (*quotas financeiras*). A direct consequence of this evolution of the budget management mechanisms was the decline of the role of the sectoral ministries in the decisions regarding the distribution of resources within the sectors.

The Ministry of Education and Culture retains responsibility for the sectoral planning framework and for direct oversight of Agostinho Neto University, several *institutos médios* and public institutes of national scope. However, in accordance with the new hierarchy described above, it has lost its role of overseeing the bodies responsible for management of the education sector at sub-national levels.

The provincial directorates of education (DPE) act under the authority of the provincial governments, of which they are a part. They oversee various *institutos médios* and, de facto, orient the operations of the municipal delegations of education, which are responsible for basic education schools. However, in legal terms, the articulation between the bodies of these two levels has become ambiguous. The municipal delegations of education officially no longer exist, according to the organigram established by decree no. 27/00, which consolidated the social services into a single section, responsible to the

municipal administrator, instead of the provincial directorates. However, in the majority of provinces, the municipal delegations have not yet been replaced in practice by the new municipal sections for social services. Furthermore, in many municípios in the rural areas most seriously affected by the war, State administration more or less ceased to function during the conflict and, despite the cessation of hostilities in 2002, is still in the process of being reconstituted. Regarding financial flows, the Ministry of Finance, except in a few cases, deals directly with the budget units of the sector, which are mainly the institutos médios, the faculties and other higher education institutions, the autonomous national institutes (such as the Instituto Nacional de Bolsas de Estudos) and the central structure of the Ministry of Education and Culture.

At provincial level, the resources are disbursed, first of all, to the provincial governments, which have the status of budget units and then pass on funds to the provincial directorates, including the DPE, which are dependent bodies (órgãos dependentes). In their turn, the latter have to meet the needs of the entire network of basic education schools, through the municipal delegations of education (DME). In some cases, namely in Luanda, the DME are also órgãos dependentes and receive their funds directly from the provincial government.”

[Source: UNDP, IOM, UNICEF, WHO. *Public financing of the social sectors in Angola*. August 2002.]

Le financement de l'éducation

“Nos últimos cinco anos, o nível da despesa pública para o sector da educação posicionou-se entre 3% a 6,4%. Por outro lado, a distribuição de recursos não parece ir ao encontro das prioridades do sector. Este facto reflecte-se nos recursos postos á disposição do ensino de base (da 1^a. à 8^a. Classe), que em média, nos os últimos 5 anos contou com 39% das despesas totais do sector, enquanto que as bolsas de estudo no exterior atingiram os (18%). É de salientar que existe uma desconexão entre as estratégias do sector e o processo de elaboração do orçamento, a qual deve ser ultrapassada. A melhoria das remunerações do pessoal docente é um desafio fundamental para avançar na consecução do objectivo.

O Ministério da Educação, com a elaboração do Plano Nacional de Acção da Educação para Todos, começou a realizar os passos necessários para atingir a meta no 2015. O Plano tem três componentes: (i) infra-estruturas físicas (construção, reabilitação e equipamentos); (ii) recursos humanos (formação e capacitação regular e intensiva de quadros) e (iii) reforço da capacidade institucional, consubstanciado no processo de Administração e Gestão do Sistema de Educação.

A implementação do Plano de Acção foi dividido em três períodos: a fase de Emergência (2003-2005), a fase de Estabilização (2006-2010) e a fase de Desenvolvimento (2011-2015). A primeira fase é de acção nas áreas definidas como prioritárias, como são as infra-estruturas escolares, a implementação de programas integrados de formação intensiva e inicial de pessoal docente (professores, metodólogos e gestores escolares) e o equipamento da base material de estudo (material didáctico escolar, bens e equipamento escolares). Na segunda fase prevê-se implementar na sua totalidade o novo sistema educativo, com especial relevância para a mudança da escolarização básica de 4 para 6 anos. Na terceira fase, vão se consolidar os programas, planos e projectos das fases precedentes.

Segundo o MED, a implementação integral do plano de acção até 2015 poderá custar mais de 2 bilhões de dólares, sendo cerca de 70% desse valor para custos operacionais voltados ao aumento e melhoria das infra-estruturas escolares e 30% para custos que envolvem acções que concorrem para a qualidade integral do ensino.”

[Source: *Objectivos de Desenvolvidimentos do Milénio. Relatório de Progresso MDG/NEPAD Angola*. Luanda, 2003.]

“The financial resources of higher education have four origins: the state budget, students’ fees, contributions from private and international donor organizations, and paid services to individual or corporate users. The public university depends overwhelmingly on the state budget. The recurrent budget comprises four main components: personnel expenses, purchase of goods, payment of services, and other expenses. The first component always constitutes more than 80% of the overall budget although the adjustment of salaries constantly lags far behind the constant increase of the living costs. The capital budget is granted by the Ministry of Education and administered by the university and it does not provide funds for research. The weak economic performance of the country, and the expenses of the continuing civil war, have led to significant reductions in the proportion of the overall state budget dedicated to education expenses. Students’ fees constitute the main financial resources for the private universities, though not much information on their financial situation is made publicly available. The *Universidade Agostinho Neto* has evening study programs for jobholders requiring fees. The public university and some private universities have benefited from contributions by sponsors operating within the country, such as the oil and diamond companies as well as diverse international entities. The *Universidade Nova de Angola* counts on contributions from an Angolan foundation.”

[Source: Paulo de Carvalho, Víctor Kajibanga, and Franz-Wilhelm Heimer. *African Higher Education: An International Reference Handbook* (Damtew Teferra and Philip. G. Altbach, eds. Indiana University Press, 2003), pp. 162-175.]

“Government finances in Angola, as in other countries, have a budgetary process regulated by law. The final output of the process of preparation of the OGE (Orçamento Geral do Estado, General State Budget) is the budget law, which is approved by the National Assembly and signed by the President of the Republic.

As regards the education sector, with the exception of 1999, the expenditure on personnel had the largest relative weight (on average 54% of total expenditure during the period from 1997 to 2001). The priority nature of salary payments meant that budget execution rates for personnel were higher than for overall expenditure, except in 1999. However, the weight of payments of salaries and benefits to personnel is not surprising, given that this is a highly labour-intensive sector. In reality, the low level of salaries reduces the value of expenditure on personnel, at the cost of demoralization of the teaching corps, the loss of qualified teachers and difficulties in recruiting new personnel. The year 1999 had special characteristics, due to the payment of debts contracted in earlier years for scholarships. This resulted in a spectacular increase in the relative weight of transfers, to 36% of total expenditure. Even so, with an average of 23% of expenditure in the period from 1997 to 2001, the share of transfers appears to be disproportionately high. This reflects the relative priority given to scholarships for study abroad, which is one of the peculiarities of the education sector in Angola, without parallels in other African countries.

With 77% of expenditure devoted to personnel and transfers, on average during the period studied, the resources available for goods and services, as well as investments, are very small. On average, 17% of resources were spent on goods and services. The shortage of school materials, above all at the level of ensino de base, contributes to pupils' poor performance. In particular, pupils are obliged to buy almost all their school-books and other material, at very high prices that reflect the inadequate supply and the control of the market by speculators with privileged access to the distribution channels. This situation means that textbooks are out of reach for a large number of households, leaving many pupils without the minimum conditions for learning.

Investment has had an even lower weight in expenditure, less than 6% on average between 1997 and 2001, a figure that contrasts with the enormity of the challenge of enrolling the large number of children who at present are not attending school. The average rate of budget execution for investments was only 47% between 1997 and 2001, with extremely low rates in 1998 and 2001 (15% and 39% respectively).

Regarding investment, the weak commitment in the OGE (Orçamento Geral do Estado, General State Budget) has been partially compensated by the support of some donors for the construction and rehabilitation of schools, for example through the Fundo de Apoio Social (FAS), financed by the World Bank and various bilateral donors. In this case, the investments in school infrastructure are carried out in a community framework, with the participation of the local population. Other programmes of this type, with a component of community-level school construction and rehabilitation, include the Programa de Apoio à Reconstrução (PAR) and the Programa de Micro-Realizações (PMR), both financed by the European Commission, and the Programa de Reabilitação Comunitária (PRC), supported by the United Nations Development Programme (UNDP).

Expenditure on administration takes place in the Ministry of Education and Culture and in the provincial and municipal directorates of education and culture, which are órgãos dependentes of the provincial governments. The gestores, which are bodies responsible for the management of funds made available through the OGE, include unidades orçamentais and órgãos dependentes (see Glossary). For various components, notably those of ensino médio and higher education, it is relatively easy to identify a large part of the expenditures. For example, it is obvious that the expenditures made by the faculties of Agostinho Neto University are for higher education. On the other hand, it is much more difficult to identify the expenditures for basic education schools, since much of this expenditure is classified in the expenditure by provincial directorates and municipal delegations (in the case of salaries and a part of goods and services) and the expenditure by the Ministry of Education (in the case of investments and textbooks).

In every year except 1999, ensino de base was the education level with the highest expenditure. On average, during the period studied, 39% of education sector expenditure was for ensino de base. However, the data reveal considerable instability in the expenditure on ensino de base and in its percentage share of the sector's total expenditure. Various factors account for this. The fall in the oil price and the resumption of the war at the end of 1998 led to a large fall in the resources made available to the education sector in 1998 and 1999, along with a reduction in the real value of salaries in the public administration (or in their value converted into dollars). The impact of these factors was accentuated in ensino de base, due to the importance of personnel at this level of the education system. The expenditure on ensino de base goes mainly to the payment of salaries for the more than 57,000 teachers who work at this level of the system. In fact, on average during the period from 1997 to 2001, the expenditure on personnel accounted for 90% of the expenditure on ensino de base. In 2000, expenditure on personnel took up

91% of the total, leaving only 3% of resources (about \$2 million) for goods and services for the whole of ensino de base throughout the country.

From 2000, a significant recovery became evident, as a result of the large increase in Government oil revenues and a reduction in the expenditure on defence (compared with its high point in 1998), which permitted some redistribution in budget resources and a series of salary rises in the public administration, with obvious benefits for ensino de base. The share of this level of the education system in expenditure on the sector improved to 36% in 2000 and 48% in 2001.

A second conclusion is the importance of the expenditure on scholarships, which is one of the special characteristics of the education system in Angola. In the period from 1997 to 2001, the expenditure on scholarships was the largest component after ensino de base and administration, accounting for 18%, on average, of total expenditure on the sector. As was pointed out above, the accumulation of debts related with arrears in the payment of scholarships resulted in some instability in the value of expenditure on this component of the sector, above all in 1998-99. The liquidation of the debts in 1999 resulted in a spectacular increase in the value of scholarship payments that year, as well as in their weight in the total expenditure on the sector (from 11% in 1998 to 36% in 1999). The expenditure on scholarships stabilized, in absolute terms, in 2000 and 2001, at a level of about \$30 million a year, while their relative weight declined from 15% in 2000 to 9% in 2001.

Third, it is noteworthy that the weight of expenditure on ensino médio (including the institutos médios técnicos and institutos médios normais, PUNIV and the technicalvocalational training centres) has been relatively low (7% on average between 1997 and 2001). However, after a substantial fall in expenditure on this level of the education system in 1999, due to the same factors that have already been discussed in the case of ensino de base, there was a substantial improvement in expenditure from 2000, both in absolute and relative terms, to slightly more than 10% of expenditure on the sector in 2001. This increase may be explained partly by the fact that the institutos médios obtained financial autonomy, becoming unidades orçamentais in 2001 and thereby improving the resources made available to them in the OGE. This trend, if maintained in the next few years, could have a positive impact with respect to the capacity of the institutos médios normais, on which the country will be depending to train the thousands of new teachers needed to achieve universal primary enrolment.”

[Source: UNDP, IOM, UNICEF, WHO. *Public financing of the social sectors in Angola*. August 2002.]

BENIN

Lois et autres règlements fondamentaux relatifs à l'éducation

En octobre 1990, les Etats généraux de l'éducation (EGE) avaient pour but de jeter les bases d'une nouvelle réforme du système éducatif national, sans qu'il s'agisse « d'inventer nécessairement un système éducatif tout nouveau, mais de s'inspirer des expériences passées en vue d'améliorer les programmes qui existent déjà et de favoriser leur mise en œuvre par un appui financier adéquat; ce qui a toujours fait défaut, ce sont les moyens pour la mise en œuvre de la politique définie. »

Bien qu'il ait organisé les Etats généraux de l'éducation, le gouvernement n'a adopté aucun texte ayant force de loi relatif à l'orientation de l'éducation. Les recommandations des Etats généraux de l'éducation devaient permettre d'élaborer une nouvelle loi d'orientation de l'éducation nationale. Le projet de loi, transmis début 1991 par le gouvernement à l'organe législatif d'alors, le Haut Conseil de la République (HCR), a fait l'objet, la même année, d'un premier examen devant la Commission des lois de l'Assemblée nationale. Depuis lors, il a été amendé mais jamais voté à ce jour.

Cependant, en l'absence de loi d'orientation (car la **loi n° 75-30** du 23 juin 1975 n'est pas abrogée), des dispositions ont été prises pour pallier le vide juridique. Au nombre de ces dispositions figurent plusieurs documents dont le plus important à l'heure actuelle est le *Document cadre de politique éducative* adopté en Conseil des ministres en janvier 1991. Le **décret n° 93-111** du 13 mai 1993, modifié successivement par les décrets n° 94-89 du 11 avril 1994 et n° 97-271 du 9 juin 1997 portant attributions, organisation et fonctionnement du Ministère de l'éducation nationale a fixé comme mission la conception, la mise en œuvre et le suivi de la politique générale de l'Etat en matière d'éducation, d'enseignement, de formation et de recherche conformément aux lois en vigueur.

La **loi n° 2003-17** du 11 novembre 2003 portant orientation de l'Education nationale définit le nouveau cadre juridique de l'enseignement et de l'éducation. Elle confirme les grands objectifs définis à l'occasion des différentes assises consécutives au renouveau démocratique depuis 1990. Elle a particulièrement mis l'accent sur la grande attention qui doit être accordée à l'éducation des jeunes filles, des personnes et enfants en situation difficile, des enfants des zones déshéritées et des groupes vulnérables. Cette loi précise que l'école doit favoriser les spécialisations grâce à une orientation judicieuse qui tienne compte des capacités individuelles et des besoins de la Nation. L'Etat assure progressivement la gratuité de l'enseignement public et garantit l'égalité des chances, l'égalité des sexes et l'équilibre inter-régional.

L'article 13 de la **Constitution** (1990), rend l'enseignement primaire obligatoire. Mais aucune disposition n'est encore prise pour la scolarité obligatoire effective. En l'absence de dispositions appropriées, il faut conclure que la scolarité obligatoire n'existe pas encore au Bénin. Le gouvernement a entrepris d'encourager la scolarisation des filles. A la rentrée 2000-2001 des mesures dans le sens d'une meilleure fréquentation sont intervenues pour alléger les charges des parents.

Administration et gestion du système d'éducation

On distingue trois niveaux d'administration. Le premier niveau comprend les directions centrales de l'éducation nationale qui conçoivent et élaborent la politique nationale en matière d'éducation. Il faut ajouter à ces directions des organismes sous tutelle, comme l'**Université Nationale du Bénin**, le **Centre béninois de la recherche scientifique et technique** et l'**Institut national pour la recherche en éducation**.

Par décret n° 2001-170 du 7 mai 2001 portant composition du gouvernement, l'ancien Ministère de l'éducation nationale a été éclaté en trois départements ministériels : le Ministère des enseignements primaire et secondaire (MEPS) dont les attributions, l'organisation et le fonctionnement ont été définis par décret n° 2004-095 du 24 février 2004 ; le Ministère de l'enseignement technique et de la formation professionnelle (METFP) dont les attributions, l'organisation et le fonctionnement ont été définis par décret n° 2001-336 du 28 août 2001 ; et le Ministère de l'enseignement supérieur et de la recherche scientifique (MESRS) dont les attributions, l'organisation et le fonctionnement ont été définis par décret n° 2004-275 du 12 mai 2004. Cette réorganisation du Ministère de l'éducation nationale a conduit chaque sous-secteur à introduire des innovations dans le système en matière de structure, d'organisation et de gestion.

Une Direction de l'enseignement maternel a été créée en 2004 et est chargée du suivi et du contrôle pédagogique des écoles maternelles publiques et privées. L'Etat s'était désengagé de ce sous-secteur qui a connu une phase difficile concrétisée par l'insuffisance des infrastructures. Des initiatives privées ont renouvelé l'intérêt de l'enseignement maternel. Ces initiatives restent limitées à certains villages et touchaient environ 3 000 enfants en 2002. Localisées en zones rurales, elles constituent un effort louable mais largement insuffisant pour corriger les fortes disparités existantes entre les centres urbains et les zones rurales en matière d'offre sociale éducative. L'éducation préscolaire se développe essentiellement dans les centres urbains au détriment des zones rurales où la demande existe pourtant. Le taux brut de pré scolarisation est estimé à 5 % en 2005 contre 2,5 % en 1994. Deux types de personnel assurent l'éveil des enfants et leur préparation à la vie sociale conformément à des programmes officiels : les animatrices et les éducateurs spécialisés. Les premiers reçoivent une formation pédagogique après leur recrutement sur concours organisé à l'intention des candidats titulaires du BEPC. Les seconds (les éducateurs) sont recrutés localement sans aucune exigence académique et sont formés sur le tas ; ils aident à l'encadrement des enfants sous la supervision des animateurs et sont chargés des petits soins à administrer aux enfants (alimentation, hygiène, surveillance).

Par décret n° 2007-300 du 17 juin 2007 portant composition du gouvernement, les trois départements ministériels sont devenus : le **Ministère de l'enseignement primaire, de l'alphabétisation et des langues nationales** (MEPALN) ; le **Ministère de l'enseignement secondaire et de la formation technique et professionnelle** (MESFPT) ; et le **Ministère de l'enseignement supérieur et de la recherche scientifique** (MESRS). Le Ministère de l'enseignement supérieur a également sous sa tutelle le **Conseil national de la recherche scientifique et technique** (CNRST).

Le deuxième niveau comprend les directions régionales appelées **Directions départementales de l'éducation**. Autant le pays compte de départements, autant il y a des directions régionales qui ont leurs propres structures. Elles sont les relais du Ministère.

Le troisième niveau comprend les **circonscriptions scolaires** implantées dans chaque circonscription urbaine et sous-préfecture, actuellement au nombre de soixante-dix-sept. L'aire de compétence de ce troisième niveau est exclusivement celle de l'ensemble des écoles maternelles et primaires. Les établissements d'enseignement secondaire, technique et professionnel ne disposent d'aucune structure locale susceptible de les gérer. Chaque chef d'enseignement relève directement du directeur départemental dont les bureaux sont implantés au chef-lieu du Département. Il y a souvent de longues distances à parcourir dans la transmission de l'information. Cette division de l'administration de l'éducation peut faire penser à une décentralisation, mais il s'agit plutôt d'une politique de déconcentration.

Les services régionaux du **Ministère du développement rural** (les Centres d'action régionale pour le développement rural) appuient les organisations paysannes en ce qui concerne l'alphabétisation fonctionnelle liée à la culture et à la commercialisation du coton en particulier.

Le **Ministère de la santé** dispose d'un service « Information, éducation et communication pour la santé » dont le programme profite à tout l'ensemble de la population à travers les structures décentralisées. Le **Ministère du travail et de la fonction publique** gère le Centre de perfectionnement des personnels des entreprises et dispose de programmes d'éducation et de formation professionnelle continue, exécutés au niveau central comme au niveau décentralisé. Par ailleurs, de nombreuses organisations non gouvernementales interviennent sous diverses formes dans le secteur de l'éducation formelle ou non formelle. La plupart participent à la formation professionnelle.

« La distribution des livres et guides de l'apprenant pose d'énormes problèmes : sur 80 écoles inspectées, 40% n'avaient pas reçu de manuels de français en quantité suffisante tandis que 45% avaient reçu un excédent de manuels. En effet, les circonscriptions scolaires, les Directions départementales des enseignements primaire et secondaire, les Services des statistiques et de la gestion de l'information de la DPP et la Direction des ressources financières du Ministère présentent toujours des chiffres discordants. Cette situation a pu être corrigée et la qualité de la répartition des manuels en fonction du nombre d'élèves a progressé sensiblement de 0,4 à 0,6 entre 2001 et 2004. Une politique nationale d'édition et de distribution du manuel scolaire se met progressivement en place. » (*Plan décennal*, 2006)

« Pour couvrir les besoins en encadrement des élèves, trois types d'enseignants sont recrutés et mis à la disposition de l'enseignement primaire public. Il s'agit des Agents permanents de l'Etat (APE), des Agents contractuels de l'Etat (ACE) et des communautaires. Pendant longtemps, les formations initiales dans les Ecoles Normales d'Instituteurs ont été interrompues et la formation continue était assurée par l'Institut National de Formation et de la Recherche en Education (INFRE). Au moyen de cours à distance, l'institut préparait un nombre important d'enseignants au Certificat d'Aptitude Pédagogique (CAP) et au Brevet d'Aptitude à l'Inspection Primaire (BAIP). Le corps des Conseillers pédagogiques a été nouvellement créé au profit des enseignants titulaires du CAP. La formation qui a duré, en 2006, une année académique à l'ENS est sanctionnée

par un Certificat d'Aptitude aux Fonctions de Conseiller Pédagogique (CAF-CP). Un consensus reste à établir sur la durée de cette formation.

Malgré les mesures incitatives prises en faveur des enseignants affectés dans des postes dits déshérités (zones éloignées de la capitale...) et la déconcentration effective de la gestion de la carrière des enseignants, la démotivation quasi générale a gagné le corps des enseignants qui se plaignent de la mauvaise gestion de leur carrière, de l'insuffisance des salaires et avantages divers, de la politisation à outrance du système éducatif, de l'absence de politique de récompenses systématiques. De nombreuses grèves ont été observées dans le système éducatif béninois ces dernières années et on assiste, outre le non respect des charges horaires hebdomadaires, à un fort taux d'absentéisme des enseignants, en dehors des mouvements sociaux. L'encadrement pédagogique des enseignants est constitué des Chefs des Circonscriptions Scolaires (CCS) ou inspecteurs de l'enseignement primaire, des Conseillers Pédagogiques (CP) et des directeurs d'école. Les inspecteurs se cantonnent presque exclusivement dans des tâches administratives et ne s'occupent sporadiquement que des aspects policiers du contrôle pédagogique. La mauvaise qualité de l'encadrement exercé par les maîtres à l'égard des élèves est renforcée par l'insuffisance des contrôles pédagogiques de la part de leurs supérieurs hiérarchiques. Si la norme stipule que chaque enseignant doit être inspecté au moins tous les deux ans, seuls un tiers d'entre eux le sont réellement selon les chiffres de la DPP. » (*Plan décennal*, 2006)

« Dans l'enseignement secondaire général on distingue quatre types d'enseignants : les agents permanents de l'Etat (APE), les enseignants contractuels, les enseignants vacataires et les assistants techniques constitués pour l'essentiel de volontaires américains. La formation initiale des enseignants du secondaire a été mise en veilleuse de 1987 à 2000. Depuis, les formations à titre payant sont assurées par l'Ecole Normale Supérieure de Porto Novo pour les titulaires d'une maîtrise. Des formations de requalification de deux ans sont organisées à l'intention des professeurs adjoints titulaires de maîtrise ou ceux formés dans les ENI et l'ENS niveau 1.

Au plan qualitatif, les enseignants tant du public que du privé ne bénéficient pas suffisamment de l'encadrement du corps de contrôle (conseillers pédagogiques et inspecteurs). On dénombre 209 conseillers pédagogiques et 38 inspecteurs en activités. Ces inspecteurs ne sont pas bien répartis par discipline et ne sont pas forcément affectés à des tâches d'encadrement pédagogique. Comme pour l'enseignement primaire, les enseignants sont censés être inspectés au moins une fois tous les deux ans mais cette norme est souvent peu ou pas respectée. Il n'existe pas de formation spécifique pour la direction d'établissement et c'est pourquoi l'administration des établissements d'enseignement secondaire n'est pas performante. Un guide de gestion pédagogique, administrative, financière et matérielle des établissements est disponible mais reste sous-utilisé et la gestion des établissements présente des lacunes. »

Le financement de l'éducation

Les dépenses publiques d'enseignement en pourcentage du Produit National Brut (PNB) ont été de 2,5 % de 1988 à 1990 et de 2,8 % de 1994 à 1995.

Bien que les collectivités locales et les établissements d'enseignement participent au financement de l'éducation en même temps que le budget national, les données

manquent pour établir une répartition selon les sources de financement. Une des lacunes graves de l'éducation au Bénin, est l'absence d'une étude périodique relative au coût et financement de l'éducation.

Il n'existe aucune structure spécialement chargée de la gestion de l'enseignement privé. L'Etat a laissé mains libres aux fondateurs d'établissement, qui fixent les frais d'écolage selon ce qu'ils croient être la qualité de l'enseignement donné, sans aucun contrôle de sa part. Il va de soi que les dépenses de l'enseignement privé par niveau d'enseignement ne puissent pas être encore disponibles. On dirait que, pour le moment, la préoccupation du Ministère est de gérer le secteur public.

Les dépenses publiques d'éducation ont régulièrement augmenté de 1993 à 1998. Elles sont passées de 17,496 milliards de francs CFA en 1993 à 29,454 milliards de francs CFA en 1996 et s'estiment à 41,682 milliards en 1998, ce qui représente un taux moyen d'accroissement annuel de 18,96 %. Dans le même temps, la part revenant à l'enseignement primaire est passée de 8,000 milliards en 1993 à 14,535 milliards en 1996 pour être estimée à 21,642 milliards en 1998, soit un taux moyen d'accroissement annuel de 22,02 %.

Le rythme de croissance des dépenses publiques pour l'enseignement primaire a été donc beaucoup plus soutenu que celui des dépenses publiques d'éducation. Autrement dit, la part des dépenses publiques d'éducation revenant à l'enseignement primaire est de plus en plus importante d'une année à l'autre. Elle représente 49,35 % en 1996 pour être estimée à 51,92 % en 1998, soit plus de la moitié des dépenses publiques d'éducation.

« Au cours des années 1998-2004, la part du budget de l'éducation allouée à l'enseignement primaire a sensiblement baissé (de 55% à 49,5%) tandis que les allocations budgétaires ont favorisé les dépenses de fonctionnement hors salaires qui sont passées de 15,8 à 42,1% sur la même période. Ces évolutions rapprochent le Bénin du cadre indicatif Fast Track qui considère qu'il faut affecter 50% des dépenses courantes au primaire et parmi celles-ci, au moins 33% en faveur des dépenses hors salaires. L'enseignement primaire bénéficie du financement de nombreux partenaires au développement (multilatéraux, bilatéraux, ONG). Les partenaires qui réalisent des appuis budgétaires non ciblés en faveur de la réduction de la pauvreté (SRP) utilisent des indicateurs déclencheurs liés aux résultats des politiques éducatives. Le financement de la formation technique et professionnelle est assuré majoritairement par l'Etat. Les employeurs ne contribuent que très faiblement à ce financement à travers la taxe d'apprentissage. L'importance des charges récurrentes et des coûts des investissements constitue un handicap majeur au développement du dispositif de l'enseignement technique et de la formation professionnelle.

L'allocation des ressources aux différentes entités de l'enseignement supérieur ne s'appuie ni sur des données réelles ni sur un retour d'informations en provenance des entités ni davantage sur un cadre stratégique référentiel négocié des activités. Les universités publiques tirent pour l'essentiel leurs ressources de la subvention accordée par l'Etat béninois. Celle-ci, variant très peu depuis plusieurs années, représente 77% de leur budget, les droits d'inscription des étudiants 8%, les aides des partenaires au développement 10% et les prestations de service environ 5%. Il y a donc une forte dépendance du budget des universités des subventions de l'Etat. Les ressources mobilisées et les ressources par poste accusent des déséquilibres et des inégalités lourdes. Les dépenses sociales en faveur des étudiants représentent environ 40% des ressources

mobilisées alors que les activités pédagogiques et la recherche ne consomment en moyenne que 19%, et les salaires 38%. Ainsi, il n'y a pas de régime financier propre aux établissements d'enseignement supérieur et de recherche leur garantissant une autonomie suffisante assortie d'une obligation de résultats.

Depuis 1998, si le pourcentage du budget de l'Etat alloué aux secteurs sociaux a globalement augmenté, l'éducation a vu sa part diminuer de 37,1 à 31,4% au détriment de la santé et surtout de l'environnement. La part du budget éducation revenant à l'enseignement supérieur a augmenté, au détriment de l'enseignement primaire. » (*Plan décennal*, 2006)

[Sources : WDE et *Plan décennal de développement du secteur de l'éducation 2006-2015*, Cotonou, octobre 2006.]

BOTSWANA

Laws and other basic regulations concerning education

The **Education Act** of 1966 provides the legal framework for the development of education in the country. Since 1966, the Act was revised on two occasions in order to reflect changes in educational policy.

Administration and management of the education system

The Government of Botswana, through the **Ministry of Education**, has the portfolio responsibility for the achievement of goals for basic education. The **National Council on Education** (NCE) monitors the implementation of educational policy and advises the Government on matters relating to the education system. An additional responsibility of the NCE is policy formulation, and fostering public awareness and understanding of education policy. This structure provides a fertile ground for proactive educational policy. The **Tertiary Education Council** (TEC) was established in terms of the Botswana Tertiary Education Act of 1999 with responsibility for co-coordinating tertiary education and for determining and maintaining standards of teaching, examinations and research in tertiary institutions in Botswana. This includes responsibility for quality assurance of all tertiary institutions.

Government policies, goals, and objectives in Botswana are sector-based. For the education sector, the Revised National Policy on Education (RNPE) of 1994 is the document that has driven education planning during the 1990s. Policy pronouncements on the provision of education are outlined in the RNPE, while the set of activities that constitute the plan of action are found in National Development Plans (NDPs), the overall government planning documents that span a period of about five years. Some activities of the RNPE were implemented in the period of the Seventh NDP (1991–1996), while the majority of the activities were earmarked for implementation in the chapter on education and training within the Eighth NDP (1997–2002).

The provision of pre-school education is the responsibility of the **Ministry of Health** in partnership with the **Ministry of Local Government, Lands, and Housing** at the first two stages—early stimulation and care and play groups. The final stage (pre-primary) is under the authority of the Ministry of Education. A Pre-primary Education Unit has been established under the Ministry of Education's Department of Primary Education, responsible for registering pre-primary education providers, establishing standards for ECCD, and supervising pre-primary education. A multi-sectoral Pre-school Education Committee consisting of representatives of several ministries, international organizations and NGOs has been established as a policy advisory board and to coordinate all pre-primary education programmes. The strategy adopted for pre-primary education by the Ministry of Education is to assume a co-ordination role, to provide support in curriculum development activities, and to provide avenues for training and professional development of teachers at this level. This strategy is especially adequate for

the rural areas, where communities can be encouraged to take over the ownership of ECCD by initiating services that suit their local situations. However, it has not been fully implemented, given that the provision of pre-primary education has only just been incorporated in the educational policy.

The management of primary education is the joint responsibility of several departments of the Ministry of Education. The Primary Education Department, catering for youths 7-13 years, is a dual responsibility between the Ministry of Education and that of Local Government, Lands and Housing. Other than supervising that learning takes place in the primary schools, the Department is responsible for maintaining standards through regular inspection of schools, supervision of head teachers, assessment of teachers, curriculum reforms, and support services to units. The aim of the Secondary Education Department, catering for youths ages 14-23, is to provide broad-based education at the secondary level, in order to meet the country's human resource development needs. For efficient and effective delivery, the functions of the Department fall into four categories. The Development Services section supervises the access to secondary education by providing a fairly distributed network of junior secondary and senior secondary schools across the country. The Inspectorate continuously monitors secondary schools in order to raise standards of teaching and learning by ensuring that schools are well managed and that the national curriculum is followed. The Management and Training section develops and implements human resource development programmes to equip staff playing a leadership/management role at all levels with administrative and management capabilities. The **Regional Offices** represent the Department, implement educational policies and ensure sound management and supervision of schools in a region.

The responsibility for vocational education and training is also shared by the Ministry of Education and the **Ministry of Labour and Home Affairs**, while technician training is provided through several ministries, parastatal organizations and the private sector. The Department of Vocational Education and Training within the Ministry of Education is primarily responsible for all institutional-based vocational programmes—technical and vocational education and apprenticeship skills training—provided through six government vocational training centres and about forty government-subsidized community-based training schools called 'Brigades'. The Department is also responsible for overseeing and monitoring the programmes offered in about sixty private vocational schools. The responsibilities of the Department cover a wide spectrum and include policy development, planning of new facilities, programme development and assessment, pre- and in-service teacher training, management and programme support, inspection and financial audits. These responsibilities are carried out through five Divisions: Policy and Development; Programme Development and Delivery; Human Resource Management and Development; Brigades Development; and Departmental Management.

The Division of Special Education was established in 1984. It provides national policy leadership and direction in special education. It serves as an advisory department to other departments of the Ministry of Education on issues concerning learners with special education needs. The Division plans, develops and co-ordinates special education activities at all levels. Its overall aim is to increase access to education for learners with special educational needs. The Division operates through four units. The Specialist Services Unit is responsible for curriculum adaptation and modification. It is also responsible for the development of support programmes and the recruitment of special education teachers and it continuously monitors the quality of teaching and learning in

schools. The Liaison and Support Services Unit is responsible for personnel recruitment and training. It plans and monitors appropriateness of the provision of special education programmes through collaboration with other ministries and NGOs. It also co-ordinates early stimulation programmes and vocational programmes. The Resource Centre Operations Unit is responsible for the assessment of learners with special needs to determine their educational needs and appropriate school placement. The Management Unit is responsible for the day-to-day running of the Division.

The Ministry of Education is also responsible for the National Literacy Programme. Different structures and committees for the co-ordination of activities have been put in place. The Department of Non-formal Education (DNFE) officials play a pivotal role in providing educational opportunities for out-of-school youth and adults. Like all other departments, policy matters for DNFE are discussed by the **National Literacy Advisory Committee** and the heads of departments, who can deliberate on policy matters and make recommendations to the **Policy Advisory Committee**. The Department conducts two major programmes, the Adult Basic Education programme and the Distance Education programme.

The Department of Teacher Training and Development—formerly known as the Department of Teacher Education—was established in 1989 when it was separated from the Department of Primary and Teacher Training. It was created in response to the mass expansion of primary and junior secondary schools in need of locally trained teachers. The Department oversees the pre-service and in-service professional development of teachers. The chief executives and overall managers of primary education are the directors of the departments. Education officers of the Primary Education Department supervise head-teachers, while head-teachers, in turn, supervise primary school teachers. Policy-making for the primary level is the sole prerogative of the NCE. The Department of Teaching Services Management aims to provide a co-ordinated and efficient teacher management system to facilitate the provision of an efficient and motivated teaching force. The Department's main objective is to provide, manage and equitably deploy competent work force resource in government and government-aided primary and secondary schools and colleges of education, with attention to terms and conditions of service including welfare-related issues.

Decision-making and management of activities that are geared towards achieving learning outcomes is the responsibility of the **Examinations, Research and Testing Division (ERTD)**. The role and responsibilities of ERTD are: developing assessment programmes, developing and administering examinations, monitoring learning achievement, and conducting assessment-related research that will improve of learning achievement.

The Department of Curriculum Development and Evaluation was created upon recommendation of the NCE in 1977. It has the overall responsibility for providing leadership in improving the quality of education through curriculum development, review and revision. It directs, co-ordinates and monitors curriculum review for the Ten-Year Basic Education and the Senior Secondary Education programmes. The Department also plans for and develops appropriate instructional materials to support the implementation of the curriculum.

The Division of Planning, Statistics and Research manages all information needed for planning, monitoring and evaluation. It also co-ordinates all research geared towards policy formulation and decision-making. The Department of Student Placement and Welfare develops human resources for Botswana's economy through the provision of government-sponsored financial assistance for study to deserving citizens at the tertiary level. Financial assistance can be extended to cover long-term in-service teacher training.

The Government encourages and welcomes assistance from partners and other stakeholders such as local authorities, local communities, donor agencies, NGOs, churches, parents and learners themselves. This is especially true for activities that take place outside the school, where various projects have been initiated in conjunction with the Ministry of Education and local communities. The provision of early childhood care and development has been the initiative of the private sector, NGOs and local communities who have benefited from substantial assistance from international organizations.

Even if schools are generally run by personnel under the supervision of **School Inspectors**, the Revised National Policy on Education supports the involvement of all stakeholders in education. At the primary level, local communities are encouraged to participate in **Parent-Teacher Associations**, while community junior secondary schools have a formalized community-based structure composed of a **Board of Governors**, working with school management teams on building partnerships between the community and the schools, and promoting community ownership of schools.

The financing of education

Education has consistently enjoyed a favoured position in the allocation of the national budget since independence. Educational expenditure increased substantially since the start of the implementation period of the 1977 National Policy on Education, when the attainment of universal primary education became a national goal and priority. One of the strategies used to increase access to primary education was to abolish school fees at that level in 1980. Since then, primary school enrolment rates have continued to grow.

In 1990, at the end of the Sixth National Development Plan's (NDP) implementation period, a substantial amount of resources had been spent on the expansion of the primary school programme. During the Seventh NDP (1991–1996), the largest share of development expenditure was allocated at the junior secondary school level. The share of the national budget that has gone to education has averaged 22% in the 1990s. Investment in education continues to be a priority in the current planning period (1997–2002). A proportion of the funds were earmarked for the expansion of junior secondary school buildings, as well as for new classrooms in primary schools. With the exception of centres run by the district and city councils, pre-school education is by and large funded by individuals, with subsidies from donor agencies, NGOs, and the private sector.

The cost of education has increased over the years. Participation is also increasing, but due to the heavy emphasis on individual funding, it has not yet reached satisfactory levels. The cost of improving primary and secondary schools alone amounts to more than

50% of the development budget. Other costs that are incurred for infrastructure that supports basic education go towards teacher training. On the other hand, commitment to universal primary education gained renewed impetus in the last decade, as demonstrated by the allocation of an average of 23.8% of the education budget to primary education.

Expenses on teachers' salaries, supplies and administration costs have remained constant throughout the 1990s. Teacher salaries have on average taken up 80.2% of the budget allocated to primary education, while teaching and learning materials have averaged 16.2%. About 3.6% of the budget was spent on administration of primary education (e.g. inspection). A substantial increase, from 259 *pula* (P) in 1990 to P1,110 in 1999, was observed in the unit cost of primary education since 1990. The highest increase in unit costs occurred between 1995 and 1996. This was the time when the implementation of the Revised National Policy on Education's recommendations finally got underway. Public expenditure on primary education as a share of the Gross Domestic Product has been consistently around 1%.

Education is free in Botswana. This means that no fees are charged for tuition, teaching and learning material, boarding (where it exists), co-curricular activities and meals provided at the school. At the primary school level, parental contribution to education consists of a nominal Parent-Teacher Associations levy to cover the cost of preparing meals provided at school. In recent years, the Government has spent more resources on learners with special needs by giving subsidies to institutions that cater to those learners.

The Department of Student Placement and Welfare is mandated with offering higher education scholarships to deserving Botswana students. Tertiary education has and is still provided for and financed mainly by the Botswana Government. In 1973 a bursaries scheme was introduced, where beneficiaries were expected to contribute 5% of their initial gross salary for a stipulated period after completing their training.

In April 1995, the Government introduced a re-organized bursaries scheme. This is the Grant / Loan scheme where students are now awarded grants and or loans to pursue their tertiary training. It is expected that the loan portion of the scholarships be re-paid, free of interest, as soon as the beneficiary becomes employed. In terms of recovery the two schemes will run concurrently until all beneficiaries of the 5% scheme have all contributed. Students following areas of critical manpower shortage or disciplines essential to the development of the economy—the more technical and science-based professional studies or disciplines of specialised nature—will receive more generous financial support. The number of scholarships awarded across all categories in 2001 was 5,624 (1,390 in 1995).

[Source: WDE]

“The University of Botswana (UB) obtains both its capital and recurrent budgets through the rolling national development plans and the annual budget cycle. In the last decade, the university has constructed facilities for 4 major faculties (science, humanities, social sciences, and education) and is currently planning a major complex for its faculty of engineering. The 240-student graduate student village is probably the best such facility south of the Sahara. Until 1999-2000, the university under-spent its budget by more than \$4 million dollars a year (or nearly 10% of the budget). This was due to salary savings

caused by unfilled vacancies. In 1999-2000, significant salary increases eroded this surplus. The “government subvention” to the university has increased significantly each year. In 1998-99, it was approximately \$40 million, which was increased to \$50 million in the following year. Approximately 20% of the university’s annual budget has been raised from tuition fees and other revenue (mainly from the refectory, residences, and bookstore). The average cost per student per year of \$6,000 is highly subsidized. In 2000, UB’s assets were valued at approximately \$150 million. A new UB Foundation has been established to seek funds from the private sector to support new initiatives at the university.

The main contribution to tertiary education by private institutions is in the field of business and computer studies, with key international players being Damelin from South Africa and NIIT from India. In 2001, a small group of private entrepreneurs will open the first private tertiary institution in Botswana in Francistown. They hope to attract people forced to retire at 60 who still have a lot to contribute to the development of the nation through education and training. The new college will begin by offering foundation year courses, particularly in the sciences.” [Source: Sheldon G. Weeks, *African Higher Education: An International Reference Handbook* (Damtew Teferra and Philip. G. Altbach, eds., Indiana University Press, 2003), pp. 180-194.]

BURKINA FASO

Lois et autres règlements fondamentaux relatifs à l'éducation

La **loi d'orientation de l'éducation**, qui confirme la priorité à l'éducation de base, a été adoptée le 19 mai 1996 par l'Assemblée des députés du peuple (ADP) et décrétée au mois de juin de la même année. Cette loi fondamentale fixe les grandes orientations scolaires et professionnelles et détermine la structure du système éducatif et les différents ordres d'enseignement. Elle fixe également les règles qui doivent régir le fonctionnement des différentes structures et précise en outre, le contenu général des cursus scolaires et les exigences professionnelles, médicales et éthiques requises pour exercer la profession d'enseignant.

Le **décret n° AN/VIII-184** du 26 février 1991 régit l'enseignement privé, prévoyant des cahiers de charges pour les fondateurs et diverses commissions de suivi et de contrôle. Parmi d'autres textes législatifs récents on peut citer : le **décret n° 99-254/PRES/PM/MEBA** du 20 juillet 1999 portant adoption d'un Plan décennal de développement de l'éducation de base 2000-2009 ; le **décret n° 2001-178/PRES/PM/MEBA** du 2 mai 2001 portant adoption du Plan d'augmentation de l'efficacité du système d'éducation de base ; le **décret n° 2001-143/PRES/PM/MEBA/MEF** du 24 avril 2001 portant approbation des statuts des écoles nationales des enseignants du primaire (ENEP) ; et l'**arrêté n° 2003-054/MESSRS/SG/DGESG/DGESTP** portant règlement intérieur des établissements d'enseignement secondaire.

Le Conseil des ministres du 3 juillet 1991 décidait de la restructuration de l'université de Ouagadougou (créée par ordonnance n° 74/031/PRES/EN de 19 avril 1974). Cela a été matérialisé par le **décret n° 91-0346** de 17 juillet 1991. Ainsi, il est créé au sein de l'université cinq facultés, trois instituts et une école. Le Conseil des ministres du 29 juillet 1994 décidait de la création du Centre universitaire polytechnique de Bobo (CUPB) et celle de l'Ecole normale supérieure de Koudougou (ENSK). Les statuts particuliers de l'université de Ouagadougou ont été approuvés par le **décret n° 86-081/CNR** du 12 mars 1986. Ces statuts traitent de l'organisation administrative et financière de l'université. La Constitution en son article 18 reconnaît le droit à l'éducation, à l'instruction et à la formation à tout citoyen burkinabé. La scolarité obligatoire couvre la tranche d'âges de 6 à 16 ans, de la première année de l'enseignement primaire à la classe de troisième du secondaire soit une scolarité de dix ans.

Administration et gestion du système d'éducation

Le **Ministère de l'enseignement de base et de l'alphabétisation de masse (MEBA)**, et le **Ministère des enseignements secondaire, supérieur et de la recherche scientifique (MESSRS)** gèrent le système éducatif. La tutelle de l'enseignement préscolaire revient au **Ministère délégué à l'action sociale et de la solidarité nationale** (précédemment le

Ministère de l'action sociale et de la famille). L'alphabétisation est assurée par le **Ministère délégué à l'alphabétisation et à l'éducation non formelle**, ainsi que par certaines structures (ONG) et ministères (santé, agriculture, environnement, etc.). Elle regroupe : la formation des jeunes agriculteurs (FJA) ; les Centres permanents d'alphabétisation et de formation (CPAF) ; les Centres d'éducation de base non formels (CEBNF).

À côté du système formel d'éducation et de formation technique, il existe des structures en charge de la formation professionnelle au sein des deux départements ministériels. À ce titre le MEBA assure la formation des enseignants du primaire dans les Écoles nationales des enseignants du primaire (ENEP) qui sont au nombre de cinq et le MESSRS abrite l'École normale supérieure de Koudougou (ENSK) qui forme les enseignants du secondaire, les encadreurs pédagogiques du primaire et du secondaire. Au niveau national, la Direction de l'enseignement de base assure l'organisation administrative et pédagogique de l'enseignement du premier degré ou enseignement de base. Le directeur de l'enseignement de base est assisté d'un chef de service de l'enseignement public et d'un chef de service de l'enseignement privé laïc et confessionnel. Le directeur préside différentes commissions (commission de l'enseignement du premier degré, commission paritaire de mutation, commission des examens et concours professionnels...) et réunit en conférence annuelle les inspecteurs et chefs d'établissements de formation pédagogique ainsi que la conférence annuelle des conseillers pédagogiques itinérants de l'enseignement du premier degré.

Le Burkina Faso est divisé en cinquante-deux **circonscriptions** d'enseignement du premier degré dirigées par des inspecteurs de l'enseignement primaire secondés par des conseillers pédagogiques itinérants, ceux-ci pouvant faire fonction d'inspecteurs en cas de besoin. Les **inspecteurs** instruisent toutes les affaires relatives aux écoles primaires, organisent des stages à l'intention des maîtres, assurent le contrôle et l'animation pédagogiques, président les commissions d'examens et de concours scolaires, examinent les propositions de promotion, de redoublement ou d'exclusion des élèves, etc.

Les écoles sont dirigées par des instituteurs et institutrices ou, à défaut, par des instituteurs adjoints ou des institutrices adjointes. Le **directeur de l'école** assure la bonne marche de son établissement, dirige et conseille ses adjoints et peut assister à leur classe. Le **conseil des maîtres**, qui réunit sous la présidence du directeur tous les maîtres, a pour but d'étudier en commun toutes les questions qui concernent la vie pédagogique de l'école, sa situation matérielle et morale. Il se réunit obligatoirement au début de l'année scolaire et à la fin de chaque trimestre. Il se réunit également chaque fois que les circonstances l'exigent et ses décisions sont obligatoirement soumises à l'approbation de l'inspecteur de l'enseignement du premier degré.

La loi portant Code des Collectivités Territoriales affirme la compétence des communes en matière de construction, d'acquisition et de gestion des écoles primaires, des centres d'alphabétisation et des Centres d'éducation de base non formelle

L'enseignement du second degré est administré presque de la même façon que celui du premier degré. Il est sous la responsabilité de deux directeurs : le directeur de l'enseignement secondaire général et le directeur de l'enseignement secondaire technique dont dépendent respectivement les directeurs et chefs d'établissements de ces catégories d'enseignement dispensé dans des établissements publics et privés.

Dans l'ensemble il faut noter que le système d'administration et de gestion de l'éducation a subi, depuis 1987, une décentralisation au niveau des trente provinces que compte le pays. Les **Directions régionales et provinciales** de l'enseignement de base et de l'alphabétisation de masse assurent les mêmes tâches que celles de l'administration centrale mais à des dimensions réduites. Elles sont dirigées par des professeurs de l'enseignement du second degré ou par des inspecteurs de l'enseignement primaire qui, dans certains cas, cumulent les fonctions de directeur provincial et de chef de circonscription de l'enseignement de base. Au niveau de Ministère des enseignements secondaire, supérieur et de la recherche scientifique cette décentralisation est assurée par trente **Coordinations provinciales** placées sous l'autorité de certains chefs d'établissements (professeurs de lycées et collèges) cumulativement avec leurs tâches de responsables d'établissement.

L'enseignement supérieur public se structure autour de l'Université de Ouagadougou qui reste le pôle principal à côté des centres assez récents de Bobo-Dioulasso (Centre universitaire polytechnique de Bobo – CUPB) comprenant l'Institut universitaire de technologie (IUT), l'Institut de développement rural (IDR), l'Ecole supérieure d'informatique (ESI) et l'Ecole normale supérieure de Koudougou (ENSK). Il est organisé selon trois types d'établissements : les facultés, les grandes écoles et les instituts de formation de courte durée. Selon les disciplines on aura affaire à un, deux ou trois cycles de formation, chacun pouvant être sanctionné par un diplôme.

L'université nationale a un statut d'établissement public à caractère administratif (EPA) comprenant : un conseil d'administration ; une assemblée d'université ; un conseil d'université. L'accès en faculté est subordonné à l'obtention du bac de l'enseignement secondaire ou son équivalent ou à l'admission à l'examen spécial d'entrée à l'Université de Ouagadougou. La voie d'accès à l'ENSK reste spécifique en ce sens qu'elle s'insère dans le cadre des concours de la fonction publique, et que la formation qui y est assurée est professionnelle. La plupart des établissements de l'enseignement supérieur fonctionnent sur le principe des études longues comportant la division en cycle : le premier cycle de deux ans aboutit au diplôme d'études universitaires générales (DEUG) ; le second cycle de deux ans aboutit à la licence puis à la maîtrise ; le troisième cycle de trois ans, selon l'ancien système français, aboutit au diplôme d'études approfondies (DEA) puis au doctorat de troisième cycle et au doctorat d'Etat. Les instituts fonctionnent selon le principe des cycles courts de deux ou trois ans conduisant à un diplôme professionnel : certificat d'études professionnelles, diplôme universitaire de technologie (DUT), etc. L'Université de Ouagadougou offre des possibilités de formation de troisième cycle dans plusieurs filières (économie, droit, médecine, chimie, mathématiques, biologie, linguistique).

Ces dernières années un certain nombre d'établissements d'enseignement supérieur privé dans le domaine technique ont été créés. Il s'agit de : l'Institut supérieur d'informatique de gestion (ISIG), qui a ouvert ses portes en 1992 et prépare au diplôme de brevet de technicien supérieur en informatique en deux ans ; le Centre d'études et de la formation en informatique de gestion (CEFIG), créé en 1990, prépare au brevet de technicien supérieur en informatique de gestion en deux ans ; l'Ecole supérieure des sciences appliquées (ESSA), créée en 1996, forme des jeunes titulaires du bac et plus dans les domaines des sciences et de gestion ; l'Ecole des sciences et techniques informatiques du Faso (ESTIF), créée en 1996, prépare au diplôme de technicien

supérieur en informatique ; l'Institut de bijouterie-joaillerie du Burkina et de l'Ouest Africain (IBOA), créé en 1996, prépare au diplôme de maîtrise. En 1996-1997 les cinq établissements accueillent environ 500 étudiants. A côté de l'enseignement supérieur privé laïc, il y a les établissements d'enseignement supérieur confessionnel : le Grand séminaire de Koumi (qui a ouvert ses portes en 1993) forme des futurs prêtres en sept ans (deux ans de philosophie, quatre ans de théologie sanctionné par le bac théologique et un an de stage pastoral) ; et le Grand séminaire Saint Jean de Wayalgé (Ouagadougou), créé en 1977, forme également des futurs prêtres dans les mêmes conditions qu'à Koumi.

L'attribution des bourses se confond avec l'orientation des étudiants : la sélection des étudiants boursiers et leur orientation par discipline est faite par la Commission nationale d'orientation et des bourses dont la Direction des bourses et des stages (DBES) au sein du MESSRS. La DBES transmet les dossiers des candidats à la Commission qui fait la sélection sur la base d'un certain nombre de critères parmi lesquels l'âge du candidat, les notes obtenues au bac suivant la filière, le revenu des parents, etc. Il existe plusieurs catégories de bourses (complète, demi-bourse, un tiers de bourse).

Le financement de l'éducation

Le financement du système éducatif est assuré par plusieurs sources, compte tenu de la demande d'éducation de plus en plus forte et des contraintes financières dues à la nécessité de développer d'autres secteurs jugés prioritaires par l'Etat. Ainsi l'on note une participation conjointe de l'Etat, des parents, des Associations des parents d'élèves et d'organismes internationaux. La part de l'Etat au financement de l'éducation porte sur l'émolument du personnel, l'équipement (presque insignifiant depuis 1983 en matériel et fournitures scolaires et didactiques), et enfin sur les transferts courants (bourses des élèves issus de couches sociales défavorisées, etc.). L'intervention des parents et des associations des parents d'élèves porte sur les constructions scolaires et les coûts sociaux de l'éducation. Enfin les organismes internationaux et les organismes non gouvernementaux interviennent également dans les constructions et équipements scolaires et au niveau de certains aspects sociaux de l'éducation.

Au niveau du budget de l'Etat affecté au secteur, une très importante partie est absorbée par les charges salariales. La part des parents d'élèves dans les charges scolaires, en dehors de leur participation aux différentes constructions scolaires sous forme d'investissement humain et de cotisations, varie au niveau de l'enseignement de base de 25,1 % à 38 % suivant les classes, et au niveau de l'enseignement du second degré elle est de 24,5 % à 33,3 % dans les campagnes, et de 30,8 % à 36,6 % dans les villes.

En 2001 les ressources publiques affectées au secteur de l'éducation représentaient 21,6 % des dépenses publiques et 2,8 % du PIB. En 2004, 6,84 % du budget national a été alloué au MESSRS et 13,92 % au MEBA.

[Source: WDE]

« L'évolution des indicateurs budgétaires révèle une priorité accordée au secteur de l'éducation. Cependant les allocations au MEBA sur ressources propres, demeurent faibles. Elles varient entre 8,56% et 10,46% durant la période 2001 à 2004. Sur le budget

global du MEBA, 86,81% vont dans les dépenses courantes de fonctionnement tandis que seulement 13,19% sont consacrées aux investissements/équipements en 2002. Dans l'ensemble, l'éducation non formelle, connaît une évolution positive de son budget qui passe de 4,73% en 2001 à 7,91% en 2005. » [Source : MEBA. *Plan décennal de développement de l'éducation de base. Phase II, 2008-2010*. Avril 2007.]

BURUNDI

Lois et autres règlements fondamentaux relatifs à l'éducation

Il existe un recueil des lois et règlements scolaires publié en octobre 1991 concernant les niveaux primaire et secondaire de l'éducation. Ce recueil distingue les actes législatifs des actes réglementaires. Pour ce qui est des actes législatifs, le **décret-loi n° 1/025** du 13 juillet 1989 portant sur la réorganisation de l'enseignement au Burundi fixe le cadre organique du système éducatif et constitue la principale référence en matière de législation scolaire à tous les niveaux. A côté de cette référence principale, il existe deux autres références à savoir la **loi n° 1/14** du 25 mai 1983 sur les grades académiques et la loi du 14 juillet 1959 sur l'équivalence entre les certificats d'études secondaires, post-secondaires et supérieurs et les grades académiques entre le Zaïre, le Rwanda et le Burundi.

S'agissant des actes réglementaires, il faut distinguer : a) les actes réglementaires de portée générale, qui concernent la réorganisation du Ministère de l'éducation scindé en deux ministères (de l'enseignement supérieur et de la recherche scientifique, par **décret n° 100/181** du 29 novembre 1988 ; et de l'enseignement primaire et secondaire par **décret n° 100/186** du 29 novembre 1988, tous deux issus de l'ancien Ministère de l'éducation nationale), la création d'une Commission d'équivalence des diplômes et titres universitaires, la création du Comité de coordination des activités pédagogiques ; b) les actes réglementaires régissent l'enseignement primaire, comme ceux relatifs à la création du cadre des inspecteurs primaires, à l'institution et à l'organisation du concours national d'admission à l'enseignement secondaire ; c) les actes réglementaires concernant l'enseignement secondaire, comme celui qui régit le fonctionnement et l'organisation des établissements d'enseignement secondaire public ; d) la réglementation de l'enseignement supérieur, effectuée par diverses ordonnances de nomination des membres de la commission d'orientation de l'enseignement supérieur ; e) la réglementation de l'enseignement privé ; f) les actes réglementaires relatifs aux services d'appui.

Le **décret-loi n° 1/025** du 13 juillet 1989 portant réorganisation de l'enseignement au Burundi prévoyait dans le cadre de l'éducation de base non formelle un enseignement préprimaire dénommé l'enseignement maternel. Pour concrétiser cette préoccupation, le **décret n° 100/054** du 19 août 1998 portant organisation du Ministère de l'éducation nationale et le **décret n° 100/011** du 18 janvier 2002 portant réorganisation du Ministère de l'éducation nationale ont vu le jour, le premier ayant mis en place le Département de l'enseignement préscolaire dont l'une des missions est de d'organiser et de coordonner les activités de l'enseignement préscolaire public et privé, et le deuxième confiant l'enseignement formel au Ministère de l'éducation nationale.

Le **décret n° 100/132** du 30 septembre 2004 assigne à l'Inspection de l'enseignement les missions spécifiques suivantes : i) assurer l'inspection pédagogique des écoles publiques et privées notamment par le contrôle de la bonne application des contenus des programmes, des principes méthodologiques et de l'existence et l'utilisation des supports didactiques existants et de la pertinence des évaluations formatives ; ii) assurer l'inspection administrative et financière des écoles tant publiques que privées par

le contrôle des normes spécifiques de gestion des ressources humaines et financières et la tenue régulière des documents administratifs et comptables d'usage ; iii) participer en étroite collaboration avec les bureaux pédagogiques à la formulation des curricula et à la conception des manuels scolaires et autres outils pédagogiques ; iv) participer à la conception des programmes de formation continue des enseignants et mener toute autre étude susceptible de contribuer à l'amélioration pédagogique et administrative du système éducatif ; v) évaluer les élèves et écoliers par l'organisation des tests de connaissance et de compétence, ainsi qu'à travers les tests et examens nationaux de fin de cycle.

La Constitution du 13 mars 1992 a été suspendue le 25 juillet 1996 par le nouveau régime transitoire pour être remplacée par le décret-loi n° 1/001/96 du 13 septembre 1996 portant sur l'organisation du système institutionnel de transition. Depuis 1998, le décret-loi de 1996 porte le nom de **Acte constitutionnel de transition**. Ce texte reprend dans l'ensemble les dispositions de la Constitution de 1992 relatives aux droits de l'homme et à la langue. Selon l'article 10 la langue nationale est le Kirundi ; les langues officielles sont le Kirundi et les autres langues déterminées par la loi. L'article 34 reconnaît que les parents ont le droit et le devoir d'éduquer et d'élever leurs enfants, et qu'ils sont soutenus dans cette tâche par l'État : « Tout citoyen a droit à l'égal accès à l'instruction, à l'éducation et à la culture. L'État a le devoir d'organiser l'enseignement public. Toutefois, le droit de fonder les écoles privées est garanti dans les conditions fixées par la loi ».

En plus des actes législatifs et réglementaires, l'Etat a signé respectivement avec l'Eglise catholique et l'Eglise adventiste des conventions portant sur les modalités de collaboration et de coopération dans le domaine de l'éducation, respectivement le 28 février 1990 et le 14 décembre 1990. En ce qui concerne l'enseignement supérieur, il existe un recueil des lois et textes réglementaires relatifs à la reconnaissance et l'équivalence des diplômes, titres scolaires et universitaires, élaboré par le Département de l'enseignement supérieur en 1994.

La gratuité de la scolarité dans le primaire, introduite par le nouveau Président de la République, est applicable dès la rentrée de septembre 2005.

Administration et gestion du système d'éducation

Qu'il s'agisse de l'enseignement primaire, secondaire ou supérieur, l'administration est très centralisée. Très peu de pouvoirs de décision sont délégués aux niveaux régional, local et au niveau de l'école.

Toutes les directives et les règlements sont conçus par l'administration centrale des ministères ayant l'éducation dans leurs attributions : le Ministère de l'éducation, de l'enseignement de base et de l'alphabétisation des adultes et le Ministère de l'enseignement supérieur et de la recherche scientifique (depuis 1998, uniquement le **Ministère de l'éducation nationale et de la culture**). Pour ce qui est des nominations et des affectations, y compris celles des enseignants, elles sont du ressort de l'autorité centrale, qui tient compte souvent des propositions de l'administration régionale, locale et celle des écoles. Le contrôle pédagogique et administratif est effectué par les services compétents qui relèvent directement du cabinet du Ministre. La formation initiale et continue du personnel de l'éducation est également organisée par l'autorité centrale qui se

base sur les avis des services utilisateurs et bénéficiaires. Les ressources matérielles et financières nécessaires à l'oeuvre d'éducation sont décidées par l'autorité centrale eu égard aux besoins présentés par l'administration provinciale, locale et des écoles.

Toutefois, dès lors que les orientations générales ont été fixées, l'administration provinciale, locale et même les écoles disposent d'une certaine autonomie quant à la mise en oeuvre de certaines mesures. A ce sujet, certains services sont même déconcentrés au niveau régional et local pour plus d'efficacité, c'est le cas de l'**Inspection de l'enseignement** qui comprend : une Inspection principale de l'enseignement de base, quatre Inspections régionales de l'enseignement secondaire (IRES) et un Bureau d'appui à l'enseignement privé (BAEP). De même, les partenaires éducatifs, en l'occurrence les parents d'élèves, sont de plus en plus associés à certaines décisions concernant l'éducation de leurs enfants. L'**Association nationale des parents d'élèves** a un rôle de plus en plus important. Une meilleure concertation entre l'autorité centrale (tutélaire) et les associations des Parents qui ont déjà initié des écoles privées est développée. Enfin, les **directeurs d'écoles**, à travers les différents conseils, pour des questions d'administration et de gestion journalière en matière de discipline par exemple, sont autorisés à prendre des mesures préventives sans s'en référer à l'autorité centrale ou régionale.

Concernant l'Université du Burundi, elle est sous tutelle administrative du Ministre. Elle garde cependant son autonomie de gestion, dirigée par un recteur et un vice-recteur avec des collaborateurs directs sur le plan académique scientifique et administratif. Un Conseil d'administration dirige l'administration et la gestion de l'université, pour ce qui est de la politique générale ; la gestion quotidienne étant du ressort du recteur et du vice-recteur.

Il existe d'autres ministères qui organisent des enseignements. Il s'agit du **Ministère de l'intérieur** qui organise et gère l'Ecole nationale de police (ENAPO) pour la promotion d'agents et d'officiers de la police de sécurité publique. Le **Ministère de la justice** organise une formation d'officiers et d'inspecteurs de la police judiciaire des parquets. Le **Ministère de la santé publique** a dans ses attributions l'enseignement paramédical pour la formation des infirmières, infirmiers et l'Institut national de santé publique dont les infrastructures sont déjà en place. Le **Ministère de la défense nationale** organise et dirige l'Institut supérieur des cadres militaires (ISCAM) pour la formation des officiers ainsi que les Ecoles des sous-officiers (ESO). Le **Ministère des transports, postes et télécommunications** organise des cycles de formation dans le domaine des postes, des télécommunications et de l'aéronautique. Le rôle des organisations non gouvernementales (ONG) est particulièrement significatif au niveau de l'enseignement de base non formel, spécialement dans le cadre de l'alphabétisation des adultes. Une mention spéciale est faite aux congrégations religieuses qui jouent un rôle appréciable dans la scolarisation des jeunes non scolarisés et déscolarisés ainsi que dans l'alphabétisation des adultes pour appuyer le gouvernement.

L'enseignement supérieur au Burundi est principalement organisé dans la seule université publique du pays, l'Université du Burundi. D'autres ministères organisent un enseignement de niveau supérieur, comme le Ministère de la défense nationale (Institut supérieur des cadres militaires – ISCAM), le Ministère de l'intérieur (Ecole nationale de police – ENAPO), le Ministère de la justice, qui organise un formation d'inspecteurs et des officiers de la police judiciaire des parquets, et le Ministère de la santé. Pour les

domaines dont l'enseignement n'est pas organisé sur place ou dans le cadre de la coopération bilatérale et multilatérale, les étudiants effectuent les études à l'étranger. La gestion du système d'enseignement supérieur se caractérise par une autonomie des établissements, notamment dans la gestion des ressources financières. L'Université du Burundi est la seule institution d'enseignement supérieur public dotée d'une organisation juridique, administrative et de gestion financière fiable. Elle est placée sous la tutelle du Ministère de l'éducation. Elle est sous la direction d'un Conseil d'administration, d'un recteur et d'un vice-recteur. L'Université a en son sein deux établissements dotés eux aussi d'une gestion financière autonome, par souci de décentralisation. Il s'agit de la Régie des œuvres universitaires et du Centre hospitalo-universitaire de Kamenge (CHUK).

Les budgets de la Régie des œuvres universitaires et du CHUK sont inclus dans un budget d'ensemble avec celui de l'Université du Burundi qui est constitué par : les subsides de l'Etat ; les revenus des biens dont elle est propriétaire ; les contributions financières et autres provenant de la coopération bilatérale et multilatérale ; les dons et legs ; les rémunérations ou revenus provenant des travaux, des études et des recherches effectuées par l'université sur demande des personnes publiques ou privées ; les droits payés par les étudiants au titre de frais d'inscriptions aux cours et autres. Ce budget est divisé en deux parties : le budget de fonctionnement et le budget d'investissement. Le budget de fonctionnement est réparti en six catégories : les dépenses liées au volet pédagogique (charges liées à la réalisation des enseignements autres que celles du personnel) ; les dépenses allouées à la recherche (charges liées à la réalisation des programmes de la recherche) ; les dépenses allouées au ressources humaines (charges liées aux coûts du personnel enseignant et de la recherche, y compris le coût de la formation des formateurs) ; les dépenses allouées aux frais généraux et de structure (charges administratives courantes et charges du personnel administratif) ; les dépenses pour les activités sociales et de logistique de l'université ; les dépenses allouées à l'achat du matériel et fournitures médicales pour le CHUK. Le budget d'investissement de l'Université du Burundi est prévu dans le programme des dépenses publiques. Le déblocage des fonds se fait par tranche annuelle. L'université jouit d'une autonomie de gestion de son budget et de son patrimoine. Le recteur est le principal gestionnaire. Pour les établissements comme l'Institut supérieur des cadres militaires ou l'Ecole nationale de police, la gestion est assurée par les ministères de tutelle. La majeure partie du budget des établissements privés d'enseignement supérieur est supportée par les parents.

En ce qui concerne le personnel enseignant, Aux niveaux primaire et secondaire, il existe un système de formation en cours d'emploi assuré, en ce qui concerne le cycle primaire, par le Bureau d'éducation rurale (BER), et pour le secondaire et l'enseignement technique par le Bureau d'études des programmes de l'enseignement secondaire, par le Bureau d'études de l'enseignement technique (BEET) et par le Bureau d'études des programmes de l'enseignement secondaire (BEPES). Les stages organisés par le BER concernent tout le personnel enseignant du primaire (les inspecteurs, les directeurs et les enseignants) et se déroulent généralement dans des centres régionaux de pédagogie et de documentation (CRPD) au nombre de quinze. Ils sont dans tout le pays et créés à cette fin. Les stages à l'intention des enseignants du secondaire peuvent se déroulent également dans ces centres, mais en pratique ils se déroulent au sein du BEPES ou du BEET. Ces formations ont pour objectif soit de rendre plus compétents les enseignants dans les matières qu'ils dispensent ou alors de les initier à de nouvelles méthodes et techniques d'enseignement. Les enseignants du secondaire peuvent également bénéficier de stages de longue durée à l'étranger.

Les conditions de travail et d'emploi sont déterminées par le statut de la Fonction publique, qui n'accorde pas d'avantages particuliers au personnel enseignant. Il n'y a pas de ségrégation basée sur le sexe quant aux conditions de travail et d'emploi, le principe étant qu'à diplôme égal, les conditions de recrutement et de rémunération sont les mêmes. Les recrutements ne se font pas sur concours, mais sur dossiers, et les affectations respectent autant que possible les préférences des candidats au poste d'enseignant en ce qui concerne les localités et eu égard aux besoins en personnel des différentes écoles. Les chefs d'établissements primaires et secondaires sont choisis dans le personnel enseignant du niveau concerné, mais là encore, il n'existe pas de critères objectifs préétablis pour accéder à ce genre de promotion. La promotion des enseignants vers d'autres carrières administratives (chefs de zones, administrateurs de communes, gouverneurs de provinces, ministres) est assez fréquente eu égard au nombre élevé de qualification par rapport à d'autres corps de métiers.

L'enseignement privé au niveau primaire et secondaire est régi par l'ordonnance ministérielle n° 620/254 du 8 août 1990. Aux termes de cette ordonnance, l'objectif de l'enseignement privé est de participer aux efforts du gouvernement en matière d'éducation et de formation. En dehors des écoles confessionnelles et consulaires, les établissements scolaires privés sont créés et organisés par des personnes physiques ou morales privées (associations ou fondations) jouissant de la personnalité juridique. L'autorisation d'ouverture d'une école privée est soumise à un certain nombre de conditions, à savoir : répondre aux critères d'honorabilité et d'autres valeurs humaines nécessaires pour l'éducation et la formation ; présenter l'ordonnance d'octroi de personnalité civile et celle d'agrément des représentants légaux ; justifier des moyens humains, matériels et financiers capable d'assurer l'enseignement préconisé ; disposer des infrastructures salubres et décentes ainsi que des équipements nécessaires à cette formation ; justifier d'un matériel didactique adéquat ; présenter clairement les objectifs et les programmes de formation ; présenter des statuts conformes aux objectifs d'enseignement et d'éducation préconisé en précisant notamment les organes administratifs de l'école ; fournir la preuve des moyens suffisants pour le démarrage de l'école. La requête d'autorisation doit être déposée au plus tard le 31 décembre de l'année d'ouverture proposée.

Une commission consultative pour l'enseignement privé, présidé par l'inspecteur général de l'enseignement, vérifie si les conditions d'ouverture sont remplies et se prononce sur toute question relative à l'enseignement privé soumise par le Ministre. L'agrément d'une école privée est accordé suite à une réussite de l'action de formation et doit être sollicité avant la fin du cycle de formation de la première promotion. Selon la disponibilité des moyens, l'Etat peut encourager l'enseignement privé notamment en octroyant éventuellement des subsides, en encadrant gratuitement l'action pédagogique, la prise en charge partielle ou totale des frais du personnel enseignant.

Au niveau de l'enseignement primaire, la politique en matière de livres scolaires est de fournir un livre pour deux élèves pour les matières dont le programme prévoit un livre par élève (kirundi et français) et de procurer un fichier du maître pour toutes les autres matières. Mais les manuels scolaires sont insuffisants, le ratio étant compris entre 1 livre pour 4 écoliers et 1 livre pour 8 écoliers pour ceux qui sont disponibles. En dehors des autres matériels indispensables comme les cartes murales, les planches didactiques, les dictionnaires pour les langues étrangères, on ne peut pas à proprement parler de

l'existence d'autres moyens d'instruction. Les ordinateurs, les moyens audiovisuels sont quasiment inexistantes dans les écoles, et là où ils existent, leur exploitation à des fins pédagogiques n'est pas très significative.

Pour l'enseignement secondaire et technique, on peut là aussi considérer que les livres sont insuffisants, puisque deux élèves se partagent en principe un livre par matière, et que le rythme de production des livres n'a pas suivi celui de la multiplication des écoles. Pour les autres moyens d'instruction, la plupart d'établissements d'enseignement secondaire et technique disposent d'un ensemble télévisuel qui peut être exploité à des fins d'enseignement. Que ce soit au niveau primaire, secondaire et technique, les livres sont subventionnés par l'Etat.

Au niveau primaire, la production de manuels scolaires se fait entièrement sur place, de la conception à la distribution, en passant par la fabrication, et cela grâce à la subvention de l'Etat, à la contribution des parents (environ 1/2 dollar EU par élève par an) et l'aide bilatérale et multilatérale. Au niveau de l'enseignement secondaire et technique, quelques titres sont produits sur place, mais l'essentiel des manuels qui y sont utilisés sont importés, essentiellement de Belgique et de France.

Le financement de l'éducation

La répartition des dépenses publiques de l'éducation selon les sources de financement apparaît ainsi aux différents niveaux. Le niveau central est représenté par le Ministère de l'éducation et autres ministères. Il existe le niveau provincial-régional et le niveau municipal et local. Quatre sources de financement peuvent être distinguées pour les dépenses publiques de l'éducation. Ainsi, l'Etat finance jusqu'à 55 % des dépenses totales, l'aide extérieure 33 %, les familles 10 % et les communes 2 %.

Au niveau de l'enseignement primaire, l'Etat finance presque exclusivement les salaires du personnel, dont 90 % sont des enseignants. La participation des familles est divisée en dépenses de fournitures scolaires (72 %), en dépenses pour la construction d'écoles (9 %) et en droit d'inscription (19 %). L'aide extérieure concerne essentiellement la construction et l'équipement de salles de classe ainsi que l'assistance technique. Les communes participent aux constructions des salles de classe.

Au niveau de l'enseignement secondaire et technique, la participation de l'Etat concerne essentiellement trois rubriques qui sont par ordre d'importance : les dépenses du personnel (68 % du budget ordinaire) ; l'entretien des élèves internes (26 % du budget ordinaire) ; quelques équipements financés sur le Budget extraordinaire d'investissement (BEI).

Dans les collèges communaux, l'Etat finance les dépenses du personnel enseignant et administratif, mais ne finance pas les dépenses pour le personnel de maintenance (veilleurs, etc.), elles sont prises en charge par la commune. Comme dans le primaire, les familles financent les fournitures scolaires individuelles. En outre, elles doivent parfois supporter les dépenses de transport, notamment dans les centres urbains. Le droit d'inscription est beaucoup plus élevé que dans le primaire.

Exception faite du Programme alimentaire mondial (PAM) qui aide à fournir l'alimentation des élèves internes, l'aide extérieure concerne les constructions, les réhabilitations et les équipements, ainsi qu'une assistance technique importante dans les bureaux pédagogiques et dans les établissements. Les communes, lorsqu'elles en possèdent un, participent à toutes les dépenses relatives aux collèges communaux, notamment aux dépenses de construction et d'équipement mais parfois également aux dépenses de fonctionnement.

L'Etat (52 %) et l'aide extérieure (48 %) assurent la quasi totalité du financement de l'enseignement supérieur. Les étudiants non boursiers doivent financer eux-mêmes les droits d'inscription et éventuellement les contributions aux oeuvres universitaires (restauration, logement, transport) mais ils sont peu nombreux. L'université et la Régie des œuvres universitaires (ROU) ont une gestion financière autonome et reçoivent de l'Etat des subventions. L'aide extérieure est concentrée dans la mise à disposition de coopérants et l'octroi de bourses d'études et de stages à l'étranger.

Le gouvernement consacre actuellement (2004) environ 15 % du budget national au secteur de l'éducation. Le budget ordinaire affecté à ce secteur est distribué à peu près comme suit sur trois paliers de l'enseignement : 40% pour l'enseignement de base; 30,6% pour l'enseignement secondaire général, pédagogique, communal et technique ; 29,4% pour l'enseignement supérieur. Les salaires du personnel absorbent à eux seuls plus ou moins 95 % des dépenses de fonctionnement de base. Peu ou presque pas de moyens sont consacrés à l'achat de l'équipement et du matériel scolaire. La contribution des parents au financement de l'enseignement primaire représente environ 5 % des dépenses totales. Les dépenses pédagogiques courantes sont couvertes, grâce à cette contribution qui intervient également dans la production des livres scolaires. En outre cette même contribution assure le fonctionnement des administrations de l'enseignement primaire pour lesquelles l'Etat ne concède plus de budget de fonctionnement.

[Source: WDE]

CAMEROON

Lois et autres règlements fondamentaux relatifs à l'éducation

Le cadre juridique général de l'éducation est fixé par la **loi d'orientation de l'éducation n° 98/004** du 14 avril 1998. Cette loi concerne les deux sous-systèmes éducatifs (anglophone et francophone) et s'applique aux enseignements maternel, primaire, secondaire général, technique ainsi qu'à l'enseignement normal. L'enseignement primaire est obligatoire.

L'enseignement privé est actuellement régi par la **loi du 17 décembre 1987** et le décret du 9 novembre 1990 (texte d'application). La **loi n° 005 du 16 avril 2001** portant orientation de l'enseignement supérieur détermine les orientations fondamentales de l'enseignement supérieur et fixe les règles générales d'organisation, de fonctionnement, de gestion, de financement et de contrôle des institutions supérieures d'enseignement et de formation post-secondaires, tant publiques que privées.

Parmi d'autres règlements fondamentaux relatifs à l'éducation on peut citer : le décret du 5 décembre 2000 portant statut particulier du corps des enseignants ; le décret présidentiel du 19 février 2001 portant organisation des établissements scolaires publics et fixant les attributions des responsables de l'administration scolaire ; l'arrêté ministériel du 16 février 2001 portant organisation du système d'évaluation et des examens de passage ; l'arrêté ministériel portant réforme du *First School-leaving Certificate* et l'arrêté ministériel portant réforme de l'examen de Certificat d'études primaires élémentaires.

Selon la loi n° 96/06 du 18 janvier 1996 portant révision de la constitution du 2 juin 1972, l'Etat assure à l'enfant le droit à l'instruction ; l'enseignement primaire est obligatoire ; l'organisation et le contrôle de l'enseignement à tous les degrés sont des devoirs impérieux de l'Etat.

Administration et gestion du système d'éducation

Le système d'éducation camerounais comprend les secteurs formel, non formel et informel. Le secteur formel était placé sous la responsabilité de deux départements ministériels : le Ministère de l'éducation nationale et le Ministère de l'enseignement supérieur. Le Ministère de l'éducation nationale a été réorganisé par les décrets n° 95/041 du 7 mars 1995 et n° 2002/004 du 4 janvier 2002. Actuellement (2006) le système éducatif est géré par le **Ministère de l'éducation de base**, le **Ministère des enseignements secondaires**, le **Ministère de l'emploi et de la formation professionnelle** et le **Ministère de l'enseignement supérieur**.

Placée sous l'autorité d'un Inspecteur général des enseignements, l'**Inspection générale des enseignements** est chargée : de la définition des grandes orientations

pédagogiques et de la conception des programmes des enseignements ; de la coordination, de la supervision, du suivi et de l'évaluation des activités dévolues aux inspections générales de pédagogie ; du suivi des activités des structures chargées des examens et des concours ; du contrôle et de l'évaluation du système éducatif en liaison avec l'Inspection générale d'administration ; de l'adaptation permanente de la pédagogie à l'évolution de la science ; de l'application de la politique gouvernementale en matière de manuels scolaires et autres outils didactiques ; et de la coopération avec les universités et les écoles de formation. Elle comprend : des Inspections générales de pédagogie ; une Cellule des études ; et le Centre national d'appui à l'action pédagogique. Les **Inspections pédagogiques provinciales** sont chargées d'une mission permanente d'encadrement, d'animation, et de contrôle pédagogiques. L'Inspection d'arrondissement ou de district est responsable de la gestion et du fonctionnement des établissements de l'enseignement primaire et maternel dans son arrondissement ou district.

La Direction des examens et concours du Ministère de l'éducation nationale est chargée entre autres : de la supervision générale de l'organisation des examens et des concours de l'enseignement primaire, normal et secondaire non régis par le *General Certificate of Education Board* et l'Office du Baccalauréat ; du suivi et de l'évaluation du déroulement des examens, en liaison avec les Délégations provinciales de l'éducation nationale.

Placée sous l'autorité d'un Délégué provincial, la **Délégation provinciale de l'éducation nationale** est investie d'une mission permanente et générale d'information, de coordination pédagogique, de synthèse et de gestion administrative de l'ensemble du personnel et des structures de la province relevant du Ministère. A ce titre, elle est spécialement chargée de la coordination et de l'animation à l'échelon de la province des activités pédagogiques des enseignements, maternel, primaire, secondaire et normal; et de l'application des programmes et méthodes d'enseignement définis par le Ministère de l'éducation. Placée sous l'autorité d'un Délégué départemental assisté d'un conseiller pédagogique pour l'enseignement primaire et maternel, d'un conseiller pédagogique pour l'enseignement secondaire général et d'un conseiller pédagogique pour l'enseignement technique et professionnel, la **Délégation départementale** est investie d'une mission permanente et générale de synthèse, d'information et de coordination pédagogique et administrative.

Le **Conseil de l'enseignement supérieur de la recherche scientifique et technique** assiste l'Etat dans l'élaboration et la mise en œuvre de la politique de l'enseignement supérieur.

Le secteur non formel relève du Ministère des affaires sociales, du Ministère des sports et de l'éducation physique, et du Ministère du travail et de la sécurité sociale. Le secteur informel est couvert par les Ministères de la culture et de la communication. Le **Ministère des sports et de l'éducation physique** est chargé entre autres de l'éducation physique et sportive dans tous les établissements scolaires publics et privés, ainsi que de l'éducation populaire. Il assure également le contrôle et animation des centres de jeunesse. Le **Ministères des affaires sociales** est chargé entre autres de la protection sociale de l'enfance, des familles, des personnes âgées et des handicapées ainsi que du contrôle des écoles de formation des personnels sociaux.

Ces derniers sont encadrés à l'Institut camerounais de l'enfance de Bétamba, aux Centres d'accueil et d'orientation (CAO) de Bépanda (Douala) et de Maroua, à l'Institut Borstal

de Buéa, dans les Home-Ateliers de New-Bell (Douala) et dans les Centres d'éducation en milieu ouvert. Le **Ministère de l'agriculture et du développement rural** dispense une éducation non formelle à travers les Centres d'éducation et d'actions communautaires de la cellule de l'enseignement et de la formation. Les mécanismes de coordination de ces différents ministères sont assurés par les services du Premier ministre.

[Source: WDE]

« Le gouvernement a institué en 2001/2002 les conseils d'écoles/d'établissements chargés de la supervision, du conseil, du contrôle et de l'évaluation du fonctionnement de l'école. Les universités d'Etat, quant à elles, disposent de Conseil d'Administration assumant les mêmes responsabilités. De l'enquête PETS (Public Expenditures Tracking Survey) réalisée en 2004 visant à évaluer l'effectivité de la participation des communautés dans la gestion des écoles, collèges et lycées, il ressort qu'en 2001-2002 : 91,7% des écoles primaires ont eu leur budget approuvé par le conseil d'école et ce pourcentage s'est accru à 93,6% en 2003 ; 98,7% des établissements secondaires ont tenu leur conseil d'établissement au moins une fois. Il y a cependant lieu de relever que malgré l'engouement des parents, leur manque de formation constitue un sérieux handicap pour le suivi des activités de l'établissement scolaire. De plus, la non diffusion des subventions allouées à l'établissement ne permet pas à tous les membres du conseil de s'assurer de l'utilisation appropriée desdites ressources. Au niveau des universités, la participation effective des partenaires de l'université, les milieux socioprofessionnels en particulier, à la gestion de l'université reste encore limitée et inégale. D'autre part, sur le plan pratique, les différents acteurs se plaignent d'une concentration excessive des moyens et de la prise de décision au niveau des services communs (Rectorat) de l'université. » [Source: République du Cameroun. *Document de stratégie sectorielle de l'éducation*. S.d., probablement 2005.]

« Au niveau du primaire, la mise en œuvre du paquet minimum destiné à appuyer la gratuité décidée par les pouvoirs publics, a donné lieu à des résultats mitigés du fait de son arrivée tardive, de sa qualité souvent approximative et de son insuffisance quantitative. Dans l'ensemble, les taux de possession des manuels scolaires par les élèves sont faibles : à l'exception des manuels de français et de mathématiques possédés respectivement par 7 élèves sur 10 et 6 élèves sur 10, les autres manuels sont possédés par seulement 3 élèves sur 10. Pour les manuels autres que ceux sus-mentionnés, les élèves ont davantage recours aux ouvrages usagés. L'analyse des disparités provinciales révèle que dans les provinces anglophones, la possession du manuel de langue n'est élevée que du fait du recours préférentiel à ceux usagés. Quant aux maîtres, la lacune dans la possession du guide du maître est plus importante : 1 maître sur 2 possède un guide en français ; 3 maîtres sur 10, celui de mathématique, 1 sur 10, celui de sciences. De fait, l'absence d'une politique nationale affirmée des manuels scolaires et des matériels didactiques a pour conséquences un monopole dans leur édition et distribution jusqu'à une date récente, une indisponibilité caractérisée des manuels combinée à des coûts prohibitifs, l'insuffisance de spécialistes des manuels scolaires.

Si dans l'enseignement secondaire général le manuel scolaire est disponible, la situation est très différente dans l'enseignement technique et professionnel où les manuels sont non seulement inadaptés mais rares et très coûteux. Concernant les niveaux d'études supérieures, le mauvais état général dû au manque de moyens, malgré quelques exceptions (Université de Buéa), des centres de documentation et des bibliothèques universitaires rend les étudiants entièrement dépendants du cours dispensé par

l'enseignant, les privant ainsi de toute autonomie d'apprentissage et de toute possibilité d'élaboration d'une méthodologie de travail personnel sans laquelle on ne peut parler d'enseignement supérieur. » [Source: République du Cameroun. *Document de stratégie sectorielle de l'éducation*. S.d., probablement 2005.]

« Au niveau du primaire, on dénombre trois catégories d'enseignants : les fonctionnaires, les IVAC (instituteurs vacataires) et les maîtres des parents. Si les deux premières citées ont reçu une formation initiale appropriée, les derniers sont recrutés localement par les APE (rémunérés pour la plupart à moins de 20 000 FCFA par mois et sur 9 mois uniquement). Ce sont généralement des diplômés de l'enseignement secondaire (BEPC, Probatoire, BAC) sans formation pédagogique. Les passerelles entre ces différents statuts ne sont pas explicites ou tout au moins sont purement formelles.

Dans l'enseignement privé, les enseignants sans qualification sont majoritaires (56,61% contre 13,8% dans le public). Ce qui montre que le secteur privé souffre plus du manque de qualification des enseignants. Dans le secondaire et dans le sous-système formation professionnelle, une situation similaire est observée et est aggravée par l'instabilité de ces personnels. Au niveau du supérieur, force est de constater que le nombre d'enseignants de rang magistral dans les universités d'Etat est faible. On compte au total 233 professeurs et maîtres de conférences.

En ce qui concerne la maîtrise des effectifs et dont de la masse salariale, les divers recensements effectués dans les ministères en charge de l'éducation indiquent des écarts considérables entre les personnels rémunérés par l'Etat et les effectifs dénombrés sur le terrain. Cette carence proviendrait de la centralisation excessive de la prise de décision en ce qui concerne l'affectation et le paiement des personnels. L'une des conséquences est la répartition non rationnelle des enseignants entre les établissements et les filières d'enseignement à tous les niveaux du système éducatif (primaire, secondaire, supérieur). C'est ainsi que dans le primaire, où une étude a été effectuée, il n'existe presque pas de relation objective entre le nombre d'élèves et le nombre d'enseignants d'une école. » [Source: République du Cameroun. *Document de stratégie sectorielle de l'éducation*. S.d., probablement 2005.]

Le financement de l'éducation

Au cours de l'exercice 2000-2001, le Ministère de l'éducation a consacré 72 % de son budget d'investissement aux constructions, réhabilitations et équipements scolaires (50 % en 2003, du fait de la baisse du budget global de l'Etat). S'agissant du budget de fonctionnement, plus de 90 % des dépenses sont affectées au personnel. Quant aux subventions allouées aux six universités d'Etat, elles ont augmenté de 1,234 milliards de FCFA en 1998-1999 à 9,697 milliards en 2001-2002.

Par décret n° 93-026 du 9 janvier 1993, tous les établissements universitaires jouissent d'une autonomie de gestion. Si ceci est vrai pour les affaires académiques et administratives, la gestion financière elle, n'est pas autonome, car les établissements publics continuent à dépendre des subventions allouées par l'Etat, et des participations aux frais de scolarité payées par les étudiants.

[Source: WDE]

« S'agissant des ressources publiques pour l'éducation, elles sont fonction d'une part du montant global du budget de l'Etat et d'autre part des arbitrages opérés tant au niveau du Gouvernement que du Parlement. En termes courants et de façon globale, les dépenses publiques pour l'éducation ont pratiquement doublé entre 1990 et 2002. Si on les compare aux recettes de l'Etat, elles connaissent cependant une forte restriction puisque, si elles représentaient environ 22 % au début des années 90, elles sont aujourd'hui tout juste au niveau de 16 %. En proportion des dépenses de l'Etat, on observe entre 1990 et 2001 une légère amélioration sur la base des dépenses totales (de 15,2 % en 1990 à 17,4 % en 2001) et une quasi stabilité sur la base des dépenses courantes (de 18,8 % en 1990 et 19,1 % en 2001). Cette impression de stabilité globale de l'effort du pays pour son système éducatif est d'une certaine façon corroborée par le fait que les dépenses publiques exprimées en pourcentage du PIB du pays sont passées d'un chiffre compris entre 3,3 et 3,4 sur les années 1990 à 1993 au chiffre de 3,2 % du PIB en 2001. On retrouve toutefois la dynamique identifiée par ailleurs d'une dégradation substantielle entre le début et le milieu des années 90 (les dépenses publiques ne représentent que 1,7 % du PIB du pays en 1996 suite à la contraction des salaires des fonctionnaires) suivie d'une reprise progressive mais peu significative.

La contribution de l'Etat au financement de l'éducation est relativement faible (15 % des dépenses publiques en 2005). Celle des parents est en revanche très importante. En 2002, 30 % des personnes qui enseignent dans les écoles primaires publiques sont des «maîtres des parents». Si on ajoute les enseignants payés de fait par les usagers dans les écoles primaires privées (23 % des effectifs du primaire sont dans le secteur privé qui est très faiblement subventionné), ce sont au total plus de 40 % des enfants du primaire qui ont un maître rémunéré par les parents. L'enquête de ménages (ECAM 2001) montre que les dépenses privées des familles correspondent à 44 % des dépenses totales engagées pour la scolarisation primaire.

Sur l'ensemble du système en 2001, le montant des dépenses courantes d'éducation s'élève à 415 milliards de Fcfa, à raison de 182 milliards pour l'Etat, soit 43,85% et 233 milliards pour les ménages, soit 57,15%. Au regard de ce qui précède, il se dégage que : la part du budget consacrée à l'éducation (15%) reste loin en deçà de ce qui se fait dans les pays d'égal niveau de développement au nôtre et dont la part du budget consacrée à l'éducation se situe en moyenne à 20% ; les ménages supportent l'essentiel des dépenses d'éducation. La distribution des dépenses publiques d'éducation entre niveaux d'enseignement se présente comme suit : enseignement maternel ou préscolaire : 4% ; enseignement primaire : 37% ; enseignement secondaire : 44 % ; enseignement supérieur : 15 % . » [Source: République du Cameroun. *Document de stratégie sectorielle de l'éducation*. S.d., probablement 2005.]

CAPE VERDE

Leis e outros regulamentos fundamentais relativos à educação

Lei nº 103/III/90 de 29 de dezembro, em nova redação dada pela **Lei nº 113/V/99** de 18 de outubro: **Lei de Bases do Sistema Educativo**, que define os princípios fundamentais da organização e funcionamento do sistema, incluindo o ensino público e o privado.

Lei Orgânica do MECD, aprovada pelo **Decreto-lei nº 25/2001** de 5 de novembro, que resultou do início de funções do Governo da atual Legislatura (VI), que estrutura a organização e funcionamento do Ministério da Educação, Cultura e Desporto de forma a assegurar a execução cabal do programa do Governo nos domínios de educação, cultura e desporto. **Decreto-regulamentar nº 4/98** de 27 de abril, que regula o funcionamento das Delegações do MECD.

Portaria nº 50/87 de 31 de agosto, que regulamenta a organização administrativa e pedagógica dos estabelecimentos de ensino secundário. **Resolução nº 21/97** de 7 de abril, que concede autonomia administrativa e financeira aos estabelecimentos públicos de ensino secundário na gestão das propinas e emolumentos. **Decreto-lei nº 17/97** de 21 de abril, que regula o regime de propinas e emolumentos no ensino secundário.

Decreto-legislativo nº 10/97 de 8 de maio, na nova redação dada pelo **Decreto-legislativo nº 7/98** de 28 de dezembro: aprova o Estatuto do pessoal docente dos estabelecimentos públicos de educação pré-escolar, básica, secundária, da alfabetização e da educação de adultos. **Decreto-regulamentar nº 16/99**: regulamenta os concursos de ingresso e acesso às categorias do pessoal docente do ensino não superior, em regime de nomeação. **Decreto-lei nº 49/96** de 18 de novembro, que atribui suplementos remuneratórios ao pessoal docente nas condições previstas na lei.

Portaria nº 11/97 de 24 de março: fixa o montante dos suplementos remuneratórios inerentes ao exercício da função docente, contemplando nomeadamente a remuneração devida ao docente pela acumulação das suas funções com as de outro impedido (art. 3º), bem como a compensação pela prestação do serviço extraordinário (art. 4º), sendo esta última uma questão analisada em conformidade com o disposto no Estatuto do pessoal docente (que no seu art. 52º estabelece o limite de horas extras por semana que, em princípio, é de 4 horas, salvo autorização especial) e na **Lei nº 44/V/98**, que no seu art. 15º estabelece como limite mensal de remuneração por horas-extra um terço do vencimento correspondente. **Portaria nº 6/97** de 17 de fevereiro: regulamenta o novo sistema de avaliação dos alunos do ensino secundário geral e técnico (1º e 2º ciclos). **Decreto-regulamentar 10/2000**: regula a avaliação de desempenho do pessoal docente.

Administração e gestão do sistema educativo

O Ministério da Educação, Cultura e Desporto (MECD, hoje o **Ministério da Educação e Valorização dos Recursos Humanos–MEVRH**) compreende órgãos centrais, serviços

centrais e serviços de base territorial. São órgãos centrais do MECD: Secretaria Geral; Conselho do MECD; Conselho Nacional da Educação.

O Ministério da Educação integra serviços centrais de: Estudos e Planeamento, Concepção, Execução e Coordenação; Inspeção-Geral da Educação; Apoio. No exercício das suas funções, o Ministro da Educação é apoiado por um Secretário Geral encarregado de:

- Gerir questões estratégicas ou especiais do MEVRH, por determinação do Ministro.
- Orientar, coordenar e acompanhar a execução de medidas e políticas da competência do MEVRH, designadamente: assegurar a integração, coordenação e acompanhamento dos serviços centrais e das atividades do MEVRH; determinar a elaboração de estudos no que se refere ao funcionamento do Ministério; divulgar estudos, publicações e informações respeitantes ao MEVRH; assegurar o relacionamento com os Delegados do MEVRH.
- Exercer os poderes de orientação e superintendência sobre a Direção de Administração e Finanças, a Direção de Recursos Humanos, a Direção de Património e Equipamentos Educativos e a Direção de Rádio Educativa, Educação à Distância e Novas Tecnologias de Educação.

Na dependência do Secretário-Geral, funcionam os seguintes serviços de apoio do MEVRH:

- Serviços de Gestão, distribuídos pela Direção de Administração e Finanças, Direção dos Recursos Humanos e Direção de Património e Equipamentos Educativos;
- Serviço de Rádio e Novas Tecnologias Educativas.

A Direção de Administração e Finanças é responsável pelo apoio técnico-administrativo em assuntos comuns a todos os serviços do MEVRH e pela gestão financeira do Ministério.

A Direção de Recursos Humanos é o serviço central encarregado de assegurar a gestão dos recursos humanos afectos aos diferentes serviços e organismos do MEVRH. A Direção de Património e Equipamentos Educativos é o serviço central que se ocupa da gestão dos edifícios e demais infraestruturas, assim como dos bens móveis do MEVRH, nomeadamente equipamentos escolares e outros materiais pedagógicos.

A Direção da Rádio e Novas Tecnologias Educativas é o serviço central encarregado da divulgação de informações e programas sobre o desenvolvimento do sistema educativo nas suas diversas vertentes e de comunicação com a sociedade sobre as políticas governamentais.

O Gabinete de Estudos e Planeamento (GEP), é o serviço central de estudos e apoio técnico especializado na concepção, planeamento, elaboração e seguimento das políticas que o MEVRH deve levar a cabo, nos seus vários domínios, bem como de recolhimento, sistematização e divulgação de informações sobre matérias relacionadas com as finalidades e atribuições do Ministério.

O MEVRH compreende serviços de concepção, execução e coordenação nas áreas de: formação superior, ciência e tecnologia, ensino básico e secundário, alfabetização e

educação de adultos. São serviços centrais nas áreas de formação superior, ciência e tecnologia, a Direção de Formação e Qualificação de Quadros e a Direção de Ciência e Tecnologia, que se agrupam na Direção-Geral do Ensino Superior e Ciência. A Direção de Formação e Qualificação de Quadros é um serviço central que funciona através da aplicação de uma política coerente de bolsas de estudo, de acordo com as necessidades de desenvolvimento do país.

São serviços centrais nas áreas do ensino básico e secundário, a Direção da Educação Pré-escolar e Básica; a Direção do Ensino Secundário Geral; e a Direção do Ensino Secundário Técnico. São incumbências deste setor a organização e o funcionamento dos estabelecimentos de ensino e de formação dos diversos sub-sistemas de ensino de nível não superior. A Direção da Educação Pré-escolar e Básica é o serviço que superintende na orientação e coordenação dos estabelecimentos de educação pré-escolar e básica. A Direção do Ensino Secundário Geral é o serviço que superintende na orientação e coordenação dos estabelecimentos de ensino secundário geral. A Direção do Ensino Secundário Técnico é o serviço central com funções de concepção, orientação e coordenação do ensino secundário técnico.

A Direção-Geral da Alfabetização e Educação de Adultos é o serviço central encarregado de coordenar, promover e apoiar as atividades de alfabetização e pós-alfabetização numa perspectiva de universalização da educação de base e de formação de jovens e adultos para a vida ativa. A Direção-Geral da Alfabetização e Educação de Adultos integra e dirige superiormente os Centros Conselheiros de Alfabetização e Educação de Adultos.

O MEVRH compreende serviços de inspeção e fiscalização nas áreas de: alfabetização e educação de adultos, educação pré-escolar e básica e ensino secundário; ensino superior e ciência. A **Inspeção-Geral da Educação** é o serviço central com funções de acompanhamento e fiscalização pedagógica, técnica, administrativa e financeira das atividades e estabelecimentos da educação pré-escolar, da educação básica e secundária e de alfabetização e educação de base. Para a prossecução integral das suas funções, a Inspeção-Geral se organiza em **Núcleos de Inspeção Educativa (NIE)**, nos termos definidos por despacho do Ministro. A Inspeção-Geral da Educação se articula com os serviços de inspeção das finanças e da administração pública e outros organismos públicos vocacionados, podendo ser criados, nesse âmbito, grupos de inspeção, nos termos definidos por despacho conjunto dos membros do Governo interessados. Até a criação de uma Inspeção para os diferentes níveis de ensino, as funções de inspeção e fiscalização do ensino superior serão exercidas, cumulativamente, pela Direção-Geral do Ensino Superior e Ciência, em colaboração com a Inspeção-Geral da Educação.

Os serviços de base territorial do MEVRH são órgãos descentralizados que têm por missão a prossecução dos objetivos do Ministério na respectiva área de intervenção. São serviços de base territorial do MEVRH, as **Delegações** do Ministério. Em cada conselho, haverá uma Delegação do MEVRH, podendo igualmente ser criadas, por portaria, Delegações com poder de intervenção em dois ou mais conselhos. As Delegações podem funcionar como serviços desconcentrados dos Institutos, Fundos e Serviços Autônomos sob tutela do Ministro da Educação, se assim for determinado por despacho deste. Cada Delegação é chefiada por um Delegado com a categoria de Diretor de Serviço, o qual poderá ser coadjuvado por um Delegado-Adjunto nos conselhos com mais de 20.000 habitantes, nos termos fixados por portaria conjunta dos Ministros da

Educação e das Finanças e Planejamento. Na área de cada Delegação funcionam os estabelecimentos do ensino secundário e as escolas do ensino básico, estas agrupadas em pólos educativos. A gestão pedagógica e administrativa dos estabelecimentos do ensino secundário é assegurada pelos seguintes órgãos: Conselho Diretivo; Conselho Pedagógico; e Conselho de Disciplina.

O Conselho Diretivo é o órgão de direção e de execução, no estabelecimento de ensino, das diretrizes emanadas superiormente. O Conselho Diretivo pode, porém, deliberar, salvaguardando sempre a competência específica de Conselho Pedagógico em matéria de orientação pedagógica. O diretor do estabelecimento de ensino é por ele direta e imediatamente responsável em todos os planos. Ele representa a escola. O sub-diretor pedagógico tem como função principal a orientação e o controle do processo de ensino-aprendizagem, nomeadamente, controlar o cumprimento dos programas das diferentes disciplinas, controlar o cumprimento da avaliação, através de revisão das provas elaboradas pelos professores, fazer análises dos resultados das avaliações para a tomada de medidas que se impõem e garantir ajuda dos professores com dificuldades docentes.

As escolas do ensino básico agrupam-se em **Pólos Educativos**, cujos regimes de direção, administração e gestão são feitos em conformidade com o artigo 17º da Lei de Bases do Sistema Educativo. Os órgãos de direção, administração e gestão dos Pólos Educativos são o Conselho do pólo Educativo, a Direção e o Núcleo Pedagógico. O Conselho de Pólo é o órgão de coordenação dos diferentes setores da comunidade responsável pela orientação das atividades com vistas ao desenvolvimento global e equilibrado da educação na zona educativa. É constituído por três representantes do corpo docente, um representante do pessoal não docente e três representantes dos pais e encarregados de educação. A Direção é o órgão da administração e gestão do Pólo Educativo, responsável perante os serviços centrais e regionais do Ministério da Educação, pela materialização das políticas educativas, tendo em vista níveis de qualidade de ensino que satisfaçam as aspirações da comunidade escolar. A Direção é constituída pelo Gestor do Pólo, que poderá ser auxiliado, no exercício das suas funções, por um dos seus adjuntos.

O ensino privado é regulamentado pelo Decreto-lei n.º 17/96 de 3 de junho. É atualmente ministrado no nível básico e secundário em mais de 20 estabelecimentos autorizados pelo Ministério da Educação, para um total de 4.247 alunos, conforme dados fornecidos pelas escolas, relativos ao ano de 2000/2001. O ensino privado tem um caráter de complementaridade, atendendo, sobretudo, aos alunos que abandonam o ensino público por perda de direito de permanência no sistema. O ensino privado abarca ainda a quase totalidade dos jardins de infância das zonas urbanas. Em relação ao ensino superior, Cabo Verde registou a sua primeira Universidade (a Universidade Privada Jean-Piaget) no ano letivo de 2000/2001, na Praia.

Conforme o texto legal referido, o ensino privado pode ser ministrado por pessoas físicas, por cooperativas ou instituições coletivas privadas, incluindo as organizações religiosas. Cabe ao Estado, no âmbito da política educativa, apoiar pedagógica, técnica e financeiramente os estabelecimentos de ensino privado, através de celebração de contratos de Associação e de patrocínio onde existam carências de escolas públicas. Em contrapartida, as escolas privadas deverão seguir as orientações gerais da política educativa governamental, de forma a garantir as mesmas condições para ambos o ensino público e privado. O departamento governamental responsável pela área de Educação

poderá, ainda, na formação de docentes, incorporar, no ensino público, professores do ensino privado.

O corpo docente é, essencialmente, recrutado do ensino público, em regime de acumulação e com prévia autorização do Ministério da Educação e parecer favorável do diretor do estabelecimento de ensino público. As instituições reconhecidas pelo Ministério estão submetidas ao controle permanente das autoridades administrativas. O controle é feito nos seguintes âmbitos: formas de recrutamento de corpo docente; conformidade das instalações físicas da escola; regularidade dos programas de estudo; respeito à legislação escolar e às instruções oficiais. Uma vez autorizado o funcionamento da instituição, a administração da escola passa a ser de inteira responsabilidade dos seus fundadores. O funcionamento das escolas privadas deve seguir os mesmos princípios dos estabelecimentos públicos de ensino. Os programas de ensino, a carga horária e o ritmo escolar são os mesmos para os dois tipos de instituição. Além disso, as escolas privadas têm o mesmo calendário de provas e férias que as públicas.

[Source: WDE]

“A educação pré-escolar caracterizava-se em 2000/01 por possuir uma rede de Jardins de Infância disseminada por todos os concelhos do país enquadrando cerca de 19800 crianças. A maioria destas crianças pertencia ao grupo etário dos [4-5] anos, atingindo-se uma taxa de cobertura, para as crianças com 4 anos, de 70,5%. A gestão da Educação Pré-Escolar era efectuada, para a grande maioria das instituições, pelas Câmaras Municipais (55% do total), pela OMCV (16%), pelas organizações religiosas (11%) e pelas entidades privadas (7,5%). As restantes entidades, como as ONG's, o ICS e a Cruz Vermelha geriam apenas 10,5% do total dos Jardins de Infância. Nos últimos anos, o sector tem sofrido alguma instabilidade com o termo da ajuda ao pré-escolar por parte de algumas ONG's e organizações de cooperação, passando a gestão de um grande número de jardins de infância para a alçada das Câmaras Municipais sem que para tanto tivessem sido tomadas as necessárias medidas de apoio.” [Source: MERVH. *Plano estratégico para a educação*. Praia, fevereiro 2003.]

O financiamento da educação

A participação média do orçamento da educação no Orçamento Geral tem evoluído nos últimos anos, situando-se em 17,71% em 1997, 16% em 1998, 19,1% em 1999 e elevando-se para 20,7% no ano 2000.

O orçamento do Ministério da Educação representava no ano 2000, 54% do orçamento total do Ministério, uma percentagem ligeiramente inferior ao ano anterior, o que reflete uma certa contenção das despesas de funcionamento face ao gastos de investimento. Por outro lado, o orçamento de funcionamento continua a ser destinado, na sua quase totalidade, às despesas com pessoal (91,5%) e inteiramente financiado por recursos internos.

Contrariamente ao previsto, o orçamento de investimentos de 2000 foi financiado em apenas 27,1% com recursos de financiamento externo, incluindo a Ajuda Alimentar e Donativos (7,5%, não inclui os projetos geridos fora do PPIP) e empréstimos (19,6%),

sobretudo dos Países Baixos, Luxemburgo, Portugal, Banco Mundial, Banco Africano do Desenvolvimento e União Européia, estes últimos a financiar fundamentalmente os espaços e os equipamentos escolares.

No período que antecede a 2000, o engajamento do financiamento externo no total do orçamento foi o seguinte: 27,6% em 1996, 16,9% em 1997, 25,2% em 1998, e 25,5% em 1999, percentagens integralmente afectas aos programas de investimentos. Esta tendência permite fixar, de maneira razoável, uma estrutura de financiamento de 75% para o Tesouro e 25% para o financiamento externo. A execução orçamentária foi de praticamente 100%, enquanto que o orçamento de investimentos ficou muito aquém dos valores previstos, situando-se a taxa de realização dos valores liquidados em apenas 39,75%.

É de se salientar o fraco engajamento dos parceiros externos na concessão de donativos. Com efeito, de um montante previsto de 1.203.920 contos, foram realizados apenas 59.760 contos (não inclui os projetos geridos fora do PPIP). A taxa de execução situou-se, assim, em cerca de 5%. A contrapartida da Ajuda Alimentar prevista – AAL (73.144 contos) também não ultrapassou a taxa de execução de 47%. Os desembolsos dos empréstimos programados (757.284 contos) foram efetuados com muita dificuldade e representaram apenas 32,5% do previsto. A execução das contrapartidas e despesas assumidas diretamente pelo Tesouro situou-se na margem dos 82%. Assim, dos cerca de 1.113.413 contos, foram liquidados cerca de 910 mil.

Os principais indicadores económicos da educação em Cabo Verde durante a segunda metade da década de 1990 evidenciam uma estabilidade absoluta em termos dos gastos públicos consagrados ao desenvolvimento educativo. Se tivermos em conta que em 1999 o Governo direccionou ao setor educativo 18,33% do total dos seus gastos, conclui-se que o esforço público consagrado a este setor continua a ser muito elevado, tanto do ponto de vista interno quanto externo. Com efeito, a educação regista a taxa mais elevada do conjunto do setor social, triplicando os gastos do setor da saúde e representando 48,5% do total dos gastos com o setor económico.

Em termos de custo unitário, o ensino público representa 23,04% do PIB per capita, o que equivale a dizer que, em média, cada cabo-verdiano contribui de forma indireta com 23,04% dos rendimentos obtidos no país para garantir o nível de ensino público atual, ou seja, cerca de 28.413 contos, ou o equivalente a US\$250 (não inclui ainda as despesas gastas pelas coletividades locais nem a cooparticipação das famílias – esta avaliada para ensino básico e secundário em 16.557 ECV ou seja US\$145, em 1999). Este esforço é financiado entre 25-30% (no ano 2000, por razões conjunturais, representou apenas 21,3%), pelos parceiros do desenvolvimento, sendo cerca de 17-20% através de empréstimos concessionários. Percebe-se, assim, que o esforço público em torno da educação em Cabo Verde é elevado, mas a grande questão que se coloca é se ele é suficiente para garantir as linhas estratégicas e o nível da qualidade do ensino que se pretende, de forma a inserir Cabo Verde no contexto de uma economia de exportação de serviços competitiva. O ensino básico e secundário absorvem, diretamente, mais de 89,14% dos custos de funcionamento (há que considerar ainda os custos indiretos de funcionamento, ainda que sua relevância seja mínima), sendo as Delegações responsáveis por 69,97% das despesas e os liceus e escolas secundárias, por 19,17%. O ensino superior no país consumiu apenas 4,31% das despesas.

[Source: WDE]

CENTRAL AFRICAN REPUBLIC

Lois et autres règlements fondamentaux relatifs à l'éducation

En accédant à l'indépendance, la République centrafricaine a hérité de l'appareil éducatif monté par l'autorité coloniale constitué d'un secteur public et d'un secteur privé, essentiellement confessionnel. Depuis lors, un certain nombre de lois et de règlements ont été adoptés pour réglementer le secteur éducatif. Par ordre chronologique il s'agit de :

La **loi n° 62/316** du 9 mai 1962 et son **décret d'application n° 63/071** du 5 février 1963 portant unification de l'enseignement : le secteur privé est supprimé. L'Etat seul a dorénavant la charge de l'éducation sur l'ensemble du territoire national.

L'**ordonnance n° 69/0063** du 12 novembre 1969 portant création de l'Université de Bangui et le **décret n° 85/264** du 28 août 1985 portant statuts de l'Université.

L'**ordonnance n° 72/040** du 12 mai 1972 abroge la loi du 9 mai 1962 ainsi que son décret d'application : l'enseignement privé laïc est rétabli.

Le **décret n° 72/147** du 12 mai 1972 autorise la création d'établissements privés d'enseignement laïc.

L'**ordonnance n° 84/031** du 14 mai 1984 portant organisation de l'enseignement réitère les principes généraux relatifs au droit d'accès à la source du savoir, à la gratuité de l'enseignement et à l'obligation de fréquentation scolaire, et définit les différents niveaux d'enseignement et leur organisation respective.

La **Convention de partenariat** conclu le 12 Janvier 1997 entre l'Etat et la Conférence épiscopale centrafricaine : accorde le rétablissement de l'enseignement catholique sur l'ensemble du territoire (reprise progressive des anciens établissements et création des nouveaux).

L'**arrêté n° 0026** du 23 avril 1997 fixant les conditions d'ouverture des établissements privés d'enseignement.

La **loi n° 97/014** du 10 décembre 1997 portant orientation de l'éducation, cadre juridique qui organise la politique du secteur éducatif.

Le **décret n° 070** du 13 avril 2000 portant organisation et fonctionnement du Ministère de l'éducation nationale et fixant les attributions du ministre.

L'enseignement fondamental 1, d'une durée de six ans, est obligatoire jusqu'à l'âge de 15 ans.

Administration et gestion du système d'éducation

L'administration centrale du **Ministère de l'éducation nationale** est structurée autour de deux organes, le Cabinet du ministre et le Secrétariat général. Depuis 1986, le Cabinet ministériel de l'éducation nationale a été fortement renforcé. Il a pour mission le pilotage du système éducatif conformément aux textes en vigueur. Le cabinet est placé sous l'autorité d'un chef de cabinet, nommé par arrêté du ministre. Il comprend trois chargés de mission responsables de : la coordination, de l'administration et des finances ; l'enseignement et de la formation ; le suivi des projets et des relations avec les organisations interministérielles et les partenaires de l'éducation.

Au cabinet ministériel sont rattachés un certain nombre d'organismes de contrôle, de réflexion, de supervision ou de conception. Ce sont : l'Inspection générale de l'éducation nationale, la Commission nationale pour l'UNESCO, l'Institut national de recherche et d'action pédagogiques, le Conseil supérieur de l'éducation et la Mutuelle des assurances scolaires centrafricaines. Le Cabinet assiste le ministre dans sa mission de mise en application de la politique générale du gouvernement en matière d'éducation, d'enseignement et de formation. L'action du ministre est relayée par le Secrétariat général, chargé de l'administration du système éducatif.

Le Secrétariat général est un organe d'exécution de plein droit, placé sous l'autorité d'un secrétaire général, responsable de l'administration générale du système éducatif. Celui-ci est chargé sous l'autorité du ministre de l'exécution de la politique nationale d'éducation, d'enseignement et de formation, et plus particulièrement de coordonner, de superviser, d'animer les activités des services techniques placés sous son autorité. Organe de liaison et de centralisation, il a pour mission d'établir des relations internes et de faire la synthèse des activités du département dont il dresse à la fin de chaque année un rapport au ministre. Le secrétaire général a sous son autorité directe quatre directions générales et huit inspections académiques.

La **Direction générale de l'éducation nationale** regroupe tous les services qui concourent à la distribution des enseignements de différents niveaux et ceux qui ont à charge l'organisation des examens et concours. Elle est chargée d'organiser et de développer les cycles d'enseignements, de veiller au fonctionnement des établissements scolaires et au bon déroulement des examens et concours. Elle a de même à charge la promotion de toute action susceptible d'améliorer le rendement des enseignants, la qualité et l'efficacité de l'éducation. Le directeur général de l'éducation nationale a sous son autorité quatre directions et un centre de formation : la Direction de l'éducation préscolaire et de l'enseignement fondamental 1 ; la Direction des enseignements fondamental 2 et secondaire général, technique et professionnel ; la Direction des examens et concours scolaires et professionnels ; la Direction de l'éducation des adultes ; le Centre de formation et de production artisanal.

La **Direction générale de l'administration et des finances** est l'organe de gestion des personnels et des moyens communs. Elle est chargée de la supervision et de la coordination des actions des services techniques placés sous son autorité. Le directeur général de l'administration et des finances dispose de trois directions : la Direction des ressources humaines et du matériel ; la Direction du budget, de la comptabilité et du contrôle ; la Direction des constructions, des équipements et de la gestion du patrimoine scolaire.

En tant qu'organe d'études d'ordre général, pédagogique et technique, la **Direction générale des études, des analyses prospectives, de l'évaluation, de la planification, des statistiques et de la carte scolaire** est chargée de l'exécution des études, recherches et évaluations nécessaires à la mise en œuvre de la planification des besoins de l'éducation. Le directeur général a sous son autorité trois directions : la Direction des études et des analyses prospectives ; la Direction de l'évaluation, de l'information et de l'orientation scolaire et professionnelle ; la Direction de la planification, des statistiques et de la carte scolaire.

Créée récemment, la **Direction générale de l'enseignement privé et de la promotion du partenariat éducatif** a pour mission de promouvoir le secteur privé de l'éducation et de renforcer le partenariat entre les acteurs du système éducatif. Le directeur général dispose de deux directions placées sous son autorité : la Direction de l'enseignement privé et la Direction de la promotion du partenariat éducatif.

L'administration régionale et locale est organisée autour de huit **Inspections académiques** basées à Bangui, M'Baïki, Bouar, Bossangoa, Bambari, Bangassou, Kaga-Bandoro et N'Délé. La circonscription de l'Inspection académique de Bangui s'étend sur les huit arrondissements de la capitale, tandis que celles de province recouvrent deux à trois préfectures. L'inspecteur d'académie représente le ministre dans sa zone de juridiction. Il inspecte les écoles publiques et privées, contrôle la gestion administrative et financière des établissements publics, surveille les méthodes pédagogiques, organise et proclame les résultats de certains examens nationaux. Il est de même chargé de la gestion des moyens mis à sa disposition pour le fonctionnement des services et des établissements de sa circonscription (moyens humains, financiers et matériels). L'inspecteur d'académie dresse au début et à la fin de chaque année scolaire un rapport sur les activités des services placés sous sa supervision, à savoir les circonscriptions scolaires, les centres pédagogiques régionaux et les administrations des établissements du fondamental 2 et du secondaire. Les Inspections de l'enseignement fondamental 1 sont placées sous l'autorité d'un chef de circonscription scolaire nommé par arrêté du ministre parmi les inspecteurs de l'enseignement fondamental 1. La circonscription scolaire correspond au territoire d'une préfecture.

Le **chef de circonscription scolaire** a un rôle à la fois administratif (gestion des moyens humains, matériels et financiers mis à sa disposition et dont il est chargé de la répartition et de la bonne utilisation dans les services et les établissements) et pédagogiques (contrôle de la bonne exécution des programmes et des volumes horaires des enseignements, animation et inspection pédagogiques). Le chef de circonscription scolaire relève hiérarchiquement de l'inspecteur d'académie à qui il adresse au début et à la fin de chaque année scolaire, un rapport de synthèse sur l'état et le fonctionnement des établissements scolaires de sa zone de juridiction.

En tant qu'organes de promotion de la compétence pédagogique, les **Centres pédagogiques régionaux** sont chargés de l'organisation et de l'exécution des animations pédagogiques à l'intention des enseignants du fondamental 1. Ils ont aussi à charge la production et la diffusion de certains matériels didactiques. Ils concourent à l'amélioration de la compétence des enseignants par des actions de formation continue au bénéfice des maîtres recrutés localement par les Associations des parents d'élèves (APE) ou les collectivités, et par la formation initiale accélérée des instituteurs.

L'administration des établissements scolaires secondaires est confiée à des enseignants nommés dans la fonction de **chef d'établissement** par arrêté du ministre de l'Education nationale. Ce sont : les directeurs de collèges et les proviseurs de lycées. Le chef d'établissement représente l'Etat au sein de l'école dont il est l'organe exécutif. En cette qualité, il représente l'établissement en justice et dans tous les actes de la vie civile ; il est ordonnateur des recettes et des dépenses de l'établissement ; il a autorité sur l'ensemble des personnels affectés ou mis à la disposition de l'établissement ; il veille au bon déroulement des enseignements ainsi que du contrôle continu des aptitudes et des connaissances ; il prend toute disposition pour assurer la sécurité des personnes et des biens, l'hygiène et la salubrité de l'établissement ; il est responsable de la discipline et de l'ordre dans l'établissement. Le chef d'établissement est secondé dans ses tâches pédagogiques, éducatives et administratives par un directeur des études (collège) ou un censeur des études (lycée) et dans ses fonctions de gestion matérielle et financière par un intendant. Le chef d'établissement relève hiérarchiquement de l'inspecteur d'académie. Les organes délibératifs de l'établissement sont :

- Le Conseil d'enseignement, qui comprend tous les professeurs enseignant la même discipline. Prend toute initiative de nature à améliorer l'enseignement de la discipline.
- Le Conseil d'établissement : il est présidé par le chef d'établissement et comprend entre autre, le censeur ou directeur des études, un représentant des surveillants généraux, un représentant des professeurs et un représentant de l'APE. Il donne tous avis et présente toutes suggestions sur le fonctionnement de l'école et sur toutes les questions intéressant la vie de l'école et de la communauté scolaire.
- Le Conseil de discipline, constitué du chef d'établissement qui en assure la présidence, d'un censeur ou directeur des études, du professeur principal, du surveillant général. Il statue en matière disciplinaire en cas de faute grave commise par un élève.
- Le Conseil de classe : il est présidé par le chef d'établissement et comprend : le censeur ou directeur des études, un surveillant général et tous les professeurs de la classe concernée. Il se réunit à la fin de chaque trimestre ou semestre pour évaluer les résultats scolaires des élèves de la classe, et à la fin de l'année pour sanctionner le travail des élèves (promotion, redoublement, exclusion).
- L'Association des parents d'élèves (APE) : c'est un organe consultatif constitué de tous les parents d'élèves de l'établissement. Il donne son avis sur toutes les questions intéressant la vie de l'établissement et donne son appui financier ou matériel au fonctionnement de l'école.

Les établissements d'enseignement fondamental 1 sont dirigés par des **directeurs d'école** nommés par arrêté du ministre de l'Education nationale parmi les enseignants titulaires. Au plan pédagogique, le directeur d'école est chargé de l'organisation des activités scolaires, de l'exécution des programmes d'études et du calendrier des examens. Pour cela, le directeur a autorité sur tous les personnels affectés dans son établissement. Au plan administratif, le directeur d'école est responsable de la tenue à jour des différents fichiers et dossiers des élèves ; il veille à la discipline et à l'ordre au sein de l'école ; il est responsable de la sécurité des biens et des personnes à l'intérieur de l'enceinte scolaire ; il assure la gestion et l'entretien du patrimoine de l'école. En sa qualité de représentant de l'autorité scolaire, le directeur d'école entretient des relations fonctionnelles ou de partenariat avec toute personne physique ou morale susceptible de contribuer à l'action

éducative de l'école. Le directeur relève hiérarchiquement de l'inspecteur de l'enseignement fondamental 1, chef de circonscription scolaire. Auprès du directeur d'école siègent deux organes consultatifs :

- Le conseil des maîtres : il est formé de l'ensemble des maîtres de l'école et doit être consulté pour toute question touchant à l'organisation pédagogique de l'école ;
- L'APE, qui s'intéresse à tout ce qui concerne la vie de l'école, apporte sa contribution matérielle ou financière au fonctionnement de l'établissement.

Les établissements nationaux de recherche et de formation sont au nombre de deux : le **Centre national de formation continue (CNFC)** et l'**Institut national de recherche et d'animation pédagogiques (INRAP)**. Le CNFC a pour vocation le recyclage de tous les personnels de l'éducation nationale : enseignants, cadres administratifs et financiers. Jusqu'à présent et faute de compétences d'encadrement, les actions engagées par le Centre sont limitées aux seuls personnels de l'enseignement fondamental 1 (enseignants, conseillers pédagogiques et inspecteurs). L'INRAP a été créé en 1987 en remplacement de l'Institut national d'éducation et de formation. Il assume sur le plan national toutes les fonctions de recherche, d'animation et de production en matière d'enseignement. Sont aussi inscrits dans ses programmes d'activités le recyclage et la formation continue que le CNFC ne peut mener faute de moyens adéquats ou de compétences requises.

Le décret n° 86.016 du 21 janvier 1986 prévoyait deux organismes consultatifs : l'**Inspection générale de l'éducation nationale (IGEN)** et le **Conseil supérieur de l'éducation (CSE)**. Rattachée au Cabinet et sous l'autorité directe du ministre, l'IGEN est chargée d'exercer une mission de surveillance et de contrôle du fonctionnement des services et des établissements d'enseignement et de formation, ainsi que des personnels. Elle est de même chargée d'une mission d'enquête, d'animation, de liaison, de réflexion, de coordination et d'adaptation. L'IGEN est dirigée par un inspecteur général secondé par un inspecteur général adjoint. L'inspecteur général s'appuie sur un collège d'inspecteurs spécialisés dans les disciplines suivantes : vie scolaire, mathématiques, sciences physiques, sciences naturelles, philosophie, lettres, histoire et géographie, langues vivantes, sciences économiques, enseignements techniques et professionnels, économie familiale.

Prévu pour éclairer le ministre de son avis, le CSE doit être compétent pour toutes les questions d'enseignement et de formation et servir de juridiction contentieuse et disciplinaire. Créé effectivement par décret n° 00.070 du 13 avril 2000, le CSE ne sera institué qu'après qu'un décret pris en Conseil des ministres en aura fixé la composition, les attributions et le fonctionnement.

L'action éducative du Ministère de l'éducation nationale est appuyée et complétée par l'apport de certains départements ministériels, de certaines organisations non gouvernementales (ONG) et organismes relevant du secteur privé. Le **Ministère des affaires sociales, de la promotion féminine et des handicapés** gère la plus grande partie des établissements préscolaires du pays. Il multiplie des actions de formation des jeunes filles et jeunes mères non scolarisées à travers ses programmes d'activités. Il assure la charge des enfants en besoin de protection spéciale. Le **Ministère de la santé publique et de la population** participe activement à l'éducation des élèves et des étudiants dans le cadre de son programme de lutte contre le VIH/sida en milieu scolaire et universitaire. Le **Ministère de la jeunesse et des sports** complète l'action éducative du Ministère de

l'éducation en formant et en affectant des professeurs dans les lycées et collèges, ainsi que des animateurs dans les Maisons des jeunes. Les programmes d'activités du **Ministère de la culture** en faveur de la lecture, de la culture nationale et universelle jouent un rôle éducatif fondamental tant auprès de la jeunesse que des adultes.

L'enseignement post-secondaire et supérieur est dispensé presque exclusivement par l'Université de Bangui. En effet, créé en 1969, l'Université de Bangui a été jusqu'aux années 1990, la seule institution d'enseignement supérieur. Avec la promotion du secteur privé de l'éducation, des instituts dispensant des formations professionnelles de courte durée (deux ans) s'ouvrent chaque année.

L'administration de l'université est structurée en trois grandes entités – la chancellerie, le rectorat et le secrétariat général – et trois instances délibératives. Le Ministre chargé de l'enseignement supérieur est le chancelier de l'université. A ce titre, il délivre les diplômes au vu des procès-verbaux de réussite aux examens et concours. Le rectorat est placé sous l'autorité du recteur, vice-chancelier de l'université, nommé par décret sur proposition du ministre. Le recteur veille au bon fonctionnement des établissements de l'université, il préside le conseil de l'université dont il assure l'exécution des décisions et il présente des rapports d'activités au ministre. Le recteur est secondé d'un vice-recteur, plus spécialement dans les fonctions académiques.

Le secrétariat général est placé sous l'autorité du secrétaire général. Celui-ci assure sous le contrôle du recteur la supervision et la coordination des services centraux : la Direction des affaires académiques et de la coopération ; la Direction des affaires administratives et financières ; la Direction des œuvres universitaires ; la Direction de la bibliothèque universitaire ; la Direction des études, de la planification et des archives. Les instances délibératives de l'université sont le conseil d'université, le conseil scientifique et le conseil d'administration.

En matière administrative, le conseil d'université est chargé d'étudier et d'arrêter le budget du rectorat et des établissements et de veiller à la bonne exécution de ce budget. Il doit prendre toutes décisions relatives au recrutement et à l'avancement des membres du corps enseignant. Les projets de textes officiels relatifs au fonctionnement des établissements doivent être soumis à l'approbation du conseil. En matière académique, le conseil prépare et met à jour périodiquement le plan de développement de l'université ; prend toutes les dispositions nécessaires pour assurer la qualité et la pertinence des programmes d'enseignement et des activités de recherche.

Le conseil scientifique a pour objectif de promouvoir la recherche en : donnant au conseil d'université des avis concernant les appuis à la recherche qu'il serait pertinent d'assurer au sein de l'université ; répartissant les crédits disponibles pour l'appui aux activités spécifiques de recherche de chacun des établissements. Le conseil d'administration est chargé de : veiller au respect du plan de développement de l'université ; réviser, au besoin, les statuts des enseignants ; prendre acte du rapport d'activité présenté par le recteur ; décider de la création d'établissement ou de département ; adopter le projet de budget de l'université et approuver les comptes de l'exercice écoulé.

Les facultés, les instituts et les grandes écoles sont dirigés par des doyens et des directeurs nommés par décret parmi les professeurs, les maîtres de conférence et les

assistants. Ils sont secondés par des vice-doyens ou des directeurs des études. Ils sont chargés de la direction et de l'administration de ces institutions. Ils relèvent directement du recteur. Le conseil de faculté est présidé par le doyen et comprend le vice-doyen, le secrétaire principal, les chefs de département et les représentants des enseignants et des étudiants. Le conseil de faculté se prononce sur toutes les questions relatives à la vie, au fonctionnement et aux intérêts de la faculté ou de l'université. Il se réunit au moins une fois par trimestre. Le conseil scientifique de faculté, présidé par le doyen, détermine le programme de recherche propre à la faculté et répartit les crédits correspondants. Le conseil scientifique de faculté se réunit au début de chaque année universitaire, avant la réunion du conseil scientifique de l'université.

L'enseignement privé est régi par : l'ordonnance n° 72/040 du 12 mai 1972 autorisant la création d'établissements privés d'enseignement laïc et son décret d'application n° 72/147 ; la convention de partenariat n° 001/MEN/CAB/CMEF du 12 janvier 1997 entre le Ministère de l'éducation nationale et la Conférence épiscopale centrafricaine, rétablissant l'enseignement catholique sur l'ensemble du territoire national. Conformément aux textes précités, les écoles privées ne peuvent être ouvertes qu'avec l'autorisation du Ministère de l'éducation. Les établissements privés agréés par l'Etat sont soumis au contrôle permanent des autorités administratives scolaires et médicales. Les domaines de ce contrôle sont : les modalités de recrutement des personnels enseignants ; la conformité des installations matérielles ; la régularité des programmes d'études ; le respect de la législation scolaire et des instructions officielles.

L'Inspection générale de l'Education nationale apprécie les demandes d'ouvertures des établissements privés après vérification des différents éléments de conditionnalités prescrites par les textes. La Direction de l'enseignement privé veille à la bonne exécution des instructions et directives relatives à l'enseignement privé, définit les statuts des écoles privées en vue de leur adaptation aux textes officiels en vigueur et fait respecter les engagements pris dans le cadre du partenariat. L'inspecteur d'académie veille au respect des normes pédagogiques, des programmes et des volumes horaires d'enseignement. Les fondateurs, qui peuvent être des personnes physiques ou morales, ont d'une part l'entière responsabilité financière de la construction des locaux, de leur équipement et de leur entretien. Ils sont, d'autre part, totalement responsable de l'administration des établissements relevant de leur autorité. Le fonctionnement des écoles privées est calqué sur celui des établissements publics. Les programmes d'enseignement, les volumes horaires et le rythme scolaire sont les mêmes que dans le secteur public. Les écoles privées sont soumises aux mêmes calendriers des examens et des vacances scolaires ainsi qu'aux mêmes diplômes nationaux.

Les enseignants sont classés par corps suivant les niveaux d'enseignement et par grade en fonction de leur qualification dans leur corps d'appartenance. Le corps des enseignants du fondamental 1 comprend :

- les agents de l'enseignement : niveau certificat d'études primaires (CEP) plus deux ans de formation au cours normal ;
- les agents supérieurs : niveau classe de troisième sans BEPC plus deux ans de formation au cours normal ;
- les instituteurs adjoints : niveau BEPC plus deux ans de formation à l'Ecole normale des instituteurs (ENI) ;

- les instituteurs : niveau baccalauréat plus deux ans de formation à l'ENI ou niveau deuxième année de faculté plus neuf mois de formation dans un centre pédagogique régional dans le cadre de la formation accélérée.

Il a été mis fin à la formation des agents de l'enseignement, des agents supérieurs et des instituteurs adjoints. Au terme de la loi du 10 décembre 1997, les corps des agents supérieurs et des instituteurs adjoints devront être recyclés aux fins de leur reclassement dans celui des instituteurs.

Le corps des enseignants du fondamental 2 et du secondaire comprend :

- les professeurs de collèges : niveau baccalauréat plus trois ans de formation à l'Ecole normale supérieure (ENS), sanctionnée par le certificat d'aptitude au professorat du premier cycle (CAP-PC) ;
- les professeurs de lycées : niveau CAP-PC (concours interne) ou licence (concours externe) plus deux ans de formation à l'ENS, sanctionnée par le certificat d'aptitude pédagogique à l'enseignement secondaire (CAPES).

La formation des enseignants du fondamental 1 est assurée à l'ENI de Bambari située à 285 km de Bangui. Elle est accessible aux titulaires du baccalauréat recrutés par voie de concours. Elle dure deux ans. La formation des enseignants du fondamental 2 et du secondaire général est dispensée par l'ENS. En ce qui concerne la formation des professeurs de collèges, les candidats sont recrutés parmi les bacheliers dont la série permet de suivre la filière choisie. La durée de la formation est de trois ans. En ce qui concerne la formation des professeurs de lycée, le recrutement est ouvert aux candidats titulaires du CAP-PC (concours interne) et aux étudiants titulaires d'une licence ou d'un diplôme équivalent (concours externe). La formation dure deux ans. Les candidats à la formation des professeurs de collège technique sont recrutés parmi les titulaires du baccalauréat technique dans les sections des techniques du bâtiment et des techniques industrielles. La formation s'étend sur une durée de deux années académiques. La formation des professeurs de lycée technique est ouverte aux candidats titulaires de diplômes d'ingénieurs des travaux. Elle dure deux ans et est organisée sur le modèle de celle des professeurs de lycée de l'enseignement général. La formation est sanctionnée par l'obtention du certificat d'aptitude au professorat de l'enseignement technique (CAPET) dans les options suivantes : génie civil, génie industriel. La formation des professeurs de lycées agricoles est accessible aux candidats titulaires du BTS en agriculture, élevage, eaux et forêts ou génie rural. Le cycle de formation dure trois ans et est calqué sur le modèle de la formation des professeurs de lycées techniques. La formation des inspecteurs de l'enseignement fondamental s'étale sur deux années universitaires. Le recrutement se fait sur concours ouvert aux conseillers pédagogiques et aux professeurs de collège ayant exercé au moins quatre ans dans la fonction publique. La formation des conseillers pédagogiques est ouverte aux instituteurs justifiant d'au moins quatre années d'expérience et âgés de moins de 40 ans. Le cycle est organisé au niveau des deux années de formation en deux composantes : une composante théorique et une composante pratique. La fin du cycle de formation est sanctionnée par le certificat d'aptitude à l'animation pédagogique (CAAP).

[Source : WDE]

« Du fait des problèmes de trésorerie de l'état Centrafricain, les agents de la Fonction Publique (dont font partie les enseignants fonctionnaires) et les vacataires de l'enseignement n'ont pas reçu l'ensemble des rémunérations dues au cours des dernières années. Pour ce qui est des titulaires (agents de la Fonction publique), en 2004, seuls 11 mois ont été payés (contre 12 mois dûs), en 2005, seuls 9 mois ont été payés. **Le stock d'arriérés pour ces agents s'élève à 7 mois de salaires** (le salaire payé en Novembre 2006 correspond au mois travaillé d'Avril 2006). La situation semble néanmoins s'améliorer sur la période récente puisque que pour les 11 premiers mois de l'année 2006, 11 mois ont été payés. Pour ce qui est des enseignants vacataires du secondaire (qui représentent la moitié du corps enseignant à ce niveau), les problèmes de retard de paiement sont encore plus marqués. Pour les années scolaires 1999/2000 à 2002/03 le montant des arriérés dus est estimé à 54 millions de FCFA. Pour les années scolaires 2003/04 et 2004/05, sur les 246 millions de FCFA dus aux enseignants vacataires, seuls 136 millions FCFA ont été payés (seulement 55% du montant dû).

Pour une même fonction (celle d'enseigner), le salaire mensuel net perçu par un enseignant titulaire instituteur (cadre A3 de la Fonction publique) est estimé en moyenne à 87 000 FCFA (payé sur 12 mois) soit 15 fois plus que le salaire moyen estimé pour un maître parent (environ 8 000 Fcfa par mois, payé sur 9 mois par les familles). On observe des situations encore plus extrêmes dans les zones les plus pauvres où le maître-parent est rémunéré en nature pour un équivalent estimé à environ 35 000 FCFA par an. Au secondaire, les disparités salariales sont également très marquées entre les enseignants titulaires et les enseignants vacataires. Le salaire net mensuel d'un professeur de lycée titulaire est estimé à environ 100 000 FCFA payé sur 12 mois (pour 18 heures de cours par semaine) et celui d'un vacataire (pour douze heures de cours) à 30 000 F CFA sur 9 mois, soit 4,4 fois moins.

En ce qui concerne l'allocation des enseignants titulaires, le Directeur des ressources humaines du ministère de l'éducation fait un plan d'effectifs à partir des rapports d'académies. Le recrutement (« intégration ») de tout le personnel titulaire (fonctionnaire), en particulier les enseignants, se fait par la Fonction Publique. Le Ministre prend les actes administratifs de nomination à la suite des travaux de la Commission Nationale d'Affectation qui est composée des Inspecteurs d'académie, de l'Inspection Générale de l'Education Nationale et des Responsables du niveau central. Pendant les travaux, chaque inspecteur d'académie présente ses besoins en ressources (identifiés à travers les rapports des chefs d'établissement). Sur la base des ressources humaines, matérielles et financières existantes, le Ministre de l'Education Nationale arbitre sur la répartition par académie, après consultation de ses pairs. Les critères utilisés sont relatifs à la taille de chaque académie, en particulier le nombre d'enfants et d'élèves. Ensuite, au niveau de l'Enseignement Fondamental 1, les personnels remis à l'Inspection d'Académie sont affectés par note de service dans les différentes Circonscriptions Scolaires de l'Académie et mis à la disposition des Chefs de Circonscription qui, à leur tour, les envoient dans des écoles à la charge des directeurs d'école en fonction des besoins identifiés. Au niveau du Secondaire, les fonctionnaires alloués à l'Académie sont affectés par note de service dans les différents établissements en fonction des besoins exprimés par les chefs d'établissements (volume horaire, spécialité).

La mise en oeuvre des affectations est cependant parfois problématique malgré les sanctions prévues en cas de non respect de ces affectations. Du fait de l'attrait pour certaines régions (en particulier Bangui : facilités de paiement de salaire, possibilité de faire des vacances dans les établissements privés, possibilité de poursuivre les études et de gagner des promotions) et du phénomène des interférences dans les nominations,

certains personnels sont affectés directement par une note de service de l'administration centrale à la demande de l'intéressé sans tenir compte des besoins, ni du plan d'effectifs.

Il existe également une autre catégorie d'enseignants qui sont recrutés par les communes appelés «maîtres communaux » ou par les associations de parents d'élèves, appelés « maîtres parents». Ils sont affectés par les structures qui les recrutent et qui les paient selon les besoins. Ceci s'effectue pour répondre à l'incapacité de l'Etat à recruter des enseignants à hauteur des besoins exprimés par la demande scolaire. Ce phénomène n'est pas systématique dans toutes les communes ni dans toutes les associations de parents d'élèves. Cela dépend du dynamisme de chaque organisation. Le statut et la rémunération des maîtres communaux et des maîtres parents varient d'une commune à une autre, ou d'une APE à une autre. » [Source: Bureau sous régional de l'UNESCO à Yaoundé. *Eléments de diagnostic du système éducatif Centrafricain* (RESEN). Février 2007.]

« Dans le système éducatif, il y a plusieurs instances chargées du suivi pédagogique des enseignants tant du primaire que du secondaire :

- **l'Institut National de Recherche et d'Animation Pédagogiques (INRAP)** dont l'une des missions est d'«actualiser les connaissances des enseignants en rapport avec les innovations en vue de les rendre plus performants en étroite collaboration avec le Centre National de Formation Continue (CNFC) ». Cet institut possède une Direction de la formation continue ;
- **le Centre National de Formation Continue (CNFC)** qui « est chargé de la formation continue » et possède un organe spécialisé dans le suivi des enseignants qui est le Service d'Animation Pédagogique ;
- **les Centres Pédagogiques Régionaux (CPR)**, véritables unités pédagogiques régionales qui prolongent les activités du CNFC et l'INRAP. C'est un instrument d'encadrement rapproché et de vérification constante des compétences pédagogiques des enseignants. La tâche essentielle du CPR est la promotion de la qualité de l'enseignement tant dans le Fondamental 1 que dans le Fondamental 2 et le Secondaire ;
- **les Circonscriptions Scolaires (CS) du Fondamental 1** ont à leur tête des Chefs de Circonscription qui sont généralement des inspecteurs du F1 dont l'une des attributions est l'animation pédagogique. Les animations pédagogiques dans les CS sont aussi faites par des chefs de secteurs qui sont soit des Inspecteurs du F1 soit des Conseillers Pédagogiques travaillant sous l'autorité du Chef de Circonscription de leur zone.

Cependant, les institutions de suivi pédagogique sont aujourd'hui confrontées à d'énormes difficultés matérielles et financières. Souvent elles ne disposent pas des moyens financiers nécessaires pour produire les documents devant servir de support à leur travail. Les infrastructures même de l'INRAP, cet outil indispensable pour le système éducatif, ont été détruites lors des troubles socio-politiques. Et jusque-là les locaux n'ont pas encore été réhabilités... » [Source: Bureau sous régional de l'UNESCO à Yaoundé. *Eléments de diagnostic du système éducatif Centrafricain* (RESEN). Février 2007.]

Le financement de l'éducation

L'Etat a consacré depuis 1990 entre 15 % à 24 % de l'ensemble de son budget au financement de l'éducation. Cependant, on note ces dernières années une tendance générale à la réduction progressive de cette part en dépit des recommandations diverses prônant la revalorisation des fonds alloués au secteur éducatif déclaré « en faillite » par les Etats généraux de l'éducation et de la formation en 1994. La répartition des dépenses publiques par rubrique montre la prépondérance des salaires et des bourses au détriment des dépenses de fonctionnement, de maintenance et surtout d'investissement. En 2005, le secteur éducatif ne perçoit que 14 % des dépenses publiques, soit deux fois moins qu'en 1995.

Les fonds alloués au financement du secteur éducatif proviennent de trois sources : le budget de l'Etat, les fonds privés et les ressources extérieures.

Les dépenses de l'éducation sont financées pour l'essentiel par l'Etat qui y consacre entre 6,5 milliards et 19,35 milliards de francs CFA, soit 55,5 % des dépenses du secteur. En 1991, le budget de l'éducation représentait 13,87 % du budget national. Depuis 1992, compte tenu du contexte économique et financier défavorable que vit le pays, on assiste à une fluctuation à la baisse du budget de l'éducation à l'intérieur du budget national. Il en est de même du produit interne brut (PIB) dont 1,6 % est consacré à l'éducation en 2000 contre 2,26 % en 1991. Pour l'année 2000, le budget consacré à l'acquisition et à l'impression des manuels scolaires destinés à être distribués gratuitement a été de 325 millions de francs CFA, soit 22,6 % des dépenses courantes inscrites au budget de l'Education nationale. Le montant représente la somme des dépenses consacrées aux manuels de l'enseignement F2 et secondaire d'une part (132,5 millions), et de l'enseignement F1 d'autre part (192,5 millions).

Destinées en principe à couvrir toutes les dépenses du secteur éducatif, les ressources du budget national sont en fait très inégalement réparties. L'analyse des rubriques laisse apparaître la prépondérance des salaires (90 à 95 % des allocations) sur les investissements (2,75 %) laissés à l'initiative des aides extérieures, l'Etat se bornant à assurer la contrepartie nationale des projets financés de l'extérieur. Par ailleurs, bien que l'enseignement fondamental 1 rassemble à lui seul 85 % des effectifs scolaires, seulement 57 % du budget lui sont consacrés contre 17 % au fondamental 2 et au secondaire, et 18,5 % à l'enseignement supérieur.

En ce qui concerne les dépenses privées (dépenses des ménages, des collectivités locales, des ONG et des associations intervenant dans le secteur de l'éducation), il est difficile d'évaluer leur relevance faute de données fiables. L'Enquête centrafricaine sur les ménages du Projet dimension sociale de l'ajustement structurel pour le développement a établi en 1992 que les ménages centrafricains ne consacrent que 1,27 % de leurs dépenses à l'éducation.

S'agissant de la participation des collectivités locales, des ONG et des associations, les chiffrages s'avèrent difficiles du fait de la disparité des pratiques. Toutefois, en dépit des difficultés d'estimation on peut évaluer à environ 700 millions de francs CFA le montant annuel des dépenses privées d'éducation. Elles sont consacrées en général à l'équipement des enfants en matériels scolaires, à l'entretien et à la construction des locaux scolaires, à l'achat des fournitures et aux salaires des agents d'enseignement recrutés localement pour pallier l'insuffisance ou le manque d'enseignants.

Les dépenses privées devraient prendre une part croissante dans le financement de l'éducation. Ceci est d'autant plus souhaitable que les besoins de financement du secteur éducatif nécessitent d'importantes ressources additionnelles qui ne peuvent être couvertes par les bailleurs de fonds traditionnels. Le rétablissement de l'enseignement privé catholique participe de la volonté du gouvernement de susciter la participation du secteur privé au financement de l'éducation.

Chaque année environ 6 à 8 milliards de francs CFA provenant des apports extérieurs sont injectées dans le secteur de l'éducation. Ces fonds peuvent être ainsi répartis en fonction de leur utilisation : les aides destinées au fonctionnement des services ; et les aides en capital destinées à la construction et à l'équipement des bâtiments scolaires ;

L'assistance technique absorbe la part la plus importante de l'aide au fonctionnement des services. A cet égard il est à noter que la France prend à sa charge un important volet d'assistance technique notamment au niveau de l'enseignement supérieur et technique, et du renforcement institutionnel du Ministère. La ventilation de l'aide en capital et en fonctionnement s'est notamment infléchie depuis 1994 en faveur de l'enseignement fondamental 1 (62 % en 1998 contre 54 % en 1990). Les sources de financement extérieur du système éducatif sont assez diversifiées. Sur le plan bilatéral, la France vient en tête avec environ 75 % des apports. Au plan multilatéral, on compte sur l'aide de l'Union Européenne, la Banque Mondiale, le PNUD, l'UNICEF, l'UNESCO, le FNUAP et l'OPEP.

[Source: WDE]

« Exprimées en valeurs courantes, les dépenses publiques d'éducation sont restées entre 1996 et 2005 dans une fourchette comprise entre 10 et 11 milliards de FCFA, à l'exception des années 1997 et 1998 où elles ont atteint plus de 13 milliards. Lorsqu'on applique le coefficient déflateur pour tenir compte de l'évolution du pouvoir d'achat de la monnaie sur la période, on observe une baisse sensible, de 11,8 milliards (FCFA de 2005) en 1996 à 10,6 milliards en 2005 (avec des pics en 1997 et 1998 au dessus de 15 milliards). Alors que les dépenses d'éducation représentaient 28% des dépenses courantes hors dette en 1996, elles ne valaient plus que 14% de ces mêmes dépenses en 2005. Exprimées par rapport aux recettes domestiques de l'Etat, les dépenses publiques d'éducation représentent seulement 17,7%, contre environ 30% il y a dix ans. La dépense publique courante d'éducation qui ne vaut que 1,45% du PIB (1,49% si on ajoute les faibles dépenses en capital sur source nationale). Au niveau global agrégé sur l'ensemble du système éducatif, seuls 56% des dépenses courantes sont utilisés pour les enseignants en classe et seuls 7% pour les biens et services (utiles pour le matériel pédagogique). L'analyse plus détaillée par cycle par cycle permet de faire les commentaires suivants :

- Au préscolaire, seuls 37% des dépenses publiques courantes sont utilisés pour les enseignants. Ceci tient au fait que l'essentiel du service éducatif est fourni par des bénévoles.
- Au Fondamental 1, 67% est alloué pour le personnel enseignant en classe, 27% pour le personnel non enseignant et seulement 6% pour les biens et services.
- Au F2, SG, technique et professionnel, environ la moitié des dépenses sont allouées au salaire des enseignants en classe.

- Au supérieur et pour la formation des enseignants, une part importante des ressources est utilisée pour les dépenses sociales (respectivement 49 et 30%).

Même si tous les cycles d'enseignement souffrent de conditions éminemment difficiles, la structure des coûts unitaires montre que ce sont les niveaux bas du système qui sont, en termes comparatifs, les plus défavorisés dans la répartition des faibles ressources publiques. » [Source: Bureau sous régional de l'UNESCO à Yaoundé. *Eléments de diagnostique du système éducatif Centrafricain* (RESEN). Février 2007.]

« Les budgets des établissements d'enseignement du Fondamental 1 sont logés dans les circonscriptions scolaires et gérés par le Chef de circonscription. Les dépenses sont traitées sous forme de bons d'engagement auprès des fournisseurs. Pour l'enseignement secondaire, les allocations pour chaque établissement sont prévues dans le budget national (Loi des Finances). Chaque académie et chaque inspection de l'enseignement fondamental 1 (primaire) dispose d'un chapitre inscrit au budget annuel de l'Etat pour son fonctionnement et la dotation des établissements d'enseignement placés dans sa juridiction.

L'allocation des manuels scolaires et équipements se fait par la Direction Générale de l'Administration et des Finances qui gère les lignes budgétaires prévues à cet effet. En principe, la répartition se fait en fonction des besoins (tels qu'exprimés dans les rapports des inspections académiques) et en particulier de la taille en termes de population scolaire de chaque académie. Pour les manuels scolaires, le critère est d'essayer d'allouer 1 manuel pour 3 élèves. Les structures administratives chargées de faire acheminer les fournitures et matériels scolaires dans les écoles et autres établissements d'enseignement sont les inspections académiques, les centres pédagogiques régionaux et les circonscriptions scolaires. L'écart entre le principe et la réalité s'explique par la tension de la trésorerie qui ne permet pas de payer les fournisseurs. Ces derniers en retour refusent de livrer les fournitures. » [Source: Bureau sous régional de l'UNESCO à Yaoundé. *Eléments de diagnostique du système éducatif Centrafricain* (RESEN). Février 2007.]

CHAD

Lois et autres règlements fondamentaux relatifs à l'éducation

Le pays a adopté en novembre 1990 la Stratégie EFE (*Stratégie d'éducation et de formation en adéquation avec l'emploi*) a été mise en place. Cette stratégie vise la promotion des ressources humaines par l'amélioration quantitative et qualitative du système éducatif et de formation en mettant un accent particulier sur l'éducation de base, l'enseignement technique et la formation professionnelle ; sur le renforcement de la politique d'encadrement et de renforcement des initiatives communautaires ; sur la promotion de la scolarité des filles et sur les efforts particuliers en faveur des zones défavorisées. Les fondements de cette stratégie sont conformes aux options du Plan d'orientation *Le Tchad vers l'an 2000* et aux recommandations de la Conférence mondiale sur l'Education pour Tous tenue en mars 1990 à Jomtien.

Les Etats généraux de l'éducation nationale tenus en octobre 1994 avaient pour mission de définir, sur la base des acquis de la Stratégie EFE, les grandes orientations d'une politique éducative renouvelée et adaptée tant aux besoins qu'aux moyens du pays.

Le Ministère de l'éducation nationale a été réorganisé conformément au **décret n° 299/PR/MEBSA/97** du 07 juillet 1997. L'Inspection générale des services est une nouvelle institution mise en place par le **décret n° 176/PR/MEN/97** du 28 avril 1997. L'arrêté n° **126/MEN/SE/DG/DEE/97** du 22 avril 1997 a créé les Commissions locales de rénovation des programmes de l'enseignement élémentaire ; malheureusement, les activités de ces Commissions ont été interrompues faute d'assistance technique et d'appui matériel et financier. Le Centre national des curricula a été établis par la **loi n° 20/PR/2002** du 13 décembre 2002 et son **décret d'application n° 359/PR/MEN/2003** du 16 décembre 2003 dans le cadre de la mise en œuvre du PARSET.

En 2004, la loi d'orientation du système éducatif était en cours de finalisation avant son adoption par le gouvernement et son vote par l'Assemblée Nationale. Le projet de loi traite des principes fondamentaux, des finalités et objectifs, des contenus et méthodes d'enseignement à tous les niveaux. L'une des principales innovations introduites dans le système éducatif par cette loi, concerne le nouveau concept d'enseignement fondamental qui regroupera désormais les anciens cycles du primaire de six ans (enseignement primaire) et le premier cycle du secondaires de quatre ans (enseignement moyen). L'ancien cycle secondaire de trois ans constituera l'enseignement secondaire.

Administration et gestion du système d'éducation

Le **Ministère de l'éducation nationale** est chargé de la mise en oeuvre de la politique générale du gouvernement dans le domaine de l'éducation. Il comprend une Direction de

cabinet, une Direction générale, des directions techniques, des établissements sous tutelle et des organes de consultation et de conseil.

Au niveau central, la **Direction générale** coordonne et met en œuvre le programme éducatif à travers les directions techniques et les autres organes qui y sont rattachés. La Direction de l'enseignement de base est chargée de mettre en place, suivre et réguler la politique éducative en matière d'éducation de base ; d'organiser le contrôle pédagogique et l'administration des établissements publics de l'enseignement primaire ; de contribuer à la définition des besoins et plans de formation initiale et continue du personnel enseignant et à l'élaboration des programmes d'enseignement et des apprentissages fondamentaux ; de collaborer avec le département intéressé (Ministère de la femme, de l'enfance et des affaires sociales), à la confection du programme d'enseignement, à la formation des enseignants et au contrôle pédagogique de l'enseignement préscolaire.

La Direction de l'enseignement secondaire général s'occupe de mettre en place, suivre et réguler la politique éducative en matière d'enseignement secondaire ; d'organiser le contrôle pédagogique, l'enseignement et l'administration des établissements d'enseignement publics et de planifier le contrôle pédagogique des établissements privés ; de contribuer à la définition des besoins en formation et des plans de formation continue des enseignants ainsi que de la conception et de l'élaboration des programmes.

La Direction de l'enseignement secondaire technique et professionnel a pour mission d'apporter un concours déterminant à la formation de la main d'œuvre qualifiée qu'exigent les technologies modernes et le développement du pays. La Direction de l'alphabétisation et de la promotion des langues nationales est chargée d'organiser et de développer les activités d'alphabétisation fonctionnelle intégrées au développement ainsi que l'éducation permanente ; de collaborer étroitement avec les inspections de l'enseignement élémentaire en vue de réduire le taux d'analphabétisme, de concevoir les matériels didactiques, les manuels, les supports et les outils pédagogiques nécessaires à l'alphabétisation ; de coordonner les activités d'alphabétisation résultant d'initiatives publiques ou privées, notamment celles des écoles communautaires ; de sensibiliser les populations à l'utilité de savoir lire et écrire ; de promouvoir les langues nationales et assurer la formation des agents d'alphabétisation.

La Direction de l'analyse et de la prospective est chargée de la prévision, la programmation des données et des activités relatives à l'évolution du système éducatif dans le cadre de la politique d'éducation et de formation. Elle fait la synthèse des données aux fins d'information des différentes structures et partenaires sur la situation présente du secteur de l'éducation et de la formation.

La Direction de la formation et de l'action pédagogique est une structure d'appui au développement des actions de formation et d'innovation dans l'enseignement élémentaire. Elle est chargée, en étroite collaboration avec l'Institut supérieur des sciences de l'éducation, la Direction de l'enseignement élémentaire et du Centre d'appui à la formation et à l'évaluation, de participer à la définition, à la mise en place et au suivi de la politique éducative dans le domaine de la formation et de l'innovation pédagogique ; de préparer, de coordonner et d'organiser en collaboration avec les directions concernées et dans le cadre du plan de développement, l'ensemble des actions de formation initiale et

continue des enseignants de l'élémentaire ; de concevoir, d'élaborer et d'expérimenter les programmes scolaires et de formation des enseignants de l'élémentaire ; d'organiser le contrôle pédagogique, l'orientation et la gestion des Ecoles normales des instituteurs ; de suivre de près les Centres régionaux de formation continue et de mettre au point des méthodologies de formation, de développer des techniques d'enseignement et de formation adaptées au monde moderne et aux réalités du pays, notamment en organisant et en animant le télé-enseignement et la radio éducative.

La Direction des projets d'éducation est une structure technique chargée de la définition des orientations, la coordination et l'animation de l'application de la politique de l'Etat en matière de conception, d'élaboration, de suivi et d'évaluation des projets d'investissement du secteur d'éducation et de formation. Elle gère aussi le service des cantines scolaires. La Direction des ressources humaines gère les carrières du personnel du Ministère de l'éducation.

En 2003, quatre nouvelles directions ont été constituées à savoir la Direction nationale des examens et concours (DINEC), la Direction de l'enseignement privé (DEP), la Direction de l'enseignement bilingue et la Direction des affaires administratives, financières et du matériel (DAAFM).

L'Inspection générale des services est une nouvelle institution mise en place en 1997 avec rang et prérogative d'une Direction générale de l'administration centrale. Elle est une structure d'inspection et de contrôle de l'ensemble des services centraux et extérieurs relevant du Ministère de l'éducation nationale.

Le niveau régional de l'éducation est représenté par les **Délégations départementales de l'éducation nationale**. Dans les vingt-neuf départements que compte le pays, est mise en place cette structure unique chargée de la coordination, de l'animation, de la gestion et du contrôle de tous les services du département de l'éducation. Le délégué de l'éducation est l'interlocuteur unique du préfet pour toutes les questions relevant de l'éducation. Il a autorité sur l'ensemble des établissements et circonscriptions scolaires dépendant du Ministère de l'éducation nationale.

Au niveau local se trouve une **Inspection de l'enseignement élémentaire** chargée de l'administration des écoles primaires et des Centres régionaux de formation continue se trouvant dans sa circonscription. L'inspecteur est chargé de l'exécution du programme, du suivi pédagogique et administratif de ces écoles. Les établissements secondaires dépendent de l'autorité décentralisée de la région. Le lycée est dirigé par un **proviseur** qui est secondé par des censeurs et des surveillants généraux. Le collège d'enseignement général est dirigé par un **directeur** qui est secondé par un directeur des études et des surveillants généraux.

Au niveau de chaque établissement primaire ou secondaire se trouve une **Association des parents d'élèves** qui aide financièrement et matériellement les établissements à fonctionner. Prenant en charge jusqu'à 70 % des dépenses de fonctionnement, l'Etat ne mettant que peu de moyens à la disposition des écoles. Ces associations de parents d'élèves sont devenues au cours des années un partenaire indispensable pour le système de l'éducation. C'est pourquoi ces associations sont désormais officiellement organisées en fédérations et sont consultées par le gouvernement pour toutes les questions importantes concernant le système.

Le **Ministère de l'enseignement supérieur, de la recherche scientifique et la formation professionnelle** comprend la Direction générale, la Direction de l'enseignement supérieur et des bourses, et la Direction de la recherche scientifique et technique. Le Ministère dispose également d'un organe consultatif, le Comité national de la recherche scientifique et technique pour la prise des décisions en matière de recherche. Trois institutions autonomes sont sous la tutelle du Ministère : l'Université de N'Djamena avec ses quatre facultés, l'Institut universitaire des sciences agronomiques et de l'environnement, et l'Institut universitaire des sciences et techniques.

Plusieurs ministères ont un rôle éducatif comme le **Ministère de l'action sociale et de la famille**. Ce dernier est chargé de l'encadrement de la petite enfance à travers l'éducation préscolaire dans les jardins d'enfants et crèches des jeunes de trois à six ans, leur assurant ainsi une transition entre le régime familial et l'école. Le **Ministère du développement rural** participe également à l'alphabétisation et à l'éducation des adultes à travers des structures de formation adaptées au monde rural. Les organisations non gouvernementales sont des partenaires importants de l'éducation, par exemple, le SECADEV (Secours catholique pour le développement) participe à l'alphabétisation et à l'éducation des adultes à travers des Centres des formations créés sur l'ensemble du territoire et contribue par des programmes adaptés au monde rural au développement de celui-ci.

L'enseignement privé, placé sous le contrôle du Ministère de l'éducation nationale est dispensé en conformité avec les lois et règlements en vigueur et avec les dispositions législatives et réglementaires de l'enseignement public. L'enseignement privé est réglementé par le décret n° 225/PR.ENC du 4 octobre 1971 portant réglementation de l'enseignement privé. Une éducation religieuse peut être donnée aux élèves d'une manière facultative et en dehors des horaires d'enseignement. L'ouverture d'un établissement privé est soumise à une autorisation accordée par le Ministre de l'éducation nationale. Cette autorisation n'engage pas l'Etat sur le plan financier. Aucune subvention sur le budget de l'Etat n'est accordée pour les dépenses d'investissement et d'équipement. Mais l'Etat peut affecter des enseignants formés. Toutefois des subventions de fonctionnement peuvent être accordées à un établissement ou à un ensemble d'établissements d'enseignement privé sur la demande de la personne physique ou morale intéressée. Les conditions exigées pour l'octroi d'une subvention de fonctionnement sont que ces établissements doivent répondre à un besoin scolaire et doivent justifier d'un rendement scolaire. L'inspection est le contrôle administratif et pédagogique sont assurés par les autorités d'inspection et de contrôle de l'enseignement public en collaboration avec les responsables de l'enseignement privé. Les manuels ou ouvrages utilisés sont ceux qui sont en usage dans l'enseignement public. Toutefois, dans des cas bien motivés, d'autres manuels ou ouvrages peuvent être utilisés à charge par les directeurs qui en rendent compte au Ministère.

Pour enseigner dans le préprimaire, il faut une formation de jardinière d'enfants et d'assistants sociaux. Pour l'enseignement primaire, la formation d'instituteurs et instituteurs-adjoints est nécessaire, celle de conseiller pédagogique pour le suivi pédagogique et la formation continue, celle d'inspecteurs de l'enseignement primaire pour l'inspection. En ce qui concerne le secondaire général, c'est la formation pour obtenir le certificat d'aptitude professionnelle de l'enseignement au collège d'enseignement général (CAPCEG) qui est requise. Le certificat d'aptitude

professionnelle de l'enseignement dans les lycées (CAPEL) est demandé pour y travailler, d'autres diplômes sont importants comme la licence et la maîtrise pour professer dans les lycées. Pour le secondaire technique et professionnel, c'est le diplôme spécialisé obtenu dans des instituts spécialisés de l'étranger qui est nécessaire. Pour l'université, les mêmes qualifications qu'ailleurs sont demandées. Dans les écoles normales et les instituts de formation, les qualifications sont la licence en sciences de l'éducation, le diplôme des conseillers pédagogiques ou le CAPEL. Pour ce qui est de l'Institut supérieur des sciences de l'éducation, le DEA, la maîtrise en éducation, le DES et le doctorat sont les diplômes requis. La formation des enseignants en cours d'exercice n'est systématique et organisée qu'au niveau du primaire où des Centres régionaux de formation continue (CRFC) sont créés et sont opérationnels depuis plusieurs années. Ces centres sont au nombre de trente-quatre et couvrent l'ensemble du pays. Ce sont des centres de formation pédagogique dont le programme de travail consiste à organiser des journées pédagogiques, de mini-stages et le suivi sur le terrain. La formation dans ces centres n'est pas obligatoire, mais il est de l'intérêt de l'enseignant de s'y intéresser pour parfaire ses connaissances et compétences pédagogiques. Les salaires des enseignants obéissent à la même réglementation que ceux des autres fonctionnaires de la fonction publique. Mais ces salaires sont nettement inférieurs, à diplôme égal, aux salaires attribués dans le secteur privé. De tous les agents de la fonction publique tchadienne, les enseignants sont ceux dont la situation sociale est la plus déplorable. Alors que leur statut d'éducateurs exige d'eux un comportement digne et exemplaire à tous points de vue, les enseignants du fait de grands retards de paiement de leur salaire et des conditions de travail de plus en plus difficiles ont perdu toute considération pour ne pas dire crédibilité.

Le financement de l'éducation

Les dépenses publiques de l'éducation ont pour source de financement le budget de l'Etat par l'intermédiaire du Ministère de tutelle. Le Ministère du développement rural organise également des activités d'éducation des adultes et l'alphabétisation dans les zones rurales. Mais la part budgétaire est insignifiante.

Les Associations des parents d'élèves (APE) apportent un appui considérable à l'éducation. Selon une étude menée en 1999 par un groupe de consultants (étude sur le financement de l'éducation), la contribution globale des APE au financement de l'éducation tous ordres confondus, se chiffre à 3,8 milliards de FCFA. En plus, pour les fournitures et matériels scolaires achetés à leurs enfants scolarisés, les parents dépenses 3,6 milliards de FCFA, soit un montant total de 7,4 milliard en 1997/1998. Cette somme représente 48,8 % du budget de l'Etat alloué à l'éducation. Néanmoins selon cette étude les APE pour une utilisation efficace des ressources gagneraient à être mieux structurées et mieux organisées.

En 2000, 19 milliards de francs CFA étaient consacrés au secteur de l'éducation contre 11,7 milliards en 1996. Les ressources consacrées à l'enseignement élémentaire sont plus importantes sur toute la période. En 1996, elles représentaient 42 % des ressources de l'éducation pour atteindre 45 % en 2000. Les dépenses du personnel sont toujours plus élevées.

[Source: WDE]

COMOROS

Lois et autres règlements fondamentaux relatifs à l'éducation

En l'Union des Comores l'éducation est régie et réglementée par la **loi d'orientation n° 94/035/AF** du 20 décembre 1994, promulguée par le **décret n° 95-012/PR** du 20 janvier 1995. La loi a été modifiée en son article 63, en faisant passer l'autorisation d'intervention des enseignants du public dans le privé de sept à cinq heures hebdomadaires.

L'administration centrale du Ministère de l'éducation nationale est organisée par le **décret n° 97/105/PR** du 12 mai 1997 portant sur la réorganisation de la structure du Ministère.

L'enseignement privé est régi par le **décret n° 93-035/PR** du 19 mars 1996 et l'**arrêté n° 96-103 bis/MEN** du 21 mars 1996.

Administration et gestion du système d'éducation

La gestion du système d'éducation est placée sous la responsabilité du Ministère de l'éducation nationale, de la culture et de la recherche scientifique – aujourd'hui le **Ministère de l'éducation nationale, de l'enseignement supérieur et de la recherche** – qui, depuis 1993, a fait des efforts importants pour améliorer la performance dans certains domaines, notamment dans la maîtrise des données statistiques, de la carte scolaire et l'assainissement de la gestion des personnels. Des textes organiques ont été élaborés pour réorganiser les services du Ministère mais leur application demeure problématique, faute de procédures appropriées et surtout de gestionnaires qualifiés.

Malgré une volonté affichée de transfert d'un certain pouvoir au niveau régional, celui-ci demeure essentiellement théorique par manque de formation et de moyens de suivi. La gestion de l'établissement est en fait confiée, au niveau local, au directeur qui n'a pas, le plus souvent, la formation requise. La collaboration entre les communautés de base et le Ministère reste à organiser.

La nouvelle structure du Ministère de l'éducation nationale (1997) comprend les quatre directions générales suivantes, rattachées au Secrétariat général : la Direction générale de l'enseignement supérieur, de la culture, de la recherche scientifique et de l'enseignement technique et professionnel ; la Direction générale des ressources humaines ; la Direction générale de la planification, des études et des projets ; la Direction générale de l'organisation scolaire et de la scolarité. Il faut noter qu'actuellement la Culture, la jeunesse et les sports ne relèvent plus du Ministère de l'éducation nationale.

L'**Inspection générale de l'éducation nationale** a pour mission de veiller au respect des textes législatifs et réglementaires régissant le fonctionnement du système éducatif et à l'adéquation des programmes et méthodes pédagogiques aux besoins et contraintes de développement économique, social et culturel du pays. Elle assure l'inspection et l'évaluation du système, suit la mise en œuvre de la politique éducative du gouvernement et formule à l'intention du Ministre chargé de l'éducation les avis et propositions concernant son exécution et les modifications éventuelles à y apporter.

Les **Directions régionales de l'éducation** sont des circonscriptions d'action du Ministère implantées au niveau de chaque île et placées sous l'autorité d'un directeur régional de l'éducation, représentant permanent du ministère auprès des établissements, des personnels et des autorités locales.

Les directions régionales ont, dans leur ressort géographique respectif, une mission générale d'administration, d'organisation et d'évaluation du système éducatif qui couvre tous les domaines administratif, financier, pédagogique, éducatif et culturel de l'enseignement primaire et secondaire. Leur mission s'étend aux établissements privés dont elles contrôlent l'ouverture et le fonctionnement. Elles sont chargées de mettre en œuvre à leur échelon les règles nationales régissant le système éducatif et d'assurer l'application des politiques régionales de développement décidées, en conformité avec la politique nationale, par les autorités des îles. Elles veillent à promouvoir le partenariat local en coordonnant la participation des collectivités, des communautés villageoises et des associations, aux opérations de planifications, d'équipement et de fonctionnement des établissements scolaires.

Des **Circonscriptions d'inspection pédagogique régionale (CIPR)** ont été créées au début de l'année 1993. Ce découpage correspond à la volonté du gouvernement de mettre en place des unités cohérentes, répartissant d'une manière équitable les établissements en fonction de leur taille, de leur accessibilité, et prenant en compte les réalités socioculturelles et géographiques du pays. Les 262 écoles d'enseignement élémentaire et les 41 collèges de la République, sont donc maintenant répartis entre 34 zones et 15 CIPR.

Les mesures de décentralisation renforceront la présence des collectivités locales et des usagers au sein des cellules éducatives de base, écoles, collèges ou lycées et leur donneront de réels pouvoirs de décision. Les transferts de charges indissociables de ces mesures seront accompagnés de dotations financières régulières ou exceptionnelles permettant, d'une part, aux collectivités d'assumer leurs nouvelles missions, et d'autre part, aux Gouvernorats de bénéficier d'une plus large autonomie sur les plans financier et administratif. Par ailleurs, le nouveau statut des établissements d'enseignement permettra de concilier l'autonomie plus grande des collectivités et des établissements en matière scolaire et la nécessaire tutelle du Ministère de l'éducation, qui garantit l'égalité des chances et qui préserve l'unité du système d'enseignement. Ce statut sera largement dérogatoire au droit commun des établissements publics.

D'autres organes à caractère consultatif existent ou sont prévus au niveau du Ministère de l'éducation nationale. Le **Conseil national consultatif de l'éducation**, composé de personnalités qualifiées nommées par le Ministre de l'éducation nationale, est chargé de donner des avis sur la pertinence des programmes d'enseignement et de recherche, sur leur adéquation aux besoins du pays et de faire au Ministre toute

proposition d'ajustement qu'il estimera nécessaire. Ce Conseil doit en outre être consulté sur toutes les questions d'intérêt national concernant l'enseignement et l'éducation quelque soit le département ministériel intéressé. Il doit en particulier examiner tous les projets de lois, de décrets ou d'arrêtés relatifs à l'enseignement public ou privé.

La **Commission paritaire nationale** est consultée sur toutes les questions concernant l'organisation et le fonctionnement du système de l'éducation.

En concertation avec l'Education, des ministères comme ceux de la Santé, de l'Environnement et de la Justice, ainsi que des organisations non gouvernementales (ONG), œuvrent pour l'intégration de leurs actions dans le cursus des enseignements. Par ailleurs, tous les établissements techniques et professionnels sont placés sous la tutelle du Ministère de l'éducation qui arrête les programmes de formation en liaison avec les ministères techniquement compétents et les opérateurs économiques des secteurs concernés.

La prise en charge de la protection et de l'éducation de la petite enfance sont assurées par l'école coranique (institution séculaire fortement ancrée dans le pays et présente dans toutes les localités) et depuis peu, par l'école maternelle de type occidental implantée principalement dans les centres urbains, mais qui accueille une infime partie des enfants de la tranche d'âge de 3 à 5 ans.

L'enseignement supérieur n'offre que très peu de formations sur place et s'effectue surtout à l'étranger, grâce aux bourses accordées aux bacheliers par le gouvernement ou par le pays d'accueil dans le cadre de la coopération bilatérale. Les études à l'étranger sont souvent financées par la famille. L'offre dans le pays est limitée aux formations d'instituteurs dans les Instituts de formation des enseignants et de recherche pédagogique (IFERE) et aux formations du secteur tertiaire conduisant à des diplômes de niveau du premier cycle supérieur. Les deux IFERE dispensent la formation initiale à des étudiants titulaires du baccalauréat. Elle comprend une année de formation académique et une année de stage pratique. Cette formation est sanctionnée par le certificat d'aptitude professionnelle (CAP). La formation continue et le perfectionnement en cours d'emploi sont obligatoires et concernent tous les enseignants dans le cadre de stages groupés et d'observation en situation de classe. Les formations se font dans les IFERE ou sous leur responsabilité.

Les chefs d'établissement sont recrutés parmi les enseignants du niveau concerné sans formation spécifique. Ils bénéficient quelques fois de stages de perfectionnement. Seul l'enseignement primaire dispose de conseillers pédagogiques qui ont été formés, généralement parmi les instituteurs qualifiés, dans l'ancienne ENES ou dans des écoles normales étrangères. Ils bénéficient de temps en temps de stages de perfectionnement organisés sur place. Les inspecteurs sont formés dans les écoles normales étrangères, surtout françaises. Ils sont recrutés, pour le primaire, parmi les conseillers pédagogiques et pour le secondaire parmi les professeurs de lycée qualifiés. Ceux du primaire bénéficient de temps en temps de stages de perfectionnement organisés sur place. Quant à ceux du secondaire, ils peuvent parfois participer à des réunions d'échange à l'étranger.

Les infrastructures physiques se caractérisent par une forte densité du réseau scolaire et une insuffisance de locaux dans le primaire, conduisant à l'usage de la double vacation. L'exiguïté des salles de classe limite leur capacité d'accueil.

Le financement de l'éducation

Le financement de l'éducation est assuré en grande partie par des ressources nationales à travers le budget de l'Etat fédéral et les contributions diverses des communautés et des familles. Les ressources extérieures, à travers la coopération bilatérale et multilatérale, alimentent en partie le budget d'investissement sous forme de dons et de prêts. Le reste, estimé généralement à 15 ou 20 % pour chaque projet de réhabilitation ou de construction d'une école, est assuré par les communautés villageoises.

La part du budget de fonctionnement du secteur éducatif dans le budget de l'Etat a fluctué de 1987 à 1995 entre 19 et 22 %. En 1995, le montant des crédits alloués à l'Education atteignait 3,8 milliards de francs comoriens (FC), ce qui représente 4 % du produit intérieur brut. La part la plus importante de ce budget (67 %) est affectée aux dépenses salariales.

Le montant total des investissements prévus pour la durée du Plan directeur de l'éducation 1997-2001 s'élevait à 14.728,64 millions de FC, y compris l'assistance technique estimée à 2.960, soit 16 %. Les 67 % de ces investissements devaient être destinés à la réhabilitation et l'aménagement du cadre physique et pédagogique des différents sous-secteurs d'enseignement.

L'essentiel des ressources doit provenir de l'aide extérieure et, dans une moindre mesure, de la participation communautaire. Selon la programmation, 92 % du financement devait être mobilisé auprès de bailleurs de fonds, le reste provenant des communautés sous forme de contributions diverses (soit 7 %) et du budget de l'Etat (1 %).

[Source: WDE]

CONGO

Lois et autres règlements fondamentaux relatifs à l'éducation

Le système de l'éducation congolais est régi par la **loi n° 25/95** du 17 novembre 1995, modifiant la loi scolaire n° 008/90 du 6 septembre 1990. Cette loi définit la structure, les objectifs, le fonctionnement, l'administration et la planification du système éducatif ainsi que la structure du système non formel. Elle s'accompagne d'autres textes notamment sur l'enseignement privé dont les principaux ont été adoptés par le gouvernement.

L'enseignement a été libéralisé depuis la Conférence nationale en 1991. C'est de manière progressive que l'enseignement privé se met en place. La loi 25/95 prévoit, en son article 38, trois types d'établissements privés d'enseignement. Quelques textes d'application de cette loi ont été pris. Il s'agit notamment des décrets **n° 96-174** du 15 avril 1996 fixant les normes applicables à l'école, **n° 96-221** du 13 mai 1996 portant réglementation de l'exercice privé de l'enseignement et des arrêtés portant entre autres sur l'organisation et le fonctionnement du conseil d'administration des établissements scolaires.

Les ministères ont été maintes fois fusionnés ou scindés en deux ou trois départements. En effet, après avoir été gérée par deux ministères pendant la plus grande partie de la transition politique (1997-2002), l'éducation est de nouveau prise en charge par trois ministères au terme du **décret n° 2002-341** du 18 août 2002.

La scolarité est obligatoire de 6 à 16 ans. Cependant ces âges sont tout à fait théoriques. Le système éducatif se caractérise par des taux de redoublement élevés occasionnant une forte rétention d'élèves notamment au niveau de la troisième année de l'enseignement primaire.

Administration et gestion du système d'éducation

Le Ministère de l'enseignement primaire, secondaire et supérieur chargé de la recherche scientifique (MEPSSRS) était l'organe de conception et d'exécution de la politique de l'Etat en matière d'éducation, de recherche scientifique et technologique. En matière d'éducation, il était notamment chargé d'assurer le service de l'enseignement ; de veiller au bon fonctionnement des organismes chargés de cet enseignement ; d'élaborer et de mettre en œuvre les programmes d'enseignement et la pédagogie y afférente et de sanctionner cet enseignement par des certificats et des diplômes ; d'assurer l'orientation scolaire des élèves et des étudiants ; et d'exécuter la politique nationale en matière d'aides scolaires, d'œuvres scolaires et universitaires. A partir du mois de janvier 1999, le système éducatif était géré par deux ministères : le MEPSSRS et le Ministère de l'enseignement technique et professionnel chargé du redéploiement de la jeunesse, de l'instruction civique et des sports. Ces deux départements disposaient chacun de directions générales, de directions centrales et de directions régionales.

Depuis 2002, le système éducatif est géré par trois structures : le **Ministère de l'enseignement primaire et secondaire, chargé de l'alphabétisation** (MEPSA) ; le **Ministère de l'enseignement technique et professionnel** (METP) ; et le **Ministère de l'enseignement supérieur et de la recherche scientifique** (MESRS). Le MEPSA et le METP disposent chacun de directions générales, centrales et départementales (régionales). Le MESRS dispose d'une direction générale de l'enseignement supérieur depuis 2004. La gestion du système éducatif est assurée par l'administration centrale et les services extérieurs. Cette organisation administrative, financière et pédagogique est fortement centralisée malgré quelques signes de déconcentration que confèrent les textes aux directeurs régionaux de l'enseignement notamment dans l'action pédagogique et la répartition du personnel mis à leur disposition. La gestion du personnel dépend essentiellement de l'administration centrale et se traduit par une mauvaise répartition entre les centres urbains et les centres ruraux.

Les fonctions de l'administration éducative au niveau régional se définissent en particulier par une **Inspection d'académie** qui comprend les inspections régionales d'enseignement (préscolaire, primaire, secondaire premier cycle, secondaire deuxième cycle d'enseignement général et technique) ; le service d'orientation ; le service administratif et financier ; le service de planification, de la carte scolaire et des statistiques ; le service des établissements privés de l'enseignement ; et le service des examens et concours.

L'Inspection d'académie a un rôle de direction sur tous les établissements d'enseignement de la circonscription administrative à laquelle elle correspond. Elle est chargée notamment d'appliquer la politique éducative adoptée par le gouvernement, d'organiser les examens du premier degré, de préparer et de suggérer toute étude qui intéresse le développement du système éducatif au niveau régional, de gérer les personnels placés sous son autorité, d'éclairer les orientations, les avis et les décisions du Conseil régional en matière d'éducation.

Au niveau local, l'administration du système éducatif est du ressort des inspections de chaque ordre d'enseignement. En plus des fonctions strictement pédagogiques, elles assument par ailleurs des fonctions administratives dont elles rendent compte aux inspections d'académie. Au niveau de l'école, les fonctions d'administration éducative sont assurées par les **chefs d'établissements** qui sont les coordonnateurs de l'action pédagogique et administrative au niveau de chaque établissement.

Autres ministères (Santé, Armée, Plan, etc.) jouent un rôle important en matière d'éducation notamment en ce qui concerne la formation professionnelle. Certains d'entre eux gèrent des écoles spécialisées dans lesquelles le concours du Ministère de l'éducation est sollicité dans l'organisation des examens de sortie.

L'exclusivité de l'élaboration des programmes d'études est réservée à l'**Institut national de recherche et d'action pédagogiques** (INRAP) et aux inspections du préscolaire et du secondaire deuxième cycle. Les stratégies adaptées dans la conception, l'application, le suivi et l'évaluation des réformes curriculaires obéissent au schéma suivant depuis des décennies : a) la commission *ad hoc* composée de directeurs généraux et centraux est chargée d'orienter et de prendre des décisions ; b) le comité technique de pilotage qui est une équipe restreinte est chargé d'élaborer tous les documents d'appui et

de la mise en œuvre des décisions prises par la commission *ad hoc*, les activités de suivi étant réalisées par les inspections et les directions régionales de l'enseignement. L'évaluation est effectuée par des institutions spécialisées à travers de l'INRAP. Les disciplines ou matières dispensées au niveau de tous les ordres d'enseignement sont nationales et restent obligatoires selon le cycle considéré.

Les programmes actuels sont conçus en terme de curriculum, c'est à dire un ensemble structuré, qui précise l'action pédagogique du système éducatif en précisant les finalités et les contenus, les variables du processus de l'action éducative et de formation : les méthodes pédagogiques, les modalités d'évaluation, la gestion des apprentissages en tenant compte des pratiques pédagogiques fondées sur les interactions avec l'environnement. Ces programmes intègrent la vision globale du type d'homme à former afin de permettre à tous les acteurs de mener des actions cohérentes d'enseignement-apprentissage, d'intégration des acquis et leur évaluation. Les traits innovants des programmes actuels prennent en compte : i) des piliers de la pédagogie par objectifs (PPO) ; ii) des exigences de l'éducation en matière de population (EMP) ; iii) des programmes de la CONFEMEN ; et iv) des innovations intra-disciplinaires.

Quant aux organisations non gouvernementales (ONG), l'avènement de la démocratie dans le pays a fait naître beaucoup d'organismes qui s'intéressent aux problèmes de l'éducation au sens large du terme. Leurs interventions vont de la réflexion des établissements scolaires à la dotation en matériel didactique et en manuels des établissements scolaires de tous les cycles. De toutes ces organisations, les **Associations des parents d'élèves** sont les plus remarquées avec des interventions financières importantes au moyen des cotisations scolaires.

Quant à l'éducation de base non formelle, elle est officiellement coordonnée par la **Direction de l'alphabétisation et de l'Education pour Tous** (EPT). Au niveau territorial, chaque région est administrée par un service de coordination de l'alphabétisation et de l'EPT, représentée dans chaque localité par une coordination sectorielle. L'action éducative est ainsi dispensée dans les centres officiels et privés d'alphabétisation, les structures spécialisées d'éducation non formelle, les associations et les confessions religieuses.

La petite enfance (0 à 8 ans) est prise en charge dans les crèches pour les enfants de 0 à 3 ans, les garderies d'enfants ou les écoles maternelles publiques et privées pour les enfants de 3 à 5 ans. Les crèches existent exclusivement dans les deux grandes villes du Congo (Brazzaville et Pointe-Noire). Leur nombre est très insignifiant pour créer un quelconque impact dans l'environnement de la petite enfance. Il faut noter que les programmes d'éveil de la petite enfance se poursuivent jusqu'en troisième année du primaire.

L'enseignement privé a disparu au Congo à la suite de la nationalisation de 1965 et a été réinstauré par la loi n° 25-95 du 17 novembre 1995 portant sur la réorganisation du système éducatif. En fait, les établissements scolaires privés fonctionnent depuis 1990. Un grand retard a été pris dans la publication des textes réglementant l'exercice de cet enseignement. L'article 39 de la loi n° 25-95 stipule que les conventions signées entre les ministères concernés et les établissements privés d'enseignement fixent les droits et les obligations de chaque partie. Les écoles privées peuvent être créées par des personnes morales et physiques. Trois types d'établissements privés sont prévus par les textes :

- les établissements conventionnés de type I dispensant un enseignement identique à celui des établissements publics de même nature et selon les mêmes horaires. Ils sont soumis aux inspections pédagogiques administratives, financières (s'ils reçoivent des subventions) et sanitaires dans les mêmes conditions que les établissements publics. Le personnel de ces établissements est constitué de fonctionnaires à la charge de l'Etat.
- les établissements conventionnés de type II dispensant également un enseignement identique à celui des établissements publics de même nature. Ils sont soumis aux inspections pédagogiques administratives, financières (s'ils reçoivent des subventions) et sanitaires dans les mêmes conditions que ceux conventionnés de type I. Le personnel enseignant de ces établissements peut être des fonctionnaires détachés pris en charge par ces établissements.
- les établissements de l'enseignement privé ou établissements non conventionnés ne reçoivent pas de subventions de l'Etat, des collectivités locales et des organismes publics. Ils sont néanmoins soumis au contrôle de l'Etat.

Des conventions se signent avec l'Etat en vue de fixer les droits et les obligations de chaque partie. Une direction centrale est prévue dans l'organigramme du ministère de l'éducation nationale pour gérer l'enseignement privé. Les établissements recouvrent les enseignements préscolaire, primaire, secondaire et, dans une moindre mesure, l'enseignement supérieur. L'enseignement général est prédominant malgré l'existence de quelques établissements d'enseignement technique spécialisé.

S'agissant des programmes, les apprentissages fondamentaux dans les disciplines obligatoires sont identiques à ceux des établissements publics. Les différences se situent au niveau des matières optionnelles. Il y a lieu de noter que quelques écoles privées privilégient des programmes étrangers (français en particulier). D'autres, à l'opposé des établissements publics, introduisent l'apprentissage des langues étrangères comme l'anglais au niveau du primaire. De manière générale, le volume horaire dicté par les textes en vigueur est respecté par les établissements qui appliquent les programmes congolais.

Il convient de signaler que le privé laïc est prédominant du préscolaire au secondaire avec des établissements appartenant à des promoteurs privés. En effet, la libéralisation de l'offre d'éducation au privé s'est traduite par une prolifération d'écoles privées implantées de manière anarchique dans les centres urbains du fait qu'en milieu rural, les ménages n'ont pas les moyens de s'acquitter des frais de scolarité.

De manière générale, les conditions de scolarisation dans les cycles primaire et secondaire sont très défavorables avec des bâtiments insuffisants et en mauvais état, un manque d'équipement (mobilier, matériel didactique) et une très faible proportion d'élèves disposant de manuels scolaires. Au regard de la situation globale des effectifs scolaires et du nombre de salles de classe, il y a lieu d'affirmer que les structures d'accueil sont largement insuffisantes notamment dans les centres urbains. Il n'existe pas de transports scolaires. Quant aux cantines scolaires, elles sont inexistantes même si quelques rares établissements privés tentent cette expérience. Les grands établissements publics comme les lycées disposent d'internats dont la gestion et le fonctionnement représentent des difficultés quotidiennes. Ces internats sont même en voie de disparition

en raison des moyens financiers qui ne sont pas toujours disponibles à temps ou font simplement défaut.

Aujourd'hui, les librairies privées ont le monopole de la commande des manuels scolaires conformément au programme élaboré par l'INRAP. Le livre coûte cher, il n'est pas à la portée de tout le monde. On constate un manque notoire d'exemplaires de manuels dans les différents degrés d'enseignement. Les livres essentiels (lecture et calcul) font cruellement défaut au primaire, car on compte 18 élèves pour 1 livre de lecture au public, contre 4 élèves pour 1 livre dans le privé. S'agissant des livres de calcul, on compte 57 élèves pour 1 livre au public, contre 8 élèves pour 1 livre dans le privé.

La formation des enseignants en cours de service est assurée de manière sporadique à travers des projets pédagogiques ponctuels. Elle n'est plus du tout systématique mais plutôt liée souvent à l'introduction d'un nouveau manuel. Cette formation n'est ni régulière, ni continue, ni périodique. Le perfectionnement se conçoit dans le cadre de la formation que les enseignants suivent à l'issue de l'admission à un concours d'enseignants que cette formation couvre. Il est permis de dire que la proportion intéressée est très négligeable au regard du nombre d'enseignants dans les établissements du pays. Selon des données récentes (2004) le nombre d'enseignants ayant un diplôme professionnel requis représente 97 % au préscolaire, 77 % au primaire, 44 % au collège, et 70 % au lycée dans le secteur public. Toutefois, malgré leur qualification, la systématisation de la formation continue s'impose pour une meilleure adaptation aux innovations pédagogiques. Les chefs d'établissement ne sont pas formés. Ils sont théoriquement nommés parmi les enseignants dotés d'une expérience résultant d'une ancienneté dans la carrière. En revanche, les inspecteurs et conseillers pédagogiques au niveau primaire sont formés à l'Ecole normale supérieure.

Le financement de l'éducation

La charge financière de l'éducation repose avant tout sur l'Etat. Les dépenses publiques d'éducation au niveau central dépendent du budget du Ministère de l'éducation, ou d'autres ministères (Santé, Finances, Plan, Sport et Affaires étrangères).

Le niveau d'intervention des pouvoirs régionaux ou municipaux dans le financement de l'éducation sur la base de leurs ressources propres est pratiquement insignifiant. En effet l'essentiel du budget de ces collectivités locales s'appuie sur les transferts du budget central de l'Etat. Plus de 80 % des recettes des administrations régionales et municipales proviendraient du budget central. Les pouvoirs locaux participent faiblement dans le financement de l'éducation, mais assurent l'équipement des établissements en tables-bancs et leur maintenance.

La contribution des parents d'élèves, regroupés en Associations, constitue jusqu'ici le principal appoint aux dépenses publiques. Elle couvre la presque totalité des charges non salariales des écoles primaires et secondaires. Cette contribution n'étant pas budgétisée, et l'absence de données exhaustives sur la question ne permettent pas actuellement de cerner de manière précise l'effort des Associations des parents d'élèves (APE). Les taux des cotisations des APE varient par niveau d'un établissement à l'autre. La contribution des APE est importante et la nécessité actuelle de diversification des

sources de financement de l'éducation laisse plutôt entrevoir un sensible renforcement du rôle financier de ces associations.

Outre les dons fonctionnels consentis aux établissements scolaires, certaines entreprises subventionnent régulièrement des centres d'éducation préscolaire ou des établissements de formation professionnelle placés sous leur contrôle direct. L'aide extérieure prend de plus en plus une forme physique : offre de livres, constructions des salles de classe, amélioration de la capacité de gestion du système éducatif. Les promoteurs d'établissements privés d'enseignement financent seuls leur projet dont l'agrément est du ressort du Ministère de l'éducation nationale. Les frais d'écolage dans ces établissements sont différents par niveau d'enseignement et d'un établissement à un autre.

Il faut aussi remarquer que le budget public de l'éducation, comme celui de l'Etat, se concentre autour des dépenses incompressibles constituées généralement par les émoluments du personnel et, dans une certaine mesure, par les dépenses de bourses et d'internats. De manière générale, les dépenses ordinaires d'éducation ont augmenté en moyenne de 4,7 % entre 1990 et 1998. Parallèlement, les dépenses ordinaires dans le primaire ont évolué à un rythme plus lent de 3,5 % en moyenne par an. Cependant la part des ressources allouées à l'enseignement primaire par rapport aux dotations totales réservées à l'éducation, est passée de 52,8 % en 1990 à 47,9 % en 1998. Au préscolaire, l'Etat a consacré 0,27 % des dépenses publiques d'éducation au titre de l'année 2000. Dans cette part, 56 % représentent les dépenses ordinaires et 44% les dépenses en capital. L'absence de données financières sur le privé ne permet pas d'apprécier et d'évaluer l'effort des parents d'élèves qui financent la totalité des dépenses d'éducation dans ce secteur. Au primaire, les allocations budgétaires représentent 33,92 % des dépenses publiques d'éducation en 2000. Les dépenses ordinaires s'élèvent à 35,92 % et la quasi-totalité des dites dépenses est absorbée par les salaires du personnel (99,77 %). Par rapport aux allocations de l'Etat, l'enseignement primaire apparaît comme prioritaire. Les dépenses de fonctionnement de ce cycle sont passées de 23,45 % en 1997 à 17,4 % en 2000 et les dépenses d'investissement pour ces deux années représentent respectivement 6,18 % et 21,73 %. Entre 1997 et 2000, le montant total des dépenses d'éducation a augmenté en valeur nominale de 53.999 millions à 60.654 millions. En pourcentage du PIB, on observe une baisse des dépenses totales qui sont passées de 3,98 % en 1997 à 2,65 % en 2000. L'essentiel de ces dépenses est consacré aux frais de fonctionnement. Le déséquilibre entre la part des dépenses totales d'éducation réservées au fonctionnement et celles destinées à l'investissement, est énorme.

[Source: WDE]

CÔTE D'IVOIRE

Lois et autres règlements fondamentaux relatifs à l'éducation

La loi d'orientation nationale relative au système éducatif ivoirien (loi n° 95-696 du 7 septembre 1995) n'institue pas l'obligation scolaire.

Administration et gestion du système d'éducation

« Le secteur de l'éducation est aujourd'hui confié à trois départements ministériels, i) l'Education Nationale, ii) l'Enseignement Technique et la Formation Professionnelle, et iii) l'Enseignement Supérieur.

Dans le primaire, l'analyse de la structure d'allocation de personnels et de moyens aux écoles montre un niveau de cohérence très loin du souhaitable. S'il existe bien une relation globale positive entre le nombre des élèves et celui des enseignants, celle-ci est relativement imprécise en ce sens que de nombreuses écoles s'écartent de façon très manifeste de la relation moyenne. Ainsi, à titre d'exemple (et sans signaler de situations extrêmes), trouve-t-on des écoles qui scolarisent 300 élèves dont certaines ont 4 enseignants alors que d'autres 8 ou 10; de même (toujours sans considérer des cas extrêmes), parmi les écoles qui disposent de 6 enseignants, trouve-t-on des écoles qui scolarisent entre 150 et 450 élèves. de chacune des. La plus grande partie des disparités de dotation tient aux différences entre écoles au sein des différentes Directions Régionales de l'Education Nationale (DREN) qu'à des différences systématiques de dotation des différentes DREN dont l'existence est toutefois avérée. On observe alors qu'il existe des différences systématiques de dotation d'enseignants entre DREN, celles d'Abidjan (la DREN la mieux dotée), de Bouaké, de Man et de Yamoussoukro apparaissant en situation de sur-dotation relative d'enseignants, alors que celles de Khorogo et de San Pedro apparaissant, par contraste, en situation de sous-dotation relative. Il n'est pas sans intérêt de noter que ce sont globalement les DREN qui disposent des moyens les plus favorables en personnels (compte tenu des effectifs de leurs élèves et de la distribution de leurs écoles par taille) qui semblent les gérer de la façon la moins satisfaisante. »

Le financement de l'éducation

« Sur la base du volume des ressources disponibles totales de l'Etat, des arbitrages sont faits entre les différents secteurs de l'intervention publique. Les objectifs de l'Etat sont bien sûr divers et vont évidemment très au-delà des possibilités budgétaires courantes. Les arbitrages réalisés dans les allocations budgétaires manifestent les priorités accordées à ces différents secteurs. Dans ce contexte, les dépenses publiques courantes d'éducation représentent une proportion relativement forte des dépenses courantes de l'Etat, bien que

cette proportion soit plutôt inférieure, à la fin de la décennie (32,5 % pour les deux dernières années) par rapport à ce qu'elle était à son début (36,6% pour les deux premières années). Cette légère réduction vient approfondir l'évolution négative enregistrée dans les dépenses publiques courantes hors dette de l'Etat ivoirien au cours de la dernière décennie. Quelles sont alors les perspectives de modifier cette situation au cours des dix années à venir ? Une conséquence globale de ces évolutions et relations défavorables qui concernent i) le PIB, ii) la pression fiscale domestique, iii) les dépenses courantes de l'Etat contraintes par la pression de la dette extérieure, et iv) la priorité relative de l'éducation au sein des dépenses publiques, la part des dépenses publiques d'éducation dans le PIB diminue de façon drastique entre les années 1990 (où elles représentaient 6,9 % du PIB), et 2000 où les dépenses publiques d'éducation ne représentent plus que 3,9 % du Produit Intérieur brut du pays. Une conséquence jointe, et évidemment plus réelle, de la baisse de la part des dépenses publiques d'éducation en pourcentage du PIB est que les dépenses courantes pour l'éducation ont baissé en termes réels d'environ 24,5 % sur la décennie.

Concernant les dépenses globales (dépenses de fonctionnement et d'investissement), on observe que les valeurs exécutées sont toujours inférieures à celles votées par le parlement, l'écart (les dépenses exécutées étant toujours supérieures aux budgets votés) se situant dans une fourchette comprise entre 5 et 10 % entre les années 1992 et 1998, pour s'approfondir avec des chiffres de l'ordre de 17 % au cours des années 1999 et 2000, probablement en relation avec les difficultés politiques qui ont marqué ces années.

Entre 1992 et 2000, la structure des dépenses publiques courantes entre les quatre niveaux ou types d'éducation reste relativement stable, encore que les tendances aillent clairement vers une diminution de la part relative affectée au niveau primaire. En effet, sur les exercices 1992 et 93, la part moyenne du primaire est de 50,1 % alors qu'elle n'est que de 46,5 %, en moyenne sur les années 1999 et 2000. Un mouvement comparable mais moins prononcé est observé pour la part de l'enseignement secondaire qui passe de 30,3 en 1992 à 28,7 % en 2000. Dans le même temps, les ressources publiques affectées à l'enseignement technique et professionnel augmentent, passant de 5,3 à 8,3 % des dépenses courantes globales du secteur. Egalement avec une dynamique croissante, l'enseignement supérieur voit sa part passer de 14,6 % en 1992 à 16,3 % en 2000 (après un niveau de plus de 18 % en 1997 et 1998). Au total, les salaires représentent 74 % des dépenses courantes, environ 10 % pour-cent de ceux-ci concernant les personnels travaillant dans des services d'appui au niveau central ou décentralisé. C'est dans le primaire, avec un chiffre de 83,1 %, que cette proportion est la plus forte, les services représentant alors 13 % de la dépense salariale à ce niveau d'enseignement. Les dépenses de fonctionnement (des établissements d'enseignement et des services d'appui), avec un chiffre de 14,6 %, ne représentent qu'une proportion relativement faible des dépenses courantes; ce n'est toutefois pas le cas de l'enseignement technique pour lequel les dépenses de fonctionnement représentent plus de la moitié des dépenses courantes; le niveau des dépenses de fonctionnement apparaît spécialement faible au niveau du supérieur. Il est aussi à remarquer qu'au sein des dépenses courantes, celles qui ont été comptabilisées au titre des dépenses de nature pédagogique comptent pour moins de la moitié des dépenses de fonctionnement. En moyenne, les dépenses pédagogiques ne représentent ainsi que 6,4 % des dépenses courantes totales, un chiffre spécialement faible. »

[Source : Banque mondiale. *Côte-d'Ivoire. Rapport d'état du système éducatif Ivoirien: Eléments d'analyse pour instruire une politique éducative nouvelle dans le contexte de*

l'EPT et du PRSP. Région Afrique, Département du développement humain, Document de travail, septembre 2005.]

DEMOCRATIC REPUBLIC OF THE CONGO (FORMER ZAIRE)

Lois et autres règlements fondamentaux relatifs à l'éducation

L'enseignement est régi par la **loi-cadre de l'enseignement national, n° 86-005** du 22 septembre 1986. Aux termes de cette loi-cadre, la scolarité est obligatoire au niveau primaire. Etant donné que le redoublement est autorisé une fois au cours d'un degré d'études et vu que l'enseignement primaire comprend trois degrés, la scolarité obligatoire couvre donc la période allant de 6 à 15 ans. La loi stipule toutefois que l'obligation scolaire sera établie par phases successives déterminées par le Gouvernement en tenant compte des particularités locales ainsi que du plan de développement général de l'enseignement.

Le cadre légal comprend également quelques textes réglementaires importants qui régissent actuellement l'enseignement national. Pour l'enseignement primaire et secondaire : l'ordonnance n° 88-092 du 7 juillet 1988 instituant un examen d'Etat en vue de l'obtention du diplôme d'études secondaires cycle long ; l'ordonnance n° 91/232 du 15 août 1991 portant règlement d'administration relatif au personnel enseignant de l'enseignement primaire, secondaire et professionnel ; et l'ordonnance n° 91/231 du 15 août 1991 portant règlement d'administration relatif au corps des inspecteurs de l'enseignement primaire, secondaire et professionnel.

Pour l'enseignement supérieur et universitaire : l'ordonnance-loi n° 82-004 du 6 février 1982 portant modification de l'ordonnance-loi n° 81-028 du 3 octobre 1981 relative à la collation de grades académiques au sein des instituts supérieurs techniques ; l'ordonnance-loi n° 81-160 du 7 octobre 1981 portant statut du personnel de l'enseignement supérieur et universitaire.

Administration et gestion du système d'éducation

Depuis 1997, le Ministère de l'éducation nationale regroupait les anciens ministères chargés respectivement de l'enseignement primaire, secondaire et professionnel, et de l'enseignement supérieur, universitaire et la recherche scientifique en un seul ministère comprenant deux vice-ministères, l'un chargé de l'enseignement primaire, secondaire et professionnel et l'autre chargé de l'enseignement supérieur et universitaire ainsi que trois secrétariats généraux : le Secrétariat général à l'enseignement primaire, secondaire et professionnel ; le Secrétariat général à l'enseignement supérieur et universitaire ; et le Secrétariat général à la recherche scientifique. A partir du 30 juin 2003 la gestion du système éducatif est sous la responsabilité de trois ministères : le **Ministère de l'enseignement primaire, secondaire et professionnel** ; le **Ministère de l'enseignement supérieur et universitaire** ; et le **Ministère de la recherche scientifique et technologique**. Les attributions traditionnelles de chacun de ces Ministères sont définies par le décret n°03/027 du 16 septembre 2003 fixant les attributions des ministères.

La structure administrative du Ministère de l'enseignement primaire, secondaire et professionnel (MEPSP) est restée la même qu'auparavant, c'est-à-dire l'existence d'un Secrétariat général coordonnant un ensemble de services aux niveaux central (Directions des services centraux) et provincial (Divisions provinciales). Il en est de même du Ministère de l'enseignement supérieur et universitaire, à la seule différence que ce dernier ne dispose pas des divisions provinciales.

En ce qui concerne le MEPSP, une Direction chargée spécialement du suivi de la mise en œuvre et des progrès du Programme de l'Education pour Tous (EPT) a été créée. Par ailleurs, suite à la décision du gouvernement, en date du 25 juin 2004, de rapprocher les gestionnaires scolaires de leurs administrés, en juillet 2004 le MEPSP a pris une série de mesures portant restructuration des services provinciaux de l'enseignement primaire, secondaire et professionnel (Divisions et Inspections provinciales). Aussi, le nombre de Divisions/Inspections provinciales est-il passé de onze à vingt-cinq.

Dans le cadre de la mise en œuvre du programme Education pour Tous (EPT), il a été créé, par arrêté ministériel n°071//2002 du 25 février 2002, un **Conseil consultatif national de l'EPT**, lequel est un cadre de coordination et de concertation de tous les intervenants impliqués dans la réalisation des objectifs de l'EPT.

L'Inspection générale de l'enseignement est chargée du contrôle, de la formation, de l'évaluation et de la sanction des études. Elle constitue une administration spécialisée presque parallèle à l'administration classique du ministère.

Les services régionaux chargés de l'enseignement primaire, secondaire et professionnel sont constitués de **Divisions** et de **Sous-divisions**. La division, à la tête de laquelle est placée un chef de division régionale, couvre une entité politico-administrative appelée région (province). Les sous-divisions sont créées en tenant compte du nombre d'écoles à gérer, de l'étendue de la région et de certains critères d'ordre géographique et politique. En 1996, il y avait onze divisions régionales (25 en 2004) et 136 sous-divisions.

Dans le cadre de la convention de gestion des écoles nationales par les Eglises, il a été institué aussi un ensemble de services administratifs chargés de la coordination des écoles dites conventionnées. Ces services fonctionnent à chaque échelon correspondant à l'administration de l'enseignement primaire, secondaire et professionnel.

Au niveau de l'école, la gestion est assurée par le **Conseil de gestion** et le **chef d'établissement**. Ce dernier est dénommé directeur d'école au niveau maternel et primaire et préfet des études au niveau secondaire. Le conseil de gestion est composé du chef d'établissement qui en est le secrétaire, du conseiller pédagogique, du directeur de discipline, du représentant des enseignants, du représentant des parents qui en est le président, ainsi que du représentant de l'Eglise pour les écoles conventionnées. Le chef d'établissement assure la gestion courante de l'établissement et exécute les décisions du conseil de gestion.

En ce qui concerne la direction des établissements d'enseignement privés agréés, elle relève de leurs promoteurs, sous le contrôle de l'Etat en conformité avec la loi-cadre de l'enseignement national.

Les écoles privées sont des établissements d'enseignement créés et gérés par toute personne privée, physique ou morale, nationale ou étrangère, présentant des garanties d'ordre politique, juridique, financier, matériel, moral et pédagogique. Ces garanties sont déterminées par la loi-cadre de l'enseignement national. La création d'un établissement privé maternel, primaire et secondaire est soumise à une autorisation préalable du Ministère ayant l'enseignement maternel, primaire et secondaire dans ses attributions. L'agrément est sanctionné par un arrêté ministériel et n'implique pas la subordination de l'établissement privé par l'Etat. Cet agrément a pour effet la reconnaissance officielle du niveau d'études ainsi que des pièces et titres scolaires délivrés par l'établissement scolaire. L'organisation interne et le fonctionnement des établissements dépendent de leurs promoteurs qui tiennent compte des règlements édictés par la loi-cadre. Ces écoles sont organisées en une association dénommée Association nationale des écoles privées agréées (ASSONEPA) qui constitue leur syndicat. Conformément à la loi-cadre, les écoles privées sont tenues d'appliquer les mêmes programmes que les écoles publiques. Cependant, elles sont autorisées à introduire d'autres activités ou matières afin de marquer leurs spécificités.

D'autres ministères organisent des structures formant le système éducatif national. Ils sont les suivants : le Ministère des affaires sociales pour les centres de promotion sociale au sein desquels on retrouve les centres d'alphabétisation des jeunes et des adultes ; le Ministère de la jeunesse et des sports pour les centres de formation ou d'apprentissage professionnel des jeunes ; le Ministère de la santé publique pour les écoles d'infirmiers et autres agents paramédicaux ; le Ministère du travail et de la prévoyance sociale pour l'Institut national de préparation professionnelle ; et le Ministère de la défense nationale pour les écoles et centres de formation militaires.

Il existe également des structures de formation particulièrement dans le secteur non formel qui ne dépendent pas des ministères. C'est notamment le cas des centres de formation organisées par les entreprises publiques et privées, les organisations non gouvernementales (ONG), confessionnelles et non confessionnelles ainsi que des particuliers.

L'éducation de la petite enfance ne bénéficie que de peu d'attention des pouvoirs publics. D'après les données sociodémographiques de 2000 les enfants de 3 à 5 ans représentaient 10,3 % de la population ; 3 % (soit 43,500 enfants) fréquentaient les écoles maternelles, tandis que 97 % d'entre eux étaient délaissés pour différentes raisons. L'éducation préscolaire n'est pas encore généralisée en dépit de sa consécration comme structure de l'enseignement national au terme de l'article 16 de la loi-cadre de l'enseignement national. Les services sont plus organisés par l'initiative privée que par les pouvoirs publics. Par exemple, en 2004 on dénombre à Kinshasa 777 écoles maternelles dont 14 seulement relèvent du secteur public.

Seules quelques maisons d'éditions produisent des manuels scolaires pour les différents niveaux d'enseignement. Toutefois, l'importation des manuels scolaires pour ces différents niveaux se fait par le biais de la coopération belge et de l'UNICEF qui interviennent parfois spontanément en fournissant des manuels scolaires aux écoles les plus démunies du pays.

En 2001-2002 les établissements scolaires publics étaient au nombre de 18.300 pour le primaire et de plus de 8.000 pour le secondaire. Dans leur quasi totalité ces écoles

sont dans un état vétuste. Avec la poussée démographique de la population scolaire leur nombre s'avère insuffisant, réduisant ainsi fortement la capacité d'accueil du système. Ceci explique en partie la prolifération des écoles privées dont en 2001-2002 le nombre au primaire était de 2.195, et de 1.205 au secondaire, contre respectivement 378 et 109 en 1986-1987. Les écoles fonctionnent dans un environnement très malsain, ne répondant pas toujours aux normes hygiéniques. Le faible budget affecté à l'éducation ne facilite pas non plus la construction de nouvelles écoles et la réhabilitation de celles, existantes, qui se trouvent dans un état de délabrement avancé. Par ailleurs, il n'existe plus de système d'internat dans les écoles et le transport scolaire n'est pas organisé.

[Source : WDE]

« Une étude récente sur le taux de scolarisation (SENAREC, 2004) sur un échantillon de 400 écoles, dont 60% d'écoles primaires et 200 communautés de base dans les provinces de l'Equateur, du Kasai Occidental, du Kasai Oriental, du Katanga, du Maniema, du Nord-Kivu, et de la Province Orientale a révélé que 49% d'écoles en milieu rural et 44% d'écoles en milieu urbain avaient été construites avant 1960 et que dans l'ensemble, les salles de classe étaient dans un état déplorable. Dans 61% d'écoles en milieu rural, les toitures des salles sont dans un mauvais état. » [Source: RDC. *Rapport national sur les Objectifs du millénaire pour le développement*. 2004.]

En ce qui concerne le système de formation en cours de service et de perfectionnement des enseignants, il n'existe pas de centre qui dispense ce type de formation. Toutefois, pour les niveaux préprimaire, primaire et secondaire, le Service national de formation (SERNAFOR), composé d'inspecteurs d'enseignement, assure la formation en cours d'emploi à travers des outils de formation à distance et des sessions de formation ponctuelles. Au niveau supérieur et universitaire, il existe un Service pédagogie universitaire qui organise de temps à temps des sessions de formation pour les enseignants de ce niveau. En ce qui concerne la formation des chefs d'établissements et des inspecteurs, les premiers ne reçoivent pas de formation initiale particulière. Ils sont recrutés parmi les enseignants expérimentés ayant une bonne appréciation. Les inspecteurs sont recrutés sur concours. Ils suivent après celui-ci une formation spécialisée à l'Institut de formation de cadres de l'enseignement primaire et secondaire (IFCEPS).

« Certaines structures administratives seulement — les Entités Administratives Décentralisées (EAD) — ont un statut juridique. Le pays est divisé en dix provinces plus Kinshasa. Kinshasa, la capitale, est divisée en 24 communes. Chaque province est subdivisée en districts (25) qui sont, à leur tour, subdivisés en territoires (145) et villes (20). Ensemble, les 11 provinces (dont Kinshasa), les villes, les territoires et les communes de Kinshasa constituent les EAD. Les unités administratives de niveau inférieur au territoire sont appelées Circonscriptions Administratives (CA) ; ce sont de simples unités administratives déconcentrées qui n'ont pas de statut juridique ; elles comprennent les petites villes, les villes communes hors de Kinshasa, les secteurs (consistant en de petites communautés traditionnelles indépendantes), les secteurs-chefferies, les quartiers, les groupements et les villages.

L'actuelle structure territoriale/administrative est fondée sur une loi promulguée en juillet 1998. Par la loi, les EAD sont supposées avoir des conseils consultatifs nommés par le gouvernement, mais aucun conseil n'a été en fait constitué. Bien que les gouverneurs des provinces continuent d'être nommés, ceux qui l'ont été à la fin de 2001

appartiennent à leurs provinces respectives, contrairement à la coutume antérieure. La répartition des responsabilités dans l'enseignement primaire et secondaire, entre le gouvernement central et les EAD, a été définie par la loi de 1998. Le gouvernement central est responsable de la fixation du minerval, du paiement des salaires du personnel enseignant, de l'ouverture, de la fermeture et de l'agrément des écoles, de l'inspection et des examens de fin de cycle. Les EAD sont responsables de l'administration des établissements d'enseignement, fixent certains frais de scolarité et proposent l'ouverture ou la fermeture de classes. Les responsables des EAD, comme les gouverneurs de provinces, supervisent les services de l'éducation en même temps que d'autres services du gouvernement central présents dans leurs juridictions.

Les impôts locaux et les transferts effectués par le gouvernement central—les rétrocessions— constituent les ressources des EAD. Ces transferts sont calculés sur la base du montant des impôts et taxes du gouvernement central collecté dans les provinces et sont versés au compte des provinces à la Banque centrale. Les rétrocessions sont fixées à 20 pour cent des recettes collectées dans les provinces, mais seulement 10 pour cent sont transférés automatiquement. Ces fonds sont alors supposés être distribués à toutes les EAD de la province, mais l'on ne sait pas trop dans quelle mesure cela est effectué. Le gouvernement central paie directement les salaires des fonctionnaires et pourvoit au fonctionnement des services dans les provinces, mais dans les années récentes, exception faite du versement des salaires, les paiements ont été rares. L'efficacité de la décentralisation et ses implications pour le secteur de l'éducation dépendront en partie de la clarification des responsabilités fiscales, de la répartition des taxes et des dépenses, aussi bien que des transferts (recettes fiscales et autres) entre le gouvernement central et les EAD. La délégation d'autorité doit être combinée avec un contrôle efficace des structures administratives locales, des recettes et des ressources financières locales transférées depuis la structure centrale.

Au niveau provincial, le gouverneur est en charge du contrôle administratif général de tous les secteurs, éducation comprise. Au niveau provincial, le secrétaire général est représenté par le Chef de Division Provinciale (Proved), qui est sous le contrôle administratif du gouverneur, mais qui, pour les questions techniques, relève du MEPSP. En dessous du niveau provincial, le Proved est représenté par les chefs de sous-division (sous-Proved). Le sous-Proved dispose de trois services concernant le personnel et les finances, la pédagogie, et la planification. En pratique, ces services manquent de personnel et de moyens et ne sont pas en mesure de jouer un rôle significatif dans l'administration de l'éducation.

Les écoles conventionnées protestantes sont dirigées au niveau national par un Bureau de Coordination National qui a un rôle général de direction et gère les relations avec l'Etat. Les bureaux provinciaux dirigent toutes les écoles protestantes dans la province. Au-dessous du niveau provincial, un bureau de coordination dirige les écoles relevant de sa confession. L'Eglise protestante dispose ainsi de 66 bureaux de coordination dans le pays. Lorsqu'une congrégation a 40 écoles dans une province, elle a le droit d'y créer un bureau de coordination et, si elle en a 15, d'y nommer un conseiller résident représenté au niveau provincial. Les bureaux sont responsables de la gestion du personnel (recrutements, mutations, promotions), de la gestion financière, ainsi que des questions pédagogiques. » [Source : Banque mondiale. *Le système éducatif de la République démocratique du Congo : priorités et alternatives*. Région Afrique, Département du développement humain, Document de travail, janvier 2005.]

Le financement de l'éducation

La part des dépenses d'éducation par rapport aux dépenses totales et au PIB a baissé au cours de ces dernières années. Elle était estimée en 1998 à plus ou moins 1 % du budget national. Le financement du programme Education pour Tous (EPT) s'appuiera sur les ressources budgétaires et les contributions des partenaires nationaux et internationaux. Pour garantir le fonctionnement optimal du secteur éducatif et en contrepartie la gestion du programme EPT, l'Etat vise d'affecter à ce secteur 25 % de son budget d'ici 2015. La part du budget de l'éducation dans le budget national devrait atteindre 10 % en 2005, 20 % en 2010 et 25 % en 2015.

[Source: WDE]

« Les parents financent plus de 80% du total des frais d'éducation de leurs enfants, soit sous forme de prise en charge des frais de fonctionnement de l'école et du bureau gestionnaire, soit sous forme de paiement des primes de motivation pour les enseignants. Cette prise en charge entrave la scolarisation des enfants surtout ceux des parents démunis. » [Source: RDC. *Rapport national sur les Objectifs du millénaire pour le développement*. 2004.]

“Less than ten percent of the national budget is allocated to education, and the DRC lacks a sustainable financing mechanism for the delivery of education services. The most serious challenge Government faces, especially to its pro-poor objectives, is to redress the situation in which households shoulder most of the burden of financing schools and teachers' salaries. The backlog in capital development and maintenance is immense. An estimated one-third of the country's schools are in such poor condition that they offer no shelter from inclement weather; most have no functioning latrines. Government estimates that US\$150 million is needed in the next 3-4 years to rehabilitate 3,000 primary schools and 1,100 secondary schools (900 primary and 400 secondary schools a year) in order to strike a pace capable of reaching the MDGs in the next 20-25 years. Few schools have learning materials. The majority of Congolese students never see the written word until they sit for the national examination at the end of primary school. On average, the country's 180,000 primary school teachers are older than the average life expectancy in the DRC. They have not had their skills updated for decades. Pre-service training of new entrants, which is mostly offered through the pedagogical stream of secondary education (*humanités pédagogique*), does not confer adequate pedagogical and professional skills.” (World Bank. *Democratic Republic of Congo. Education Sector Project, Project Information Document Appraisal Stage*. March 2007.)

EQUATORIAL GUINEA

Laws and other basic regulations concerning education

“En materia de educación, el país dispone desde 1995 de una Ley General de Educación que regula todo el sector. Un decreto precisa el establecimiento y la gestión de las escuelas privadas.” [Fuente: República de Guinea Ecuatorial; Sistema de Naciones Unidas. *Balance Común de País (CCA)*. Versión final validada, septiembre de 2006.]

Administration and management of the education system

“El país está dividido en dos regiones (la Continental o Río Muni, integrada por las islas de Corisco, Elobey Grande, Elobey Chico e islotes adyacentes; y la Insular, compuesta por las islas de Bioko, Annobón e islotes adyacentes), siete provincias (Bioko Norte, Bioko Sur, Litoral, Centro Sur, Kie-Ntem, Wele-Nzas y Annobón), 18 distritos, 30 municipios y 726 Consejos de Poblado. Una ley de descentralización administrativa fue aprobada en el año 2003 para establecer las bases de una transferencia de funciones a los municipios. En este proceso de afianzamiento paulatino de la democracia y gobernabilidad en el país, se han sentado también las bases para el funcionamiento de las organizaciones de la sociedad civil mediante la aprobación de leyes reguladoras de asociaciones y ONGs.

El acceso a los servicios educativos conoce una gran mejora gracias a la liberalización de la oferta educativa que permite el desarrollo del sector privado de la educación, el cual acoge un 24% de los alumnos de la enseñanza primaria. Esta mejora se debe también a la construcción de infraestructuras escolares y a la contratación de nuevos profesores.

En agosto de 2004 se celebró la Conferencia Nacional sobre la Educación, la Ciencia y los Deportes. Los programas del sector se elaboran según los ejes definidos por el Plan de Acción Nacional para el Desarrollo de la Educación Para Todos (EPT).

La reforma en la educación ha conocido grandes mejoras con la actualización de los currícula de los tres niveles. El nivel preescolar ha experimentado un aumento en su cobertura; el nivel primario amplió su duración pasando de cinco (5) a seis (6) años y se dotó de libros de texto adaptados al contexto del país; finalmente, el nivel secundario se benefició de importantes materiales didácticos y de equipamiento.

Entre los años 2002-2004, el número de centros de enseñanza preescolar pasó de 225 a 595, mientras que el número de alumnos pasó de 9 000 a 23 941. Alrededor del 70% de los alumnos matriculados en la primaria en el curso escolar 2004/2005 pasaron por las clases de preescolar, prueba del papel importante que tiene la formación inicial de los niños. Más de 26 centros escolares han sido construidos entre los años 2001 y 2003 en la enseñanza primaria. Para aumentar la cobertura de la enseñanza, han sido contratados unos voluntarios; éstos frecuentan programas de formación continua y en servicio para mejorar sus capacidades.

Con el apoyo de los socios, el Gobierno ha realizado la revisión y actualización de los currícula de la enseñanza primaria, integrando nuevos temas tales como los derechos del hombre. Los manuales escolares y el material didáctico han sido elaborados y

entregados a los docentes y a los alumnos. En 2002, el Programa EPT ha sido elaborado con la participación de los socios y aprobado por el Gobierno. Su realización constituye una fase decisiva en el cumplimiento de los ODM (Objetivos de Desarrollo del Milenio).

La disparidad entre niños y niñas sigue importante, especialmente a medida que avanzan los grados y niveles del sistema educativo. Las dificultades existentes en la formación profesional formal en términos de equipamiento, dotación de talleres y calidad del profesorado constituyen los problemas fundamentales de los alumnos de dicha modalidad de enseñanza, con repercusión en el momento de entrar en el mercado de trabajo.

La importante proporción de docentes sin la formación requerida (51,5%) en la primaria, la insuficiencia de infraestructuras, incluidas las deportivas, y de material didáctico, la falta de agua y de letrinas en las escuelas, entre otras necesidades, así como la persistencia de ciertas costumbres tradicionales y el bajo poder adquisitivo de muchas familias, dificultan la permanencia escolar y el éxito en los estudios, particularmente las niñas.

El deficiente funcionamiento del sistema de recogida, tratamiento y publicación de los datos estadísticos, así como la falta de un banco de datos sobre el sector educación constituyen factores que obstaculizan la planificación y la gestión del servicio educativo.

La escasa participación de los padres en el seguimiento de la educación de sus hijos representa también un factor relevante en el fracaso escolar, particularmente de las niñas. A eso se añade los embarazos precoces.

Muchos poblados de menor concentración no disponen de escuelas con un ciclo completo y sus alumnos están obligados a recorrer grandes distancias para acceder a los centros escolares. La insuficiente descentralización de la gestión administrativa del sector dificulta la implementación de los planes, programas y proyectos. La centralización no favorece el desarrollo de los servicios de manera eficiente. Por eso, la limitada oferta en las zonas rurales provoca el éxodo masivo de alumnos hacia los centros urbanos.” [Fuente: República de Guinea Ecuatorial; Sistema de Naciones Unidas. *Balance Común de País (CCA)*. Versión final validada, septiembre de 2006.]

The financing of education

« Le manque de qualifications du corps enseignant et de matériel pédagogique de base fait obstacle à l'amélioration du système éducatif. Sur la période récente, quelque 73 pour cent des professeurs avaient reçu une qualification adéquate, mais ce pourcentage est en diminution. Par ailleurs, l'état de l'infrastructure est préoccupant. Seulement 60 pour cent des établissements disposent d'eau potable, et la moitié ont des installations sanitaires acceptables. Comme pour le secteur de la santé, *via* l'article 23 de la Loi fondamentale et les recommandations de la Conférence de Bata qui affectent 15 pour cent du budget total à l'éducation, l'État souligne l'importance de celle-ci dans sa stratégie en faveur du développement. Bien qu'ayant accru le budget de l'éducation, il ne suit pas le calendrier fixé : en 1998, ces dépenses n'ont représenté que 5.1 pour cent des dépenses publiques totales, contre 5.9 pour cent en 1997. » [Source : OCDE/BAfD. *Perspectives économiques en Afrique*. 2002.]

ERITREA

Laws and other basic regulations concerning education

In accordance with the **Legal Notice No. 1** of 1991, concerning regulations enacted to determine the establishment and management of non-government schools and their supervision, the Ministry of Education is the organ that implements the educational policies formulated by the State, prepares the national curriculum, and ensures the application of such a curriculum throughout the country.

The **Legal Notice No. 2** (1991) contains some regulations enacted to determine the relationships between schools and parents and the supervision of schools. Article 21(1) of the Constitution stipulates that: “Every citizen shall have the right of equal access to publicly funded social services. The State shall endeavour, within the limits of its resources, to make available to all citizens health, education, cultural, and other social services.”

Administration and management of the education system

The **Ministry of Education**, which is responsible for education throughout the country, has five departments: General Education, Administration and Finance, Vocational and Technical Education, Research and Human Resource Development, and Adult and Media Education. With the exception of Administration and Finance, Research and Human Resource Development, every department has a monitoring and quality assurance division. Within the Department of General Education, there are two divisions responsible for monitoring, standards and quality assurance of the formal education. These divisions are: Monitoring and Quality Assurance Division that again includes two units, namely Supervision and Pedagogical Support; and Assessment and National Examination Division that consists of Assessment and National Examination Units.

At the regional level (Regional Education Offices), the Basic Education and Secondary Education Units, staffed with qualified supervisors are involved in the monitoring and quality assurance practices. The supervisory practice for basic education is being reorganized at Local Administration (sub-regional) level. There are also Pedagogical Resource Center (PRC) coordinators at this level who are responsible for clusters of schools. The whole structure of the Regional and Sub-Regional Education Offices has been changed in order to introduce a decentralized management of schools. Clusters of schools are established in order to create institutional linkages between the schools and to ascertain local supervisors who support and monitor designated schools at local level. The specific school is seen as a ‘learning institution’ where teachers, students, school directors, parents and the local community interact in order to share and develop experience and competencies.

“Basic education (kindergarten, elementary, middle school) comes under the administrative authority of the Department of General Education in the Ministry of Education. To rationalize its various administrative functions, the Department of General Education is broken down into 3 administrative units (or divisions) as follows: the Curriculum Planning and Development Division, the Monitoring and Quality Assurance division and the Assessment and Examination Division.

The Government is committed to devolving its central powers to the local level. The delivery of education is the responsibility of the Ministry of Education (headquarters), the zobas (districts/regions), the sub-zobas (sub-districts/sub-regions), communities (through Parent-Teacher Associations) and schools. Structurally, education is delivered through a compact management system that comprises 5 departments, 6 zobas, 56 sub-zobas, schools and communities. This structure is operated by an inadequate number of staff – by far less than the capacity required to cover the entire system.

In terms of planning, the central Government has adopted a participatory and inclusive policy development process. This process leads to understanding among key line Ministry staff of new policies and how to implement them. However, decisions and their cost implications are not based on adequate analyses on account of a lack of expertise in many key areas. Planners, administrators, evaluators, decision-makers and other actors in the Ministry of education require more hands-on training in order to be effective in meeting the numerous challenges of the education system. More importantly, a comprehensive needs assessment exercise is to be undertaken to identify capacity gaps and match them with resource requirements.” [Source: African Development Fund. *Appraisal report. Education sector development programme. Eritrea. June 2004.*]

Various professional training programmes are run by other ministries. The most important are those of the **Ministry of Health** (for nurses, pharmacists, village health workers, technicians, etc.) and of the **Ministry of Agriculture**, for a very wide range of Ministry staff and also farmers. The **National Union of Eritrean Women** is responsible for women’s literacy programmes, and the **National Union of Eritrean Youth and Students** offers a variety of educational programmes. The **Ministry of Information** began broadcasting a British Council-sponsored television course for the teaching of English in late 1995.

Additionally, a new **Institute of Management Studies** has been established by the government in order to upgrade the skills of existing civil servants.

Early childhood education (ECE) is largely a community responsibility with the government giving functional support, i.e. developing policies, guidelines, programmes, monitoring and teacher training activities. ECE has been regarded as the first component of the basic education strategy and is organized at two levels—nursery programmes and kindergarten. However, the investment in formal pre-school education has not been addressed properly and the government intervention in the establishment of formal pre-school centres has been very limited. Access to kindergarten is very limited. Most establishments are situated in urban areas—especially in Asmara—and are controlled by religious institutions.

“The Department of Adult and Media Education under the Ministry of Education has strengthened adult literacy and introduced post-literacy programmes, which run for three years. At the end, learners are awarded a certificate, which is equivalent to elementary schooling. These interventions have seen enrolments rise from 54,446 in

2000/01 to 103,000 in 2005. To enhance adult literacy, the Ministry of Education has developed radio programmes that provide lessons on various aspects of literacy. The Ministry of Defence and the Prisons Department have also been involved in providing literacy programmes, with the latter targeting inmates. A literacy programme targeting out-of-school youth is also underway through the Ministry of Labour and Human Welfare. Under this programme, some 5,000 youth, mainly street children, have been taken through vocational training and equipped with skills to enable them get into gainful employment.” [Source: UNESCO Nairobi Office. *Fact book on EFA*. Nairobi, 2006.]

The medium of instruction at the elementary level is the mother tongue, although communities are permitted to choose another language if they wish. However, the language of instruction at the post-elementary level is English. Measures to enforce the standardization of the curriculum across all Eritrean schools have been taken. A National Curriculum Conference took place in 1996, after which the preparation of the new curriculum was begun. All community schools must follow the curriculum approved by the Ministry of Education.

Given the shortage of qualified staff existing in all ministries, many NGOs assist with training courses, workshops, etc. The role of the National Union of Eritrean Women and the National Union of Eritrean Youth and Students, as mentioned above, is especially important in offering a wide range of vocational and, sometimes, academic courses across the nation. Professional supervision is essential if the quality of education is to be assessed, ensured and improved. The aim is to consolidate the supervision system in the regions so that supervisors work in a cluster of schools, in line with the strategy of monitoring educational quality and localizing training.

Plans have been laid for a new system of regular supervision reports from the regions. The upgrading of existing supervisors and training of new ones is seen as a major priority, given the lack of qualified supervisors.

The shortage of textbooks is one of the major bottlenecks in improving the quality of education. In many classes, only the teacher has a book and the student-textbook ratio is estimated at 60:1. School libraries are poorly equipped, mainly with old books. There are no computers at all in any schools. In those schools that have science laboratories, supplies are lacking. Until 1995, a small number of school textbooks were printed by the Government Printing Press. In 1995, 250,000 textbooks for mathematics, science and geography (junior and senior secondary schools) were printed overseas because the Government press does not have full colour printing facilities. Assistance for the printing of all the elementary textbooks (still to be written) was secured in 1995.

Over 57% of schools operate in a double-shift system. In urban areas, most middle and secondary schools operate in a three-shift system, with the third shift for adult extension evening classes. Boarding schools currently only exist in three locations, although studies are being made to determine whether or not to build more. These schools are seen as a highly important means of increasing access to education for girls and minority groups in the disadvantaged areas. A total of twenty-four rural schools in the Barka province are also feeding centres for mid-day snacks of milk, protein mixture and high energy biscuits. There is a tiny handful of such centres in the rest of the country. No school transportation is available. Children travel to school on foot or bicycle. Average distance from home to school ranges from 2.2 km. in the capital Asmara to 8 km. in three

of the provinces. Some children spend four to five hours a day walking to and from school. Official figures estimate that 98% of all bicycle users are male, meaning that almost all girls go to school on foot, with consequently increased journey times.

Recruitment of teachers is through several paths, one of which is direct entry into the Asmara Teacher Training Institute (TTI). Candidates have to pass an entrance exam, have attained a minimum 1.8 GPA in the school-leaving examination, and an average of over 70% in their secondary school examination scores. Another path is the recruitment of university graduates to teach in secondary schools. In addition, all university students currently have to teach for one year in junior or senior secondary schools as part of their National Service. Teachers are also recruited from overseas. One path is for expatriate volunteers, supplied by a variety of organizations and paid local salaries or allowances. Another is the direct recruitment of some expatriates from developing countries under special contracts.

The financing of education

Education is one of the government's top priorities. However, although the government did not inherit any debt, its ability to raise funds is severely constrained by the devastated economy and the overall poverty of the people. This means that the needed finances must be raised by a combination of government funds, in-kind contributions from the people and assistance from national and international NGOs. It is also necessary to encourage the non-government sector to build and manage schools with its own funds.

Concerning government funding, the Ministry of Finance is responsible for the overall allocation of the State budget. The Ministry of Education prepares its annual budget based on enrolments, numbers of teachers and other staff, and the school building programme. Funding for education through the Community Rehabilitation Fund is not disaggregated. Government expenditure on education between 1992 and 1994 amounted to 34.7 million, 46.3 million and 58.8 million *birr*, respectively. The 1995 budget of almost 91 million *birr* represents a 160% increase over the 1992 figure and a 54% increase over the previous year.

Current expenditure has been rising rapidly due to a number of factors, including the increase in teacher numbers and higher spending on supplies caused by the rapid rise in the number of schools. Most capital expenditure is currently financed by non-governmental organizations, making it more difficult to plan on a long-term basis. Some, however, is financed by the government via the Community Development Fund.

Local communities contribute with free labour for school construction and, in some areas, with monetary contributions to build or extend schools and/or buy school materials. In 1995, NGOs pledges towards elementary school construction amounted to US\$3.6 million. Token sports and registration fees are paid in some areas. In Asmara, there is an alcohol tax which goes to help fund Asmara government schools.

[Source : WDE]

“Data on the percentage of the national budget allocated to education is limited. However, available data indicate that resources have increased over time. It is worth noting that public spending on education (basic and secondary) more than doubled from 1993 to 2000, increasing on average by more than 12% per year. Total public education and training expenditure as a percentage of GDP rose from 2.2% in 1993 to 4.9% in 2000 by an annual average of 3.9%. Recurrent spending on basic and secondary education also increased from 1.5% to 2.7% of GDP over the same period. Education in Eritrea is primarily financed by the Government and is provided free of charge throughout the basic, secondary and tertiary education system, although parents are responsible for feeding and providing their children with uniforms and exercise books. However, communities and NGOs do contribute significantly to the financing of capital interventions (in particular, construction, extension and rehabilitation of schools at all levels). Classroom supply depends more heavily on capital investment largely externally funded.

Of a total amount of NKF 100,634,081.86 which the Government spent on salary-related recurrent cost items in 2001, elementary education accounted for the highest with a total of NKF 63,160,846.55 (63%), followed by administration with NKF 15,204,384.98 (15%), then by high school with NKF 9,038,933.50 (9%) and middle school with 8,029,661.20 (8%). The rest of the expenditure on salary-related recurrent cost items went to boarding facilities, technical schools and teacher training institutes in a descending order of magnitude.

Non-government entities, including communities (Italian, etc), the Islamic religion association, missionaries (Coptic, Catholic and Protestant) and public interests (municipalities or village committees) also contribute to the financing of education in Eritrea. The number of schools owned and financed by non-government entities are as follow: at the elementary 88 out of a total of 667; at the middle school level 22 out of a total of 142; at the secondary level 6 out of a total of 43; and at the technical education and training level 3 out of 10.” [Source: African Development Fund. *Appraisal report. Education sector development programme. Eritrea.* June 2004.]

ETHIOPIA

Laws and other basic regulations concerning education

According to **Proclamation No. 41/1993** which defines the powers and duties of the central and regional executive organs, the Ministry of Education has the power to formulate the country's educational policies and strategy and, upon approval, follow up and supervise their implementation.

The **Proclamation of the Constitution** of the Federal Democratic Republic of Ethiopia of 1995 stipulates that the State has the obligation to allocate ever-increasing resources to provide educational services and it also states that the Federal Government shall establish and implement national standards and basic policy criteria for education. According to the Constitution, education shall be provided in a manner that is free from any religious considerations, political partisanship or cultural prejudices.

The **Education and Training Policy** of 1994 encompasses overall and specific objectives, implementation strategies, including formal and non-formal education from kindergarten to higher education and special education.

The **Education Sector Strategy** of 1994 focuses on seven major areas. First, a curriculum change in line with the new educational objectives and to make education more relevant to the demands of the community. Second, expand primary education as well as vocational and technical education and training, the latter with appropriate linkage to the academic system. Third, restructure the organization and administration of the education system in accordance with the devolution of power to the regional states. Fourth, develop human resources. Fifth, improve the quality of education throughout the system. Sixth, support to research on curriculum development, teaching methods and evaluation techniques. Seventh, increase in public spending for education.

The **Council of Ministers Regulation No. 197/1994** provides for the administration of national higher education institutions located in the regions. The **Teachers' Career Structure** of 1995-96 provides for the professional development of teachers based on merit and experience.

Administration and management of the education system

The country has nine self-governments and two Administrative Councils. Each one of these organs has the power to establish its own Development Sector Bureau. Each regional state and Administrative Council has its Education Bureau. Powers and duties of the central and regional executive organs of the Government are defined in the Proclamation No. 41 of 1993.

The following chart is a summary of the major responsibilities for education in accordance with the administrative structure at different levels:

MOE (*)	REB (*)	ZEO (*)	WEO (*)
Formulates the country's education policy.	Prepares plans and programmes based on national policy.	Facilitates the implementation of plans and programmes.	Implements plans and programmes at school level.
Determines and supervises the country's educational standards.	Supervises and maintains the educational standards.	Supervises and evaluates the maintenance of the educational standards.	Supervises school and work with teachers to maintain the educational standards.
Determines the curriculum of secondary and higher institutions and assists Regions in curriculum preparation for the first and second cycle of primary education.	Prepares and implements the primary school curriculum.	Supervises the implementation of the curriculum.	- Inspects the implementation of curriculum at school level. - Recommends improvements.
Determines qualifications of teachers; trains teachers at secondary and tertiary levels and educational personnel, and assists training programmes of Regions.	- Recruits qualified teachers for secondary, TVET, TTIs and TTCs. - Identifies training needs. -Trains primary teachers and educational personnel.	Ensures that in-service training is given to teachers and educational personnel.	Recruits teachers and other professionals for in-service training and professional development.
Makes available adequate quality and quantity of materials.	Ensures the provision of textbooks and educational materials.	Facilitates the distribution of textbooks and educational materials on time.	Distributes textbooks and educational materials to schools on time.
Prepares national examinations.	- Supervises the execution of national exams. - Ascertain adequacy of exams and	- Ensures that the exam is conducted as scheduled.	- Checks the preparation of students for the exams. - Administers the exams.

	certificates.		
Facilitates the expansion of country's education	- Plans for the provision of education to school age children. - Provides adult education.	- Plans for step by step provision of education for all school age population in Region.	- Supervises the implementation of plans at community and school level.
Establishes higher education institutions. Licenses private higher education institutions.	- Administers elementary and secondary schools. - Establishes junior colleges.	- Mobilizes the people for realization of plans. - Establishes schools and vocational training centres as per the policy guideline.	- Administers and supervises established schools.
Assists Regions to establish educational mass media.	- Ensures that the education programme is supported by mass media.	Facilitates the provision of mass media supported education.	Provides facilities and programmes for mass media education.
Collects, compiles and disseminates information on education.	- Collects, compiles and disseminates statistical data on education.	Compiles statistical data and reports to the zone.	Collects information and data on education and compiles and submits it to the zonal office.

(*) MOE = Ministry of Education; REB = Regional Education Bureau; ZEO = Zonal Education Office; WEO = *Wereda* (District) Education Office.

The basic aims of the **Ministry of Education** are to help strengthen the regional offices and concentrate more on fundamental educational policy, broad educational planning and programming, setting standards and procedures for programme implementation. The structure of the Ministry of Education has been changed to enable it to discharge these responsibilities. It has six departments and four services covering: educational supervision; teaching and educational staff development; higher education and research; higher education scholarships; teachers' and students' affairs; planning and projects; women's affairs; administration and finance; auditing; legal and public relations services. It has retained responsibility for the specialized agencies (Institute for Curriculum Development and Research; Education Media Agency and National Organization for Examinations) and universities and colleges. The Ministry is headed by a Minister, a Vice-minister, and the heads of departments, services and the specialized agencies. The Ministry will continue to have an important role to play in providing technical support to regional offices. Some departments will need strengthening in terms of manpower and equipment to enhance their performance and enable them to perform their new responsibilities.

Each school has a committee and the headteacher is responsible for administration and management. Regional, Zonal and *Wereda* (District) Councils appoint the regional education bureau head, zonal education office head, and *wereda* (district) education office head of their respective administration. They approve capital and recurrent budget allocations.

A systematic and continuous in-service teacher training is organized by the Ministry of Education, Regional Bureaus and training institutions. During summer holidays, long upgrading courses and short refresher in-service courses are conducted in TTIs, colleges, and centres at regional level. Additional programmes such as correspondence, self-study modules, and mobile in-service units are also available. In-service teacher training is compulsory. Under the Teacher Education System Overhaul (TESO) programme new curriculum materials for TTIs, TTCs and the University Faculty of Education have been developed and put into practice. The materials emphasize active learning by way of modular approach. Together with this the development of the teaching skills of teacher trainers is also underway through a higher diploma programme which enables them to go along with the newly developed materials and approaches.

Non-formal education and training programmes are organized by the various development and social institutions in co-ordination with the Ministry of Education. Other ministries (Agriculture, Health, and Community Development) and many governmental organizations have their own departments of education and training for non-formal education programmes. There are also various NGOs and religious organizations that run non-formal adult education programmes. Non-formal adult education programmes within the education sector are planned and administered by the Regional Education Bureaus. Programmes of adult and non-formal education conducted in some of the regions include: literacy, income generating projects like hollow-block making, carpet making, embroidery, masonry, pottery, smithing, tailoring, weaving and woodwork. Evening classes in primary and secondary schools and higher education institutions are conducted mainly in urban centres. Children who do not attend formal school have the possibility to attend traditional education offered by religious organizations and some attempt is being made by some NGOs to bring children together and provide the rudiments of literacy and numeracy.

The private sector, NGOs and the community usually invest in the development of pre-school programmes and facilities. The parents support their children through the payment of tuition fees and provision of educational materials. The government plays a crucial role in policy development and standard setting. The Ministry of Education develops the curriculum, provides supervision, sets standards for facilities, and issues licences for the institutions.

With the exception of foreign community schools, all schools follow the curricula established by the Ministry of Education for post-primary schools and by Regional Education Bureaus for primary schools. For pre-school education the MOE provides the general curricula guidelines. The change from centralized economy of the previous regime to a market economy has opened the way for greater participation of the private sector. Many individuals and organizations have applied to open private schools including higher education institutions. After the Proclamation that encourages the private sector,

the number of private institutions expanded. The general guidelines for the operation of private schools are provided by the Ministry of Education and regional governments.

There is a lack of instructional materials at all educational levels. Instructional materials such as maps, mathematical instruments and science teaching kits are non-existent in almost all primary schools in the country. The situation in secondary schools is similar, although some of the schools constructed with loans from the World Bank have laboratory equipment and chemicals for science teaching at the initial stage of their operation. Nevertheless, there is no replacement scheme concerning consumable materials.

The focus of provision of instructional materials to schools is mainly on textbooks. Since the beginning of Education Sector Development Programme I (ESDP, 1997-2002) significant improvement in access to textbooks by pupils has been achieved. In 1995/96, there were close to 2.3 million core primary education textbooks in circulation. This increased to over 20 million textbooks in 2000/01. However, the pupil-textbook ratio for the different regions range from 1:1 to 1:3, bringing down the national average to a ratio of about 2.5:1, which used to be 5:1 in many cases. Alternative modes for publishing the textbooks have been used, and measures to improve the skills and competence of textbook writers have been adopted. Textbooks for technical schools, colleges and universities are mainly imported although not in adequate quantity to meet the demand. Books are imported in small quantity due to resource constraints. Such institutions rely more on handouts prepared by lecturers than on textbooks.

In 2001/02, about 42% of primary and 68% of secondary schools have reported to use shifts systems. Some 46% of all schools have reported to have water facilities and about 74% of all schools reported to have latrines. It should be noted that significant numbers of schools did not present a report on their facilities.

Information Communication Technology (ICT) is introduced in the education system to strengthen the expansion of quality education. The introduction of ICT is done phase by phase starting at the secondary level followed by the primary and then ultimately at all levels. At present (2004) for the secondary level (grades 9-12) multi-faceted programmes and major preparations have been underway to reach the goal of improving the quality of education. The main activities that are accomplished in the ICT project include: production of educational TV programs; installation of satellite receiving devices known as plasma display panels (PDPs) in every classroom at secondary level; establishing a computer network system, and install generators in schools which have no electricity; installation of satellite TV programs transmission system at the center Education Media Agency (EMA); and organizing adequate trainings to teachers, media heads and school directors so as to enhance the practical and effective utilization of the programme.

“Schools operating multiple shifts (typically two) account for 44 percent of the primary government schools, compared with 19 percent among nongovernment schools, and nearly 80 percent of the secondary government schools, compared with 17 percent in the nongovernment sector. Important differences occur across regions: at the primary level, almost all the government schools in Addis Ababa operate multiple shifts, whereas among the other regions, the share ranges from no more than 60 percent in Harari and Tigray, to less than 10 percent in Benshangul-Gumuz. At the secondary level, the pattern

shows a heavy, if not complete, reliance on multiple shifting in the largest as well as the most urbanized regions, no doubt reflecting the premium on space.

Barely more than a quarter of the government primary schools and only about a third of the government secondary schools are rated by school personnel as in good or excellent condition (not needing repairs or rehabilitation); the corresponding percentages are substantially higher, nearly two-thirds and nearly 92 percent, respectively, in the nongovernment sector. An interesting fact is that many of the schools have the facilities to implement radioenhanced teaching, especially at the primary level. But the supply of textbooks appears to be poor: in Oromiya, for example, the ratio is fewer than two textbooks for each student for a curriculum that covers six subjects in grades 1–4 and 12 subjects in grades 5–8; the ratio is significantly better in secondary education, averaging 6.3 books per student. [Source: World Bank. *Education in Ethiopia: Strengthening the foundation for sustainable progress*. June 2005.]

The financing of education

Education is financed by the Government almost entirely out of general revenues from taxes. The education budget as a share of total public budget has risen from 12.2% in 1992 to 13.7% in 1996/97. The total budget for education, including recurrent and capital expenditure, has risen from 609 million Birr (B) in 1991 to B1,496.6 million in 1996/97. In 2000/01, the total education budget amounted to B2,485.1 million, of which B1,584.6 million for recurrent expenditure and B900.4 million for capital expenditure. (Ministry of Education, September 2002).

No firm estimates are available for the level of private spending for education. A 1995 survey indicates that community contributions amount to less than 1% of annual school income for government schools and 26% for non-government schools. About half of total public recurrent expenditure on education is for primary education. This percentage has remained fairly stable since 1975. The share spent on secondary education has been approximately 25%. The recurrent budget for higher education, however, has risen from B68.9 million in 1991/92 to B120.8 million in 1996/97. In 1996/97, about 41.9% of the higher education recurrent budget was allocated to Addis Ababa University.

To lower the demand for public financing of school construction and improvement at primary and secondary levels and to promote competition and efficiency, a new regulation has been introduced (No. 206/1995) to liberalize the licensing and supervision of private schools. Studies on household and community financing will be undertaken with the objective of searching for ways to expand this financing without limiting access of the poor to education. To reduce demands for public financing of tertiary education and provide additional resource for quality improvements, support will be provided for testing the introduction of cost recovery measures and development of institutional capacity for administering student loans and grants.

An enlarged role for the private sector in the delivery of education, including communities and non-governmental organizations (NGOs), would supplement public investment by increasing private expenditures for school construction and renovation. The estimated target of 5% for new school construction supported by the private sector will enhance and accelerate the government's efforts for achieving the goal of universal

primary education by the year 2015. The introduction of cost recovery in tertiary education and increased community financing for primary and secondary education would also enable the government to divert funds for financing unmet demands, particularly of underserved populations. Regulations opening the market to the private sector for the delivery of education are in place and will be closely monitored. Efforts to develop a private market for textbooks and other school equipment are included in the ESD Programme along with steps to implement cost recovery measures in tertiary education.

[Source: WDE]

“Public spending on education rose, in constant 1994–95 prices, from 955.4 million Birr in 1993–94 to 1,696.8 million Birr in 2001–02—an increase of nearly 1.8 times. Much of the increase was recent and much of it went for capital investments. As a result, public recurrent spending on education in 2001–02 was virtually unchanged from its 1993–94 level of about 3.0 percent of the GDP. The pace of increase in recurrent spending on education varied widely across the country. Spending by the federal government saw the largest increase—156 percent between 1993–94 and 2001–02, compared with the nationwide average increase of 77 percent.

At the aggregate level, there has been a very large increase in spending on administration by the federal as well as regional governments. In constant 1994–95 prices, the amount rose almost fourfold, from about 48 million Birr in 1993–94 to almost 180 million Birr in 2001–02, compared with an increase of less than twofold in the overall total. Much of the increase coincided with the decentralization of the education sector beginning in 1995–96.

The combined impact of the trends in spending on administration, and on primary and secondary education, is to produce an interesting diversity in distribution of spending across regions for 2001–02. The regions fall broadly into two groups: the first group consists of Tigray, Amhara, SNNPR, Oromiya, Somali, Benshangul-Gumuz, and Harari (where spending on grades 1–8 accounts for between 63 and 76 percent of the regional recurrent spending on education); the second consists of Afar, Gambella, Dire Dawa, and Addis Ababa where the shares are distinctly lower in the range between 39 and 50 percent. In the first group, the relatively high shares of primary education are achieved mostly by keeping a lid on spending on TVET or on administration. In the second group, the squeeze on primary education has allowed resources to be diverted to TVET (as in Addis Ababa and Dire Dawa), secondary education (as in Afar), and administrative services (as in Gambella).

We note two features in the regional patterns of teacher remuneration. The first is the substantial variation across regions. In grades 1–4, average annual remuneration ranged from just under 6 times the per capita GDP in Tigray and Harari to 8.0 times in Afar where hardship allowances are provided. In grades 5–8, teachers cost, on average, 6 times the per capita GDP in Addis Ababa and as much as 10 times in Afar. In grades 9–12, the range is even wider, going from around 9 times the per capita GDP in the SNNPR to 16 times in Gambella. The second feature in the data is the regional differences in the structure of teacher remuneration across levels of schooling. The structure is essentially flat in Addis Ababa where teachers in grades 5–8 are about as costly as those teaching grades 1–4; it is relatively steep in such regions as Tigray and Harari where teachers in grades 5–8 cost about 50 percent more. Comparing the average cost of teachers in grades 9–12 relative to those in grades 5–8, we see the pattern becoming more diverse across regions: the gap ranges from a modest 9 percent in SNNPR and a still small 22 percent in

Amhara, to nearly 70 percent in Tigray and Oromiya and about 90 percent in Addis Ababa.

In 1999–2000, household spending accounted for just under a fifth of the national total on primary education, and more than a quarter of the national total at the postprimary levels, for an overall share of about 22 percent for the system as a whole.” [Source: World Bank. *Education in Ethiopia: Strengthening the foundation for sustainable progress*. June 2005.]

GABON

Lois et autres règlements fondamentaux relatifs à l'éducation

Pas d'information disponible.

Administration et gestion du système d'éducation

« L'Administration gabonaise est structurée en trois paliers : (i) le niveau déconcentré, constitué par l'administration territoriale et divisée en provinces (9), départements (47), districts (27), cantons (150), regroupement de villages (736) et villages (2423) ; (ii) le niveau décentralisé, constitué par les collectivités locales (les départements et les communes (50) ; et (iii) le niveau central composé des départements ministériels. Le dernier décret en la matière qui date du 4 septembre 2004 fixe le nombre de départements ministériels à 34 contre 32 auparavant, et le nombre de membres du Gouvernement à 45 contre 41 précédemment. Pour chacun des ministères, un décret spécifique précise les attributions et l'organisation des administrations centrales et déconcentrées.

La Constitution gabonaise, en son article 48, donne le cadre général d'élaboration des lois de Finances. Ainsi, il est prévu que toutes les ressources et les charges de l'Etat doivent, pour chaque exercice financier, être évaluées et inscrites dans le projet annuel de la loi de Finances, déposé par le Gouvernement à l'Assemblée Nationale 40 jours au plus tard après l'ouverture de la seconde session ordinaire du Parlement. La Cour des Comptes assiste le Parlement et le Gouvernement dans le contrôle de l'exécution des lois de finances. Les projets de lois de finances sont élaborés par le Gouvernement. A cet effet, le Ministre en charge des Finances prépare, sous l'autorité du Premier Ministre, les projets de loi de Finances qui sont examinés et adoptés en Conseil des Ministres, le Ministre en charge de la Planification faisant des propositions pour ce qui concerne le budget d'investissement. Le budget de l'Etat en cours d'exécution fait l'objet de plusieurs transferts et virements de crédits. Ce qui a pour conséquence de dénaturer la loi de Finances telle qu'approuvée par le Parlement.

La loi n°15/96 du 6 juin 1996 fixe les règles applicables à la décentralisation au Gabon. Elle fixe, pour chaque type de collectivité locale, les règles relatives à la création, à l'organisation, aux attributions, au fonctionnement et aux transferts de compétences du pouvoir central, aux ressources et aux assiettes d'impôts, à la libre gestion et à la tutelle de l'Etat. La loi vise à responsabiliser les autorités décentralisées et déconcentrées afin de mieux encadrer la population et répondre à ses besoins essentiels grâce à une organisation administrative et économique rationnelle et fonctionnelle. En son titre III, la loi précitée décrit la nature des ressources financières destinées à alimenter les budgets des collectivités locales, et identifie à cet effet les deux catégories suivantes : *les ressources ordinaires et extraordinaires, et les assiettes d'impôt*. Les ressources ordinaires sont constituées de ressources propres (rémunération des prestations de service, impôts locaux, taxes et droits locaux, ristourne du budget général de l'Etat) et la dotation de fonctionnement allouée par l'Etat. Les ressources extraordinaires sont constituées d'emprunts, des produits de cession des biens meubles et immeubles, des dons et legs et

de concours financiers de l'Etat ; ces derniers pouvant prendre la forme d'une dotation globale d'équipement, d'une subvention ou d'un fonds de concours. Quant à l'assiette de chaque impôt local et les modalités de son recouvrement, elles sont fixées par la loi sur proposition du Ministre chargé des collectivités locales. Il s'agit : des impôts sur les propriétés bâties et non bâties ; des patentes et licences ; de la taxe d'habitation et de la taxe vicinale. Les budgets des collectivités locales doivent être équilibrés en recettes et dépenses, comportant une rubrique investissement et une rubrique fonctionnement, avec la contrainte que ce dernier ne peut dépasser 60 % du budget. Ils sont exécutés par les Maires ou les Présidents de conseils, en leur qualité d'ordonnateur, et le receveur de la collectivité, en qualité de comptable du Trésor public. Lorsque le budget d'un exercice dégage un déficit, un certificat établi par le comptable du Trésor est adressé au Gouverneur ou au préfet et sur saisine de ces derniers, un juge des comptes fait des propositions pour résorber ce déficit à l'occasion de l'établissement du budget de l'exercice suivant.

Ces règles ne sont pas observées dans la pratique. Les textes d'application de la loi n°15/96 ne sont pas encore pris du fait de la faiblesse des capacités institutionnelles, les 97 collectivités locales, dont 50 communes et 47 départements, que compte le Gabon ne peuvent assumer pleinement leurs missions de recouvrement et de fourniture de services publics dans leurs circonscription. au cours des trois dernières années, 86 milliards de F CFA ont été affectés aux pouvoirs locaux au titre des concours financiers de l'Etat (90,2%) et des impôts locaux (9,8%). S'agissant de la mise en oeuvre de ces ressources, il n'y pas de mécanismes fonctionnels pour vérifier leur traçabilité au regard des services publics qu'elles sont supposées fournir. Par ailleurs, les collectivités locales ne se conforment pas à l'obligation de rendre compte de la gestion des ressources perçues. » [Source : Banque africaine de développement. *République gabonaise. Profil de gouvernance-pays*. Bureau régional de Libreville, octobre 2005.]

« La responsabilité du système éducatif est partagée entre trois Ministères : l'Education nationale, l'Enseignement supérieur et la Formation professionnelle, sans une instance de coordination entre ces trois entités. Le système de gestion de l'éducation est extrêmement centralisé, car tout dépend de l'administration centrale. Le Ministère de l'Education nationale est lui-même très dépendant du Ministère des Finances, de celui du Plan et du Ministère de la Fonction Publique pour tous les aspects non pédagogiques de sa gestion. L'administration centrale ne dispose pas, pour sa fonction de pilotage, d'une vision globale du fonctionnement du système éducatif. La communication fonctionne assez mal entre les directions du Ministère et les établissements scolaires. En conséquence, l'autorité éprouve de grandes difficultés dans l'organisation d'opérations qui font intervenir plusieurs acteurs : par exemple, la collecte des données statistiques, la programmation des équipements, la cohérence entre équipement et fonctionnement. Quelques secteurs ont entamé leur propre rénovation avec des résultats variables.

L'Administration centrale de l'Education assure la gestion directe personnel permanent de l'Education Nationale ainsi que l'allocation des ressources des établissements d'enseignement secondaire. Les neuf Inspections Déléguées d'Académie (IDA) jouent le rôle de relais de l'administration centrale. Ce ne sont pas des échelons déconcentrés, ni des centres de décision autonomes, mais le premier pallier de décisions de l'enseignement primaire et secondaire. De création récente les Inspections ne disposent pas pour leur fonctionnement de ressources financières, humaines et matérielles substantielles.

Le secteur de la formation technique et professionnelle relève de plusieurs ministères. Outre les établissements du **Ministère de l'éducation nationale et de**

l'instruction civique, le Ministère de l'enseignement supérieur et le Ministère de l'enseignement technique, de la formation professionnelle et de l'insertion professionnelle des jeunes gèrent un certain nombre de ces établissements. A cela, s'ajoutent des établissements privés parfois liés aux entreprises et des centres rattachés à d'autres départements ministériels.

En milieu rural, les conditions de vie des instituteurs sont précaires : logement inconfortable, isolement, salaires en retard. A l'insuffisance des personnels d'encadrement (7 inspecteurs et 14 conseillers pédagogiques seulement sont en place pour 3 851 enseignants), s'ajoute l'absentéisme des instituteurs. On trouve, parmi les maîtres en fonction, des auxiliaires pédagogiques. En fait, ce sont des maîtres recrutés au niveau local, généralement dans les zones rurales, pour faire face à la pénurie d'enseignants officiels. Leur niveau de recrutement est très variable (BAC, BEPC,...) et leur formation pédagogique souvent inexistante. La répartition géographique des enseignants ne correspond pas aux besoins réels des établissements, d'où des déséquilibres relatifs par rapport aux ratios. Libreville enregistre ainsi des effectifs en surnombre dans certaines disciplines et des déficits dans d'autres.

La pénurie de manuels scolaires, qui caractérise l'enseignement primaire au Gabon, constitue dès lors un facteur rétroactif pour le système éducatif. Elle s'expliquerait, entre autres, par le sous-équipement de l'imprimerie scolaire, le coût de production des manuels (certains manuels sont reproduits à l'étranger), la politique de vente des distributeurs et des libraires, politique très variable selon les régions. Pour répondre à la pénurie de manuels scolaires, l'Etat octroie une allocation de rentrée de 20.000 FCFA par enfant. Les parents utilisent souvent cette somme à l'achat de l'uniforme scolaire qui est obligatoire, au détriment de l'acquisition de livres. Enfin, la conception des manuels relève de l'institut pédagogique national (IPN). L'Institut dispose d'un centre de production et de diffusion de documents et d'informations pédagogiques, qui a déjà assuré l'édition d'un certain nombre de manuels. » [Source : Ministère de l'éducation nationale. *Plan d'action national Education pour Tous*. Libreville, novembre 2002.]

Le financement de l'éducation

« En 2000, le budget de l'Education nationale ne représentait que 3,3 % du PIB et 9,6 % des dépenses de l'Etat ; en 2002, il ne représente pas plus de 3,7 %. Cependant, la répartition des dépenses d'éducation est équilibrée entre les niveaux d'enseignement, primaire, secondaire et supérieur. De plus, il convient de souligner que l'Etat accorde aussi des subventions aux établissements privés confessionnels et laïcs reconnus d'utilité publique. Il prend aussi en charge les salaires d'une bonne franche de leurs personnels.

Le mode de fonctionnement et la nomenclature définis par le Ministère des Finances ont entraîné au sein du Ministère de l'Education Nationale, une organisation en deux secteurs distincts : la Direction des Affaires Financières, qui gère le budget de fonctionnement du Ministère et les unités de gestion (Inspections, Circonscriptions, Etablissements secondaires, etc.) ; la DPPI, en charge du budget d'investissement, a une gestion parcimonieuse : elle peut imposer jusqu'au remplacement du mobilier de service. Toutes les unités de gestion confectionnent donc deux budgets autonomes, en parfaite contradiction avec les normes de la procédure financière. » [Source : Ministère de l'éducation nationale. *Plan d'action national Education pour Tous*. Libreville, novembre 2002.]

GAMBIA

Laws and other basic regulations concerning education

The provision of education in The Gambia is guided by **The Laws of The Gambia 1963**, Chapter 46, and the **Education Act** passed by Act of Parliament in 1992. The Education Act, which has also repealed Cap 46, 47:04, and Cap 48:01 of the 1963 Act and saved all other sections of the Act, provides the basis for “the management and development of educational services in The Gambia, the registration of teachers and control of schools and to make provisions for matters connected therewith”.

The **Constitution** of the Republic of the Gambia was approved in a national referendum on 8 August 1996, and came into effect on 16 January 1997. The Constitution makes education a fundamental human right indicating that “All persons have the right to equal educational opportunities and facilities [...]”, and that “basic education shall be free, compulsory and available to all.” (Section 30). The Constitution also indicates an undertaking, by government, to make secondary education (including technical and vocational education) and higher education accessible to all. Despite these provisions in the Constitution, however, basic education is only ‘non-fee paying’, with households having to bear the educational expenses related to school lunches, uniforms and learning materials. Consequently, basic education is not yet made compulsory.

In April 2002, the **Local Government Reform Act** was passed. This Act prepares the way for the management of schools at the decentralized levels under a new dispensation. According to the Act, Part IV, Section 66, the sole authority, for the establishment of schools within local government areas, shall be the Council for the area. The educational services under the jurisdiction of the Councils include establishment and management of Council schools and, monitoring the establishment and operations of all educational and training facilities to ensure compliance with national policy guidelines. Schools, as defined in this Act, are basic cycle schools (Grades 1–9), lower basic schools (Grades 1–6), upper basic schools (Grades 7–9), secondary schools (Grades 10–12), non-formal education schools, *Madrassas* and early childhood centres. When the Act becomes fully operational with the passage of the Finance and Audit Bill, the Secretary of State for Education will transfer to local government authorities the responsibility of opening and managing all public schools, while the private schools will be monitored to ensure compliance to national policies. This will also lead to the transfer of all budgetary provisions for schools to the local government authorities within the jurisdiction of which the schools are located.

Administration and management of the education system

Responsibility for the management and co-ordination of the education sector rests with the **Department of State for Education** (Revised Policy). This responsibility is being carried out through structures at both central and regional levels. At the central level, five

Directorates, each with a specific function that responds to the Department's vision, has been created.

The political head of the Department of State for Education is the Secretary of State for Education in whom ultimate powers over education in The Gambia are vested. The Permanent Secretary is the Chief Executive (Accounting Officer) and adviser to the Secretary of State for Education and oversees the management of all directorates, units and regional offices of the Department. The Deputy Permanent Secretary assists in the administrative and financial management functions of the Department and acts for the Permanent Secretary as and when necessary.

The following Directorates are each headed by a Director who advises the Permanent Secretary on technical and professional matters pertinent to their areas of responsibility: Planning, Budgeting, Policy Analysis and Research; Information Technology and Human Resource Development; Basic Education (Grades 1–9), also in charge of adult and non-formal education; Science and Technology, in charge of secondary (Grades 10–12), tertiary, and technical and vocational education; Standards and Quality Assurance.

Under the Department of State for Education, in a second administrative tier, are six **Regional Offices** responsible for education in the regions. There are six educational regions in The Gambia each headed by a **Principal Education Officer**. These Education Officers are answerable to the Permanent Secretary. Currently, they are being upgraded to **Regional Directorates** to be headed by Regional Directors who will be part of a local government authority as part of the local government reforms.

Notwithstanding the government's role as the main provider of educational services, the NGOs, private organizations and Missions supplement governments' efforts in different ways. While NGOs provide financial assistance to needy students, and books and learning materials to students in remote parts of the country, private organizations and Missions open and run schools to cater for students in the urban area. With the government's assistance in the form of grants, Missions also operate schools in the rural areas.

The Department of State for Education (DOSE) is involved in early childhood care and development (ECCD) only at the level of co-ordination of donor/resource mobilization and support; and provision of training for caregivers. It has responsibility of ensuring that all ECCD establishments operate according to prescribed standards. The role of the Government in ECCD is one of co-ordination and supervision of the provision of ECCD on a private basis. This role includes, among other things: (i) developing operational policy guidelines for the opening, management and supervision of ECCD services in consultation with the providers, NGOs and local authorities; (ii) monitoring the quality of education provided; and (iii) assisting in mobilizing community, national and international support for ECCD. Apart of the DOSE, the only government department that has a direct involvement in terms of funding and supervision of the ECCD centres has been the Department of Community Development, whose support is concentrated in the rural areas.

Legislation governing private schools' operation require them to comply with pedagogical requirements including the teaching of the national curriculum, and permitting collection of fees (at market rates) to meet operating cost. All private schools follow the national curriculum and its students are examined based on the examination

syllabus prescribed by the West African Examinations Council (WAEC). The examination at the end of Grade IX (The Gambia Basic Education Certificate Examination—GABECE) is a national exam, while the one at the end of Grade XII (West African Senior Secondary Certificate Examination—WASSCE) is internationally accredited. All government, grant-aided and private schools follow the WAEC syllabus for the examination. Private schools follow this syllabus, but can present their students as candidates for other external examination like the London General Certificate Examination (GCE). Private sector participation in education is driven by a variety of factors: excess demand, peoples' preferences for educational content and method (i.e. quality), or the nature and size of public educational spending. Recent reforms in education has increased access, but one of the emerging issues is the quality of the service delivery and hence peoples' preferences for alternatives to the public system.

A parallel private education system in The Gambia is the *Madrassa* or Islamic school, which follows a curriculum using Arabic as a medium of instruction and emphasizes Islamic education. The *Madrassas* are privately-owned and operated, and have traditionally attracted substantial financial assistance from foreign religious organizations. *Madrassa* students pay fees. The fear of government interference in their religious teaching has kept public funding out of the *Madrassa* system until recently (in the Revised Education Policy 1988-2003), when agreement was reached to introduce the teaching of English and the synchronizing of their syllabi, among other things.

Before the advent of the 1988–2003 Education Policy, textbooks were absent in most classrooms. Consequently, the policy advocated for the provision of a student-textbook ratio of 2 to 1, through a Textbook Rental Scheme. On the basis of this, textbooks were provided in schools in this ratio. This has been revised in 1998, following the revision of the Policy, to a 1 to 1 ratio and a free textbook scheme for grades 1–6 while the rental scheme is maintained at the upper basic level. Under the rental scheme, because of the difficulty some parents faced in paying for the cost of renting the textbooks, access to the textbooks was limited, although sufficient numbers were available. However, with the free textbook scheme at the lower basic, access to the textbooks is no longer an issue.

Other instructional materials such as chalk, vanguard and blackboards are also provided by the government to all public schools. This notwithstanding, schools also use the funds collected from school fund levies to purchase additional teaching and learning materials. The DOSE maintains a budget line for teaching and learning materials and another one for textbooks, in addition to the special account created for the recycling of the textbook scheme. Both budget lines for learning materials account for about 2% of recurrent expenditure, but a significant amount of funding is provided under the development budget. This is a strategic decision to free some resources from the recurrent budget to finance other quality inputs.

Information Technology is being gradually introduced in the curriculum. At the senior secondary level, under the Computer Literacy component of the Third Education Sector Programme, all grant-aided and public schools have been provided with a computer laboratory and computers. This allows for both computer literacy and the use of the Internet as a teaching tool in some of the schools. The existence of science laboratories is very limited at the lower and upper basic levels. Senior secondary schools,

however, maintain ones although some science materials are in short supply in some schools.

The continued professional development of teachers, both trained and untrained, keeps teachers not only abreast with teaching techniques but serves as a moral boost. In-service education and training (INSET) started as a teacher-training project called Regional Support for the Education and Training of Teachers (RESETT). This project, which started in 1993 and ended in 1997, was funded by the Overseas Development Administration (ODA) now Development Fund for International Development (DFID) of the United Kingdom. The initiative was integrated into the mainstream of the Department of State for Education and became part of Curriculum Research, Evaluation, Development and In-service Training (CREDIT) Directorate. In March 1999, the DOSE as part of the sector's transformation transferred the CREDIT to The Gambia College, and is now operating at the Brikama Campus as a wing in the School of Education. The INSET was also relocated to the Brikama Campus and it has regional officers within each of the six regional education offices. There is a Teacher Resource Centre in each education region. Some schools have established libraries and resource centres that are also used for in-service training. The Teacher Resource Centres are equipped with television and video set. The resident Regional Training Officer coordinates regional and cluster-based training activities for teachers. To facilitate their mobility and effective co-ordination and supervision, these officers are supplied with motorbikes. Reference materials on teacher professional development are available both at the INSET headquarters at the College and at the regional resource centres. Like all civil servants, teachers are remunerated using the Government Integrated Pay Scale (IPS). Individual remuneration is based on qualifications and status/responsibility. In addition to the salary scales prescribed in the IPS, teachers received additional allowances based on their individual postings and status to cover zonal, car, residential and or transport allowances. Teachers involved in double shift teaching also receive allowances.

[Source: WDE]

“In a bid to attract teachers to and retain them in very difficult areas, an incentive package has been designed for those teachers serving in the difficult areas in regions 3, 4, 5 & 6. Regions 3 & 4 receive 30% of their salaries while 5 & 6 get 35% and 40 % respectively. The impact of this incentive package has greatly enhanced the rates of retention of qualified teachers in hardship zones. All the regions have reported incidence of serving teachers in the urban areas where the incentive package does not exist requesting to be posted to hardship zones. This development is quite encouraging since the problems associated with equitable distribution of qualified teachers are gradually being addressed.

Further to the availability of new core textbooks in all lower basic schools for use in grades 1, 2, 3 & 4 in the pupil textbook ratio of 1:1 for English, Mathematics & Integrated Studies, the materials for grades 5 & 6 have been successfully reviewed, revised, validated and piloted and the fully edited copies have been submitted for procurement. Additional support was also provided to CREDIT for the revision of the curriculum for the core subjects for levels 7, 8 & 9 in readiness for piloting and subsequent publication. In the area of Madrassa education, support has been extended for the synchronization and harmonization of the revised curriculum for grades 1-4. This is to ensure parity at quality and relevance of education provision between the conventional schools and Madrassa institutions.” [Source: DOSE. *Report on the EFA/Fast Track Initiative*. December 2006.]

“Until recently, the Department of State for Education (DOSE) was responsible for the provision of general education ranging from early childhood development to higher education. However, in 2007 a new Department of State was created for Tertiary & Higher Education, Research and Scientific Technology while the portfolio of basic and secondary goes to Department of State Basic & Secondary Education (DOSBSE).

Early Childhood Care and Development (ECCD) has become part of the basic education cycle given the importance of the early years of development for children. The Education Policy (2004–2015) acknowledges the importance of these early years, and the DOSE has developed linkages with other government departments, NGOS, and local authorities and local committees to promote an integrated approach to ECD. A multi-sectoral working group has been established in conjunction with the local committees, civil society organizations (CSO) and international agencies to sensitize on ECD issues and to initiate and maintain ECD centers. These partners and providers provide the necessary inputs, including program design, implementation, monitoring and evaluation to complement government efforts. The role of Government would continue to be limited to one of co-ordination and supervision of the provision of ECD, which would continue to be provided by the private sector. This role is expected to be coordinated by the sector, given that the Department of Community Development will be handing over this responsibility to the DoSBSE.

The Gambia College has begun to develop a two-year ECD program for preschool teachers to be introduced in 2006-2007. Teacher trainees would pay fees to enroll in the program, as most of which would be sponsored by and would work for their private sector employees. As a long term strategy, ECD training will be mainstreamed in the Primary Teachers Certificate (PTC) training of the Gambia College so that the graduates will become polyvalent enough to handle ECD centres that are currently being attached to existing lower basic schools located in deprived regions. This attachment strategy is being facilitated, in no small measure, by the provision of food to these centres by the World Food Programme through the school feeding programme implemented in deprived regions and communities.

Until 1999, The Gambia did not have a university, although post-secondary institutions existed that provided, inter alia, training of teachers, agricultural agents, and medical personnel (Gambia College); technical education (GTTI) and management training (Management Development Institute). As a result, all Gambian students seeking higher education were obliged to leave the country, with few of them returning. In 1999, the University of The Gambia (UTG) was created with a small staff and with a limited range of courses, and has grown very slowly in the past five years. In 2005, with the support of IDA via the Norwegian Education Trust Fund, the nascent university put together a strategic plan that identifies areas of expansion with strong links to both labor force needs and research priorities for the country.” [Source: Department of State for Basic and Secondary Education. *Sector report 2006.*]

The financing of education

Though the provision of “basic education shall be free, compulsory and available to all” (as enshrined in the Constitution), the demand for education far exceeds its supply and hence the fulfillment of the right for every citizen to education cannot entirely be met by the Government for various reasons. It should be noted that Section 211 of the Constitution, which deals with ‘Application of the Directive Principles of State Policy’,

specifies that these principles shall not confer legal rights or be enforceable in any court and that they are subject to the limits of the economic capacity and development of The Gambia Government. The inability of the Government to provide access to all implies not only that compulsory education cannot be enforced, but also the need to build partnerships with stakeholders to bridge the gap. The basic rationale for private participation in the delivery of educational services is largely to relieve increasing pressure on the public education system and to provide options to individuals in a free market economy.

The Government is entirely responsible for the financing of public schools and provides a grant to assisted schools, commonly referred to as 'grant-aided schools' from general public revenue, while the private schools are solely financed from collection of fees and other funds that they receive or raise through their own efforts or means. Government spending on education covers salaries, infrastructure, teaching-learning materials and other operational expenses in public and grant-aided schools. In these school types, fees are charged, where applicable, at government-regulated rates. The legislation provides for private schools to charge fees to offset operational costs at levels they deem appropriate.

In support of government efforts and in fulfillment of their social responsibilities and mandates or missions, local government authorities, NGOs, the private sector and development partners/donors provide significant financial aid (in cash or kind) to all types of schools—government, assisted and private schools. Data on government funding in education is contained in the annual government's recurrent and development expenditure estimates. However, data on the levels of financing by other sources is scanty at best or non-existent, as the Education Public Expenditure Review captures only funds channeled through the government. This excludes funds directly flowing to schools, including government and assisted schools, particularly from NGOs and the private sector.

Government financing is based on policy priorities albeit predicated on the economic environment. Like in many developing countries, over the years the economy has suffered a series of adverse shocks, some undue fiscal policy expansion, increased structural weakness and a weakened private sector confidence. In spite of these difficulties, the Government has remained committed to the education sector. Total government expenditure on education during the late 1990s and early twenty-first century reflects an increased public allocation to education.

At the dawn of independence, the fee for primary education was 2.50 Gambia Dalasi (GMD) per annum (Education Policy 1961–1965). Free tuition but non-compulsory primary education was introduced in the country during the 1976–1986 Education Policy. Within the framework of the 1988–2003 Policy, textbooks are provided free through a recycling scheme. The Government provides for teaching-learning materials and other inputs. However, parents bear costs such as uniforms, exercise books, school lunches, and private tuition/coaching amongst others. Schools, in consultation with Parent Teachers' Associations, may also levy a school fund for development projects.

Household expenditure on education shows the extent to which the burden of paying for education weighs on the poor. Household expenditure can serve as proxy for income levels and hence used to measure poverty levels. A person (or household) is considered poor if the persons (or the household's) income cannot acquire the basket of goods, services and rights. Despite years of intervention, poverty is on the increase in the

country; extreme poverty having risen from 15% in 1992 to 51% in 1998, with urban poverty increasing from 9% to 22% compared to 41% and 61% rural poverty, respectively, over the same period. With this level of poverty, it is not surprising that 90.6% of lower basic schools are government-owned (6.7% Missions and 2.7% private).

Direct public financial support and/or subsidies are only given to government and grant-aided schools. Private schools, however, may receive land allocation from the government and tax exemption for imported educational materials. While public schools rely on government finance, private schools levy fees as a main source of revenue. The grant-aided schools receive a subsidy based on a rationalized categorization system to ensure equity. The system categorizes schools into various curricula/subject combination paths (science, arts, technical and commerce) and allocates resources based on enrolment bands of schools. The Government also subsidizes other tertiary-level institutions namely the Gambia College (the only teacher-training college), the Gambia Technical Training Institute, the Management Development Institute, and the Hotel Training School. It also provides grants/open scholarships to individual students at the upper basic, secondary and tertiary levels based on merit.

Public finances are provided largely for equity reasons but benefits accrue to only those who have access to public services, and therefore targeting of subsidies to maximize impact is critical. The poor households subsequently have more school-aged children, but proportionately lesser enrolment figures. The most pronounced deterrent to educating the poor is the cost burden. The 1998 Household Survey reports that the poorest household quintile spends 7.77% of household expenditure for school-related costs at the primary level compared to 1.7% for the richest households. The richest quintile, with 70% of children in school, could afford to spend much more on items such as school uniform and transport and private tuition/coaching. The ability of households to spend on books and learning materials and make other educational expenditures that have a direct bearing on student performance/achievement levels depends on their income levels. Government subsidies on education must therefore be targeted to create opportunities for poor households in un-reached areas and equally offset their expenditure on education.

Total expenditures on education have steadily increased over the years reflecting government's continued commitment to attaining basic education for all. Public expenditure on education as a percentage of GDP increased from 3.1% in 1980 to 4.8% by 1999; while current spending per student as a percentage of per capita GDP at the primary level dropped from 18.4% in 1980 to 13.5% in 1995 (largely attributable to the rapid gains in access at this level as the gross enrolment rate rose from 52.7% to 77.1% over the same period). Education's share of total Government expenditure (excluding debt service) rose from 24% in 1998 to 25% in 2001. As a proportion of overall recurrent spending it varied between 14% and nearly 17%. Compared with GDP, recurrent education spending rose steadily, from 3.2% in 1998 to 4.1% in 2001. Expenditure on vocational and technical education has remained constant in real terms, at about 3% of the recurrent budget. This represents a sharp fall since the 7% in 1990, largely explained by the absence of a comprehensive policy on vocational education and technical training for the sector.

The development/capital budget is largely financed through loans and grants from development partners. However, most capital expenditures are co-financed between government (Government Counterpart Funds) and donor agencies. Traditional

development partners in education include the IDA, UNICEF, European Union (EU), the Department for International Development (DFID), the African Development Bank (ADB), UNESCO, and OPEC. The IDA has been the lead development partner in the education sector; its first credit of US\$5.5 million closed on 30 June 1983, the second of US\$14.6 million ended in 1997 and the third amounts to US\$20 million. Alongside the IDA, the EU and the ADB have co-financed these interventions.

Teaching-learning materials are an essential ingredient for quality education. There has been an increase in current spending on teaching materials from 3.9% of budgetary allocation to education in 1985 to 5.7% in 1995, peaking at 6.5% in 1990. The then Directorate of Services, now subsumed within the Projects Co-ordination Unit of the Department, is responsible for the procurement and distribution of school books and other teaching-learning materials through the Major and Minor Tender Boards.

The Major and Minor Tender boards of the Department of State for Finance and Economic Affairs regulate public procurement of goods and services. From January 2003, The Gambia Public Procurement Authority has been created to be responsible for the co-ordination of public procurement, using the procurement committees established by each Department of State. The creation of this authority is to ensure efficiency with minimal wastage and transparency. The distribution of books to schools is coordinated at the regional level by the Regional Education Offices. The introduction of the textbook recycling scheme at the lower basic level and the rental scheme at the upper basic level is aimed at reducing the cost burden of education on households and improve learning outcomes and achievement. The Revised Education Policy 1988–2003 targets a one-to-one pupil book ratio at the lower basic level.

[Source: WDE]

GHANA

Laws and other basic regulations concerning education

The **Education Act** of 1961 established the policy of free and compulsory primary and basic education for all school age children. The Education Act also made provision for the establishment of private schools to supplement the government's efforts, in order to dispose of enough schools to cater to the ever-growing demand for education—especially at the basic level. This led to the creation of the Private Schools Unit at the Ministry of Education in August 1973.

In 1983, the Government enacted the **PNDC Law No. 42** to modify and reinforce the Education Act of 1961. The Government declared that “without the provision of basic education for our children to meet the challenges of this environment, we would only be turning them into misfits and denying ourselves the most essential resources for national development.” Since Ghana's return to constitutional rule in January 1992, the government has set up institutions for the promotion of democratic rule and socio-economic advancement. The 1992 **Constitution** specifically stipulates that:

- the State shall provide educational facilities at all levels in all the regions of Ghana, and shall, to the greatest extent as possible, make those facilities available to all citizens;
- the Government shall—within two years after Parliament first meets after the coming into force of the Constitution—draw up a programme for implementation within the following ten years for the provision of free compulsory and universal basic education;
- the State shall, subject to the availability of resources, provide equal and balanced access to secondary and other appropriate pre-university or equivalent education with emphasis on science and technology; a free adult literacy programme; free vocational training, rehabilitation and resettlement of disabled persons; and lifelong education.

The **Children's Act 1998 (Act 560)** enjoins the District Assemblies and other decentralized departments to facilitate the establishment of day care centres and other early childhood care and development (ECCD) institutions. Since 1987, the education system has provided nine years of compulsory basic formal education for every child from the age of 6 to 14 years. In 1996 the Free Compulsory Universal Basic Education (FCUBE) Programme was launched, a ten-year programme (1996–2005) designed to establish the policy framework, strategies and activities to achieve free and compulsory basic education for all children of school going age.

Administration and management of the education system

The Ministry of Education (since 2001, the **Ministry of Education, Youth and Sports**—MOEYS) responsible for the provision and management of education in Ghana, has various statutory bodies under it, including the Ghana Education Service, the Ghana Library Board, the Bureau of Ghana Languages, the Ghana Book Development Council, the National Commission for UNESCO, the National Service Secretariat, the Planning, Budgeting, Monitoring and Evaluation Division (PBME).

The **Ghana Education Service** (GES) has the responsibility of implementing pre-tertiary education policies formulated by the Ministry. It is headed by a Director-General, and is one of the most decentralized sectors of the government. Indeed, the management of education at divisional, regional and district levels has been strengthened by posting of highly qualified personnel to all managerial and administrative positions in the service. Furthermore, in order to foster greater local community participation in decision-making, various bodies and committees have been established at local and district levels, including Parent-Teacher Associations (PTAs), District Teacher Support Teams (DTSTs), School Management Committees (SMCs) and others, which co-ordinate their activities with the District. The **National Council for Tertiary Education** (NCTE) and the **Non-Formal Education Division** (NFED) have important sub-sectoral areas of responsibility regarding education delivery.

The Education Management Information System (EMIS) project launched in 1997 on a pilot basis in 12 Districts (out of a total of 110) and three Regional Offices was to improve the collection, processing and analysis of educational data in order to make reliable information available for decision making at all levels of the education system. It has been expanded to cover 14 additional Districts and the remaining 7 Regional Offices. In March 2004, a Planning Unit was established at the GES. This new unit which will be expanded into a division will be charged with the responsibility of collection, analysis and management of data and the efficient planning of activities of the various divisions. It will address data inconsistencies in the system and organize workshops for district and regional budget officers and their District and Regional Directors of Education on the need to create credible data to inform management for operational efficiency to improve teaching and learning outcomes.

The **Curriculum Research and Development Division** (CRDD), a body under the Ghana Education Service (GES) is responsible for developing, implementing and evaluating the National Curriculum. The curriculum reforms of 1987 were intended to address two essential issues: (a) there are many important jobs to be done in Ghana for which no one is being trained, and (b) scientific and technological training is insufficient for Ghanians to make use of their country's resources. Educational reforms in Ghana have also been motivated by social, economic, political, cultural tendencies and practices, feedback from the evaluation of the curriculum, and shifts in educational trends. Thus, primary education is intended to lay the foundation for pupil inquiry and creativity, and to develop the pupil's ability to adapt constructively to a changing environment; the junior secondary school curriculum has been planned to provide pupils with basic pre-technical, pre-vocational and scientific knowledge, and senior secondary education intends to reinforce the knowledge and skills acquired during basic education, while also providing opportunities to help students develop different talents and skills. Furthermore, the education system has adopted the integrated subject-based approach of organizing the curriculum. In an integrated subject-based curriculum, important topics are selected and repeated at different levels within and across subjects. Some of the key topics identified

are: democracy and human rights; environmental degradation; person to person communication; health and sanitation; belief systems; population and family life education; problem-solving and decision-making. Through the process of planned repetition within and across subjects, the syllabi are designed to strengthen understanding and the acquisition of knowledge. Furthermore, many subjects are combined into one (for instance, environmental studies at the primary level is a combination of science, agricultural science, life skills and social studies), as it is believed that integration is a more efficient way to transmit knowledge. The new curriculum targets high-level cognitive objectives, values and practical skills to give learners the ability to undertake scientific, critical and logical thinking and action.

In order to facilitate the learners' active participation, specific objectives of each unit in the syllabus are planned and arranged in such a way as to help the pupil acquire knowledge and understanding before moving on to analyze issues, apply the knowledge or acquire an associated affective or psychomotor skill. The teaching-learning activities are pupil-centred and involve role-playing, co-operative learning, non-directive teaching, discovering method, group participation, problem-solving and the project method. Implementation of the new curriculum has been done mainly through teacher training. This involves a cascade approach whereby the CRDD prepares a team of trainers to guide and instruct a set of resource persons who are then responsible for the training of teachers in the field. CRDD staff are responsible for the monitoring and evaluation of the whole training process.

Early Childhood Development (ECD) programmes comprise day care programmes based at centres or schools, in-home programmes (where caregivers go to the homes of children), nanny homes (where parents take children to homes of nannies), and after-school-homecare (where children who close earlier from their centres are sent until their parents pick them up after work). There are nurseries for children aged 3-4, day-care centres for the age group 2-3 years, and crèches that cater to children under 2 years of age. Programmes are run by the Department of Social Welfare, the Ghana Education Service, and private proprietors and NGOs. The two-year kindergarten education programme is considered as part of the basic education sector. In order to ensure that nursery schools are properly run, the Government has set up a National Nursery Teachers' Training Centre where certificated teachers who want to specialize in nursery education, and nursery attendants are trained. The pre-school or nursery teacher training course lasts three months, after which a certificate is awarded. The basic-level teacher training course lasts three years, after which a teacher certificate "A" is awarded to successful students. The rural population has little or no access to this level of education since most of the facilities are mostly found in the urban and sub-urban centres; over the years, however, efforts have been made by the Ghana Education Service and NGOs to establish more pre-school institutions.

Before 2002 pre-school education was not part of the formal system; it was introduced as a result of a recommendation made by the President's Committee on Review of Education Reforms (October 2002). Consequently, plans are far advanced to include early childhood development education (ECD) in the formal system. Syllabi in six subject areas have been developed as well as a draft policy. The subject areas are: psycho-social skills (self-confidence, assertiveness); language and literacy; mathematics; environmental studies; creative activities; health, nutrition and safety.

Under the auspices of the Ministry of Women and Children's Affairs, the Ghana National Commission on Children, with the support of UNICEF is conducting an inventory of all formal ECD centres to ascertain the number of children with access to these centres, the kind of structure being used, and the number and status of teachers and attendants at the centres. The policy Document on ECCD which aims at addressing the current problems of access and quality in ECD services has been reviewed, finalized and launched in August 2004.

In order to ensure coordination of the tertiary education system, tertiary institutions were brought under the general supervision and direction of the Ministry of Education. For the better management of tertiary education, the process for admissions, accreditation and professional and technical examinations, was streamlined; in this regard, the National Accreditation Board and the National Board for Professional and Technician Examinations were established. The establishment and accreditation of private tertiary institutions have also been encouraged to expand access to tertiary education to qualified people. So far, the National Accreditation Board has accredited fourteen private university institutions to pursue varied degrees and diploma programmes. The provision of tertiary distance education is also being pursued. Tertiary institutions receive their subventions directly from the Ministry of Finance through the Ministry of Education. There are approved norms governing the application of the subventions. Management of financial resources of the institutions is vested in the Council/Boards. It is expected that the National Council for Tertiary Education will take over the disbursement of funds to tertiary institutions in the future and, therefore, will play a direct and important role in the management and monitoring of financial resources.

Since the inception of the Reform Programme, textbooks and instructional materials have been injected into the education system, which for several years had been starved of even the most basic classroom requisites. New textbooks and teacher guides have been produced for basic education schools, from P.1 to JSS.3, and a range of tools and science equipment procured and delivered to schools. In addition, pupils have been provided with essential stationery at cost. Basic classroom supplies such as chalk, registers and notebooks have also been provided. The government has not been able to achieve a 100% coverage in terms of school supplies of textbooks, due to financial constraints. However, the percentage coverage of textbook supply in basic and secondary schools is as follows: basic schools (Grades I-VI): 70-80%; basic schools (Grades VII-IX): 90%; senior secondary schools (Forms I-III): 90%.

Production and importation of textbooks are based on school requirements. Some of the textbooks are developed and produced locally, others are imported. When information is received from Basic and Senior Secondary Directorates on the need for textbooks, printers listed by the Supplies and Logistics Division are invited to quote prices for the printing of the books. Letters of invitation for the importation of textbooks and other teaching and learning materials are sent to prospective suppliers through the Ghana Supply Commission. Home economics equipment, agricultural tools, technical, secretarial and office equipment have been put into the system but these have not adequately met the needs of schools and Directorates. Computers are completely absent in public basic schools and District Directorates. In the past few years some senior secondary schools have received computers from external donor agencies. Governments, both at local and central levels, are responsible for the provision of classrooms, school transport and residential accommodation for students. A reasonable proportion of staff in

boarding schools has also been provided with residential accommodation. However, this does not meet the needs of the increasing staff population responding to the increasing number of students.

With regard to in-service training, a new concept in teacher education, the Whole School Development (WSD) programme was introduced. It is a school-based intervention programme to improve teaching and learning in basic schools. The programme includes courses in school administration, management and financial administration for heads of basic education schools, and courses in continuous assessment and guidance and counselling for heads and teachers. Orientation courses have also been organized in various subjects, as well as a course in reading skills in primary schools. The in-service training courses are organized nationwide and involve teachers at basic and senior secondary school levels. It is compulsory for all teachers to attend. A workshop for principals of training colleges in school management and financial administration, and an orientation course for tutors in the new syllabi to be taught at the training colleges have also been set up. Under the Overseas Development Administration (ODA), the British Government has been assisting the Government of Ghana in setting up in-service workshops for tutors in English language and literature, mathematics, science and technical skills. Evaluation of the in-service course through questionnaires distributed to the participants helps the organizers in planning subsequent courses.

The national salary scale for public servants spans levels eleven to ninety-seven with 5-point graduations for every level (range). Progression along the 5-point scale within each level (range) is by merit through annual incremental awards. However, teachers' salaries are among the lowest, even in nominal terms, as there are fewer fringe benefits in teaching than in other professions with equivalent levels of education and training. The contrast becomes sharper as one ascends the higher echelons of the professional ladder. Certificates, diplomas, degrees and equivalent qualifications also enhance progression within the profession through incremental awards or promotions. Trained teachers tend not to accept posting to the rural areas. In an attempt to meet the challenge of shortage of qualified teachers in the rural areas and other disadvantaged areas, a new sponsoring scheme has been developed, which took off in the 2000/2001 academic year. Sponsored teachers will be contracted to teach for three years in the district that sponsored them.

[Source: WDE]

“A combination of measures is being implemented to attract teachers to remote areas. Incentive packages that include bicycles and radios, access to training and accelerated promotion will continue to be provided. In addition, the District Sponsorship Scheme for Teachers will be vigorously pursued. The availability of an adequate supply of professionally trained and suitably motivated teachers is the cornerstone of the entire programme of educational reform. The transformation of teacher training colleges has already begun. The upgrading of all the 38 colleges is underway. Infrastructures in all the Training Colleges are being improved. Science laboratories, classrooms and libraries are to be provided in all Teacher Training Colleges. Training in Change Management is being provided to enhance the management capacities of Principals in the Teacher Training Colleges. In addition Principals are receiving training in Course Credit System as obtains in the University of Cape Coast. Tutors are also receiving training in the new TTC Curriculum.

An aspect of this upgrading is the conversion of 15 teacher training colleges to specialize in the teaching of mathematics and science. Under the reforms it is envisaged that all teachers will be trained by 2015. The on-going programme of training teachers through distance education will result in an increased proportion of trained teachers in basic schools.

Textbooks at basic level were delivered to public basic schools in the first term of 2005/06 academic year. Approximately 90% were delivered by end of year, and each pupils/student now has textbooks for all subjects. In addition a Basic Education Comprehensive Assessment System has been developed. This will monitor individuals and school performance in literacy and numeracy at primary level and should improve the quality of teaching outcomes as students can be assessed and then go through the system rather than end at the JSS cycle.”

[Source: Ministry of Education, Science and Sports. *Report on the education sector annual review 2006.*]

The financing of education

Since independence, the financing of public education institutions is the responsibility of the central Government. By law—the Education Act of 1961 and PNDC Law 207—the District Assemblies provide buildings and equipment for basic education (primary and junior secondary schools) in their communities. Most of the Assemblies are, however, unable to adequately perform this responsibility, due to financial constraints.

The central government is the main source of education financing. During the past ten years, a great percentage of public expenditure on education (around 85%) has been allocated to personnel salaries. Non-salary costs, such as the boarding fees of all students in special education schools, the allowances of all students in teacher training colleges, the total boarding fees for students in the universities, and the scholarships and bursaries for students in tertiary institutions, account for another 10% of this budget. Teaching and learning materials are also provided by the Ministry. The Ministry of Education also provides the physical facilities, infrastructure, equipment and furniture for all post-basic educational institutions in the country. In 1998, only 4% of the total government budget was allocated to investment expenditure. This percentage is wholly inadequate to maintain basic education facilities. As a result, at least one-third of all basic schools do not have permanent structures. An alternative is cost sharing, which is practiced at all levels of education except primary and junior secondary public schools. Families and communities contribute, in cash or through communal labour, to the expansion of educational infrastructural facilities.

The major source of funding tertiary education is government subvention, which provides about 50% of institutions' budget requirements. Tuition is free at all levels of education including higher or tertiary education. The Loans Scheme enables students in the tertiary education institutions to obtain loans from a financial institution (Social Security and National Insurance Trust—SSNIT) at a very low interest rate to pay for their meals on the campus and for educational materials such as books. The government pays the bulk of the interest rate. Academic Facilities User Fees (AFUF) have been introduced in the universities and the polytechnics as cost-sharing measures which have been

accepted by all stakeholders. Government currently provides 30% rebate on the AFUF and the students/parents bear the 70%.

In the framework of the decentralization of the financial management, the GES has adopted the Medium-term Expenditure Framework (MTEF) model for the preparation of budgets. The model allocates resources according to performance targets. District and Divisional Directors are allocated resources based on performance targets. Directors are empowered to manage their budgets to achieve their set objectives. Forty-five out of 110 districts have been fully decentralized. This means that when these districts have been provided with their budget allocations, they lodge the funds at local banks, and draw action plans, which are approved by their DEOCs and implement them without reference to GES Headquarters. Forty-three districts are partially decentralized. This means that though their resources are lodged in local banks, they have to prepare work plans, which are supervised by Regional Directors and approved by DEOCs before these resources can be utilized.

[Source: WDE]

“Actual educational expenditure has increased from 23% to 30% of the total discretionary budget and from 4.4% to 5.6% of GDP between 2000 and 2005.” [Source: Ministry of Education, Science and Sports. *Report on the education sector annual review 2006.*]

GUINEA

Lois et autres règlements fondamentaux relatifs à l'éducation

Adoptée et promulguée par l'Assemblée Nationale, la **loi d'orientation de l'éducation nationale** n° L/97/022/AN du 19 juin 1997 définit les caractéristiques fondamentales de l'éducation en République de Guinée.

Le **décret n° 97/196/PRG/SGG** du 21 août 1997 portant sur l'organisation du système d'éducation prend en charge les principales innovations en matière d'organisation et de structures introduites au cours des années 90. Au plan général, l'éducation est reconnue comme la première priorité nationale.

La scolarité obligatoire se limite à l'enseignement primaire. Comme deux redoublements sont autorisés à ce niveau, les élèves peuvent y rester jusqu'à l'âge de 14 ans en zone urbaine et 16 ans en zone rurale.

Administration et gestion du système d'éducation

Le système éducatif est géré par trois ministères : le **Ministère de l'enseignement pré-universitaire et de l'éducation civique**, le **Ministère de l'enseignement technique et de la formation professionnelle**, et le **Ministère de l'enseignement supérieur et de la recherche scientifique**.

Depuis 1994, les établissements d'enseignement supérieur publics jouissent d'une autonomie relative en matière de gestion académique et financière. Les établissements d'enseignement supérieur sont des établissements publics à caractère scientifique jouissant de l'autonomie de gestion. Ils sont placés sous la tutelle du Ministère ayant en charge l'enseignement supérieur. En tant qu'établissement public, chaque institution d'enseignement supérieur est dirigée par un conseil d'administration. Sur le plan interne elle comprend un rectorat ou une direction, des facultés et des départements. En outre, des organes délibérants internes comme le conseil de l'université ou d'institut et les conseils de faculté et de département favorisent la participation des différentes composantes de l'établissement à la définition de ses axes de développement et à la résolution de ses problèmes courants. S'agissant des ressources financières, l'Etat accorde des subventions annuelles libérées sur une base trimestrielle aux établissements d'enseignement supérieur. La gestion de cette subvention obéit à la réglementation applicable aux établissements publics.

Au niveau provincial une **Inspection régionale de l'éducation** coordonne toutes les activités des directions préfectorales de l'éducation. Au niveau local, les trente-huit **Directions préfectorales et communales de l'éducation** assurent la coordination et le contrôle des activités pédagogiques à tous les niveaux de l'enseignement excepté celui du supérieur. L'**Institut national de recherche et d'action pédagogique** a pour mission

l'élaboration et l'expérimentation des curricula aux niveaux primaire et secondaire général. Le **Service national des infrastructures et de l'équipement scolaire** (SNIES) est la structure centrale chargée de la définition des normes et des modèles, ainsi que du contrôle de la qualité des ouvrages scolaires.

Le Ministère de l'éducation dispose d'une direction de l'enseignement privé. Ainsi, pour ouvrir une école privée le promoteur doit obtenir de ce département des autorisations de création et d'ouverture. Le fonctionnement des établissements privés repose entièrement sur les frais de scolarité versés mensuellement par les élèves. On distingue deux types d'établissements privés : les établissements privés laïcs et les établissements confessionnels. Les programmes des établissements privés du primaire et du secondaire sont exactement les mêmes que ceux de leurs homologues du public. Les élèves du privé passent les mêmes examens de fin de cycle que ceux du public. Au niveau de l'enseignement professionnel privé, les examens de certification sont supervisés par le ministère de tutelle.

D'autres ministères et organisations non gouvernementales (ONG) jouent un rôle éducatif. Ainsi, l'enseignement maternel et l'éducation spéciale sont rattachés au **Ministère des affaires sociales, de la promotion féminine et de l'enfance**. Par ailleurs, les ONG participent largement à la construction et à l'équipement des écoles. Certaines d'entre elles commencent à apporter un appui pour les fournitures scolaires et le perfectionnement des enseignants du primaire.

Des cadres de concertation entre ces différents partenaires sont créés tels que la **Commission éducation de base pour tous** et un **Comité d'équité pour favoriser la scolarisation de la jeune fille**. Ces organismes regroupent les partenaires gouvernementaux et des ONG impliqués dans ces domaines. Pour assurer la cohérence des interventions du gouvernement en matière d'éducation, il est envisagé la création d'un Conseil supérieur de l'éducation nationale et de la recherche scientifique.

Les Associations des parents d'élèves et amis de l'école participent au développement des établissements. La **Fédération guinéenne des parents d'élèves et amis de l'école**, créée le 10 septembre 1998, canalise les interventions des associations aux niveaux : local, préfectoral/communal, régional et national. Une tendance vers la déconcentration et la décentralisation de l'éducation nationale est amorcée depuis 1998. Dans ce cadre, les jeunes enseignants du primaire et du secondaire sont recrutés sur une base contractuelle et la gestion de leur carrière sera graduellement transférée aux directions préfectorales ou communales de l'éducation.

L'Institut national de recherche et d'action pédagogique (INRAP) dont le mandat est l'élaboration et l'expérimentation des curricula aux niveaux primaire et secondaire général, détermine les catégories permettant de structurer les programmes d'étude. En matière de construction curriculaire, le partenariat entre l'INRAP, les directions nationales des enseignements élémentaire et secondaire, l'Institut supérieur des sciences de l'éducation de Guinée (ISSEG), les conseillers pédagogiques du primaire et du secondaire ainsi que des enseignants titulaires de classes, est érigé en principe de base. Les réformes importantes de programmes sont motivées par des changements majeurs d'orientation politique comme l'avènement d'un régime libéral survenu en 1984. La révision des curricula s'effectue en réponse à des besoins nouveaux de la société, tels que la lutte contre la pandémie du VIH/sida, la préservation de l'environnement, la

sensibilisation aux questions de santé de la reproduction, l'évolution des aspirations des enfants et des adolescents ou la consolidation de l'identité nationale.

Alors que jusqu'à présent l'entrée privilégiée était celle des objectifs, au primaire on s'achemine lentement vers une entrée par compétences. L'INRAP a conçu un guide méthodologique pour la redéfinition des programmes de l'école élémentaire. Ce guide recommande l'élaboration des curricula en s'appuyant sur les compétences que les élèves devront acquérir à l'issue de leur scolarité. Les orientations proposées impliquent que les enseignants : i) passent d'une logique d'enseignement à une logique de formation ; ii) privilégient l'entrée dans les apprentissages par la confrontation à des situations-problèmes ; iii) utilisent une approche interdisciplinaire évitant un morcellement des apprentissages ; iv) développent des pratiques d'évaluation formative tout au long du processus d'apprentissage ; et v) valorisent les travaux de groupe qui favorisent les interactions entre élèves.

Dans une première phase, les programmes actuels ont été révisés en tenant compte de cette nouvelle perspective d'entrée par compétences. Sept domaines de formation ont été délimités par regroupement des matières : langue et communication ; mathématiques ; sciences d'observation et technologie ; histoire et géographie ; éducation physique et sportive ; éducation civique et morale ; éducation artistique et culturelle. On envisage que l'entrée par les compétences sera généralisée au primaire à partir de 2008. Dans ce cadre, le profil de sortie étant élaboré, il sera possible de sélectionner les contenus disciplinaires qui vont concourir à la réalisation des compétences requises. Au niveau du collège, la rénovation des programmes a conservé pour le moment l'entrée par les objectifs, en partie parce que l'identité du collège dans le système éducatif reste à préciser. Pour les deux niveaux (primaire et secondaire), les concepteurs de programmes se réfèrent aux théories socio-constructivistes de l'apprentissage. Celles-ci accordent une place prépondérante à l'activité de l'apprenant et aux interactions entre les élèves eux-mêmes et entre ceux-ci et leurs maîtres. Elles préconisent de construire des situations d'apprentissage qui ont du sens pour les élèves.

L'utilisation des langues nationales comme stratégie d'enseignement et de qualification des apprentissages des élèves n'a pas été introduite durant cette phase du PEPT. Toutefois, on peut relever quelques avancées dans ce domaine à travers les interventions des ONG. Il s'agira donc d'appuyer ce processus par la mise en place d'un mécanisme institutionnel et pédagogique capable d'appréhender les enjeux de la démarche et de travailler en toute connaissance de cause.

L'observation de la répartition des manuels au niveau des élèves par région de l'enseignement primaire public indique que le ratio est en moyenne un manuel par élève en 2004, contre 1,3 manuels élève pour 2003. Au niveau régional, les ratios les plus élevés sont observés à Labé avec 1,5 et à Mamou avec 1,4. Ces régions ont bénéficié en 2003 d'un ratio conforme à l'objectif de départ qui est de 1,5 à 2 manuels par élève. A Conakry et Kindia le ratio est de 0,6 manuels par élève en 2004. Les données montrent que la situation d'ensemble du ratio manuel/élève s'est dégradée en 2004. L'objectif de deux manuels par élève ne sera pas atteint à la fin de la première phase du PEPT si cette tendance n'est pas corrigée. Aussi bien au plan national que régional, on a enregistré une baisse des ratios manuels de lecture/élève entre 2003 et 2004 et ce ratio est inférieur au ratio manuel/élève. Ainsi, en 2004, malgré les efforts consentis, on a un livre de lecture pour trois élèves, l'objectif de l'EPT étant de procurer à chaque élève, au moins un livre de lecture. Cette situation pourrait s'expliquer, d'une part, par l'accroissement des effectifs élèves et d'autre part par le manque de respect du plan de renouvellement des livres. Le ratio manuel de calcul/élève s'est légèrement dégradé entre 2003 et 2004. La

dégradation pourrait s'expliquer par les retards dans la réimpression et la livraison des manuels de sciences, de calcul et lecture.

La fiabilité des données recueillies sur les manuels au secondaire ne permet pas une évaluation exhaustive de la situation. Cependant, l'achat de plus de 1.100.000 volumes est en cours (en 2004) ; il s'agit de manuels de français, de mathématiques, de sciences physiques et de biologie pour les niveaux 7e, 8e, 9e et 10e années.

En matière de locaux et d'hébergement en pension, des milliers de salles de classe ont été construites ces dernières années, notamment au niveau du primaire, dans le cadre du Programme d'ajustement sectoriel de l'éducation (PASE) soutenu par de nombreux bailleurs de fonds, le BND, les communautés locales et les ONG. Malgré ces efforts, la demande de scolarisation a dépassé l'offre existante surtout en zone urbaine. Dans les grandes villes, des classes pléthoriques sont des phénomènes courants. Des difficultés de recrutement en première année persistent malgré la pratique de la double vacation. Dans l'enseignement supérieur, les capacités d'accueil sont demeurées constantes durant les quatre dernières années.

La résidence universitaire de la capitale offre des logements à un étudiant pour six. Les autres campus sont capables d'héberger la quasi-totalité de leurs étudiants.

Au primaire, le nombre de salles de classes est passé de 20.043 à 25.863 salles, soit un accroissement global de 29%. Les plus fortes croissances ont été enregistrées dans la Région de N'Zérékoré (52%) et de Kindia (42%). Les performances les plus faibles ont été réalisées dans les régions de Labé (16,9%) et Faranah (14,4%). L'évaluation du PEPT a fait ressortir que l'une des difficultés majeures dans le développement de l'accès est le manque d'écoles à cycle complet. En effet, beaucoup d'élèves abandonnent l'école avant d'avoir achevé le cycle à cause de la distance entre leur lieu d'habitation et l'école. Des améliorations doivent être apportées au niveau de la carte scolaire afin de mieux juger les rayons de recrutement des écoles.

Dans l'enseignement secondaire, le nombre de salles de classe s'est accru de 4.142 à 5.176 entre 2001 et 2004, soit une augmentation de 1.034 salles de classe correspondant à un accroissement global de 25% sur la période qui est plus ou moins égal au niveau des régions. Malheureusement, les statistiques du secondaire ne permettent pas de faire ressortir les laboratoires et les autres infrastructures pédagogiques spécialisées qui sont essentielles dans l'amélioration de la qualité des apprentissages.

En ce qui concerne la formation en cours de service, la coordination de la formation continue des personnels de l'enseignement élémentaire et de l'enseignement secondaire général est assurée par le Service national de la formation des personnels. Pour l'enseignement élémentaire, deux systèmes sont actuellement en cours pour assurer la formation continue des instituteurs.

Dans les cinq régions où sont regroupés des professeurs d'école normale et des conseillers pédagogiques maîtres formateurs, les actions de formation continue sont réalisées dans les ENI et écoles d'application, dans le cadre d'une politique de mise en cohérence des formations initiale et continue des instituteurs. Des Centres d'appui pédagogique et logistique (CAPL), mis en place grâce à la coopération française, soutiennent les actions destinées à la formation continue des maîtres. Dans les autres préfectures c'est le Centre de formation continue qui assure l'exécution de certains programmes limités.

Pour l'enseignement secondaire général, la formation continue des professeurs de collège et de lycée s'organise autour des Lycées régionaux d'application (LRA) grâce aux personnels qualifiés que sont les Animateurs pédagogiques de l'enseignement secondaire (APES). Ces derniers, après avoir accompli leur charge d'enseignement au LRA,

organisent à l'intention des professeurs de collège et de lycée des visites d'aide ainsi que des journées pédagogiques.

Notons enfin que l'Institut supérieur des sciences de l'éducation assure le suivi sur le terrain des activités des professeurs d'école normale, des conseillers pédagogiques maîtres formateurs et des animateurs pédagogiques de l'enseignement secondaire.

Quant au mode de recrutement, celui-ci s'effectue sur le plan national par voie de concours externe et de concours professionnel par référence à la prévision des emplois à pourvoir dans le corps d'accueil.

[Source : WDE]

« Concernant la cohérence dans l'allocation des personnels enseignants aux établissements d'enseignement individuels, les évaluations faites montrent que la performance est relativement satisfaisante au niveau primaire, alors que des progrès substantiels doivent sans aucun doute être faits au niveau secondaire. La performance du système éducatif guinéen vis à vis de la disponibilité d'éléments tels que les manuels scolaires, les tableaux noirs et le mobilier scolaire de base est peu satisfaisante; en effet, à des dotations globales insuffisantes se conjugue une distribution inégale entre les différentes écoles du pays. Mais le point sans doute le plus préoccupant dans la gestion du système éducatif guinéen concerne la dimension de la gestion pédagogique qui est l'une des plus faible d'Afrique. En effet, les évaluations montrent que l'ampleur des différences dans le fonctionnement des établissements du cycle primaire et secondaire est spécialement fort, que des établissements ayant des ressources par élève semblables peuvent avoir des résultats extrêmement différents en matière d'apprentissage de leurs élèves, mais surtout qu'il n'existe pratiquement pas de relation entre le volume des ressources mobilisées dans un établissement et le niveau d'acquisitions des élèves qui y sont scolarisés.

Toutes ces indications sont des signes patents de défaillances majeures en matière de gestion de la transformation des ressources en résultats au niveau des écoles. Les nombreux établissements non performants ne sont pas identifiés car le pilotage par les résultats est absent sachant qu'il n'existe aucune structure qui, d'une part aurait la responsabilité de traiter ce problème et qui, d'autre part, disposerait des moyens institutionnels et pratiques pour conduire cette éventuelle action. » [Source : Banque mondiale. *Le système éducatif Guinéen : Diagnostic et perspectives pour la politique éducative dans le contexte de contraintes macro-économiques fortes et de réduction de la pauvreté*. Africa Region Human Development, Working Papers Series. 2005.]

Le financement de l'éducation

L'État finance pour l'essentiel le secteur de l'éducation. Les ménages, les collectivités locales et les partenaires techniques et financiers participent également au financement de l'éducation. Les objectifs du Programme EPT (PEPT) en matière de financement répondent aux préoccupations suivantes : l'allocation des ressources (niveau des dépenses et coûts) ; l'efficacité (gestion qualitative et effectivité) ; l'accès équitable et juste aux ressources (zone, genre et groupes spécifiques). Pour atteindre ces objectifs au terme de la première phase (2005), la stratégie du PEPT consiste en la mise en place d'une série de mesures portant sur l'amélioration de l'allocation des ressources et la gestion

décentralisée : Il s'agit, entre autres, des objectifs suivants: la part de l'éducation dans le budget de l'État à 19% ; la part de l'enseignement primaire dans le budget de l'éducation à 49% ; la part du budget de l'enseignement supérieur allouée aux intrants pédagogiques, à la formation et à la recherche à 25% ; la part du budget de fonctionnement hors salaire du sous-secteur de l'enseignement pré-universitaire augmentera de 40%.

Entre 2001 et 2004, les dépenses courantes de l'État passent de 517,571 milliards de GNF à 671,76 milliards de GNF, soit une augmentation de 29,8%. Ces dépenses représentent 8,7% du PIB en 2001 et 9,6% en 2004. Durant la même période, les dépenses courantes du secteur de l'éducation enregistrent une croissance de 42,5%, soit 14% par an en moyenne. Les montants passent de 116,075 milliards de GNF en 2001 à 165,46 milliards en 2004.

L'accroissement des dépenses de l'éducation dépasse de près 13 points celui des dépenses courantes de l'État, ce qui dénote le caractère prioritaire du secteur dans l'allocation des ressources propres de l'État. Les dépenses courantes de l'éducation représentaient 22,4% des dépenses courantes de l'État en 2001, elles s'élèvent à 24,6% en 2004, soit une hausse de près de deux points. L'effort de financement de l'État est supérieur de 4 points (24,6%) au taux objectif du PEPT dans sa première phase fixé à 21%.

Cet effort consacré à l'éducation représente 2,37% du PIB estimé à 6979,98 milliards de GNF en 2004. En dépit de ce ratio qui était de 1,66% en 2000, la Guinée fait partie des pays qui consacre le moins de ressources publiques au secteur de l'éducation par rapport à la richesse nationale.

On constate une progression des ressources affectées au sous secteur du primaire. Sa part dans les dépenses courantes de l'éducation est passée de 43,9% à 46,2% sur la période 2001-2004. Cependant, cette proportion est en chute par rapport à l'année 2001 où elle avait atteint 51,7% (y compris les dépenses de l'administration centrale). En dépit de ces performances continues, il sera peu probable que l'objectif du PEPT fixé à 49% en 2005 sera atteint si des arbitrages budgétaires décisifs, au titre des allocations intra sectorielles, ne sont pas faits. La part des dépenses du secondaire dans les dépenses courantes du secteur de l'éducation est passée de 23,2% en 2000 à 21,2% en 2004, soit une baisse de 2 points durant la période du PEPT. Étant donné l'amélioration du taux de transition entre le primaire et le secondaire (de 50% à 70% entre 2002 et 2004, cette baisse a pu avoir pour conséquence une dégradation des conditions de fonctionnement des établissements. Au niveau de l'enseignement technique et la formation professionnelle, les dépenses courantes représentent 8,4% en 2004. L'enseignement supérieur et la recherche scientifique enregistrent une hausse de près 58% entre 2001 et 2004, soit en moyenne 20% par an. Ces dépenses incluant l'administration générale du MESRS passent de 25,4 milliards de GNF à 40,1 milliards sur la période 2001-2004.

La part des masses salariales dans les dépenses courantes de l'éducation représente 65,1% contre 21,4% pour les biens et services et 13,5% pour les subventions et transfert en 2004, soit un léger changement par rapport à la composition économique de 2002. Il convient d'ajouter que cette situation ne prend pas en compte le financement extérieur qui contribue aussi à la gestion et au fonctionnement du système. Pour l'enseignement primaire, les dépenses courantes sont consacrées pour 79,3% au personnel contre 24,17% pour l'achat des biens et services. Au niveau du secondaire, la masse

salariale absorbe 81,1% des dépenses courantes allouées au sous-secteur en 2004, la part des autres catégories de dépenses, à savoir, les matériels didactiques, l'entretien des immobilisations et les équipements, s'élève à 18,4%, contre 22,6% en 2002, une baisse de 4 points. L'enseignement technique professionnel est caractérisé par une structure des dépenses plus équilibrées entre les salaires du personnel et les achats de biens et services. Les dépenses sont consacrées pour 45,7% au paiement des salaires, 51,1% à l'achat des biens et services et 3,2% pour les subventions et transferts.

[Source : WDE]

« Concernant les aspects de ressources et de dépenses de l'Etat, il faut souligner que les chiffres restent relativement imprécis compte tenu du caractère non conventionnel de certaines pratiques budgétaires et comptables. Ainsi, certaines dépenses budgétées une année peuvent être reportées sur une année suivante avec des situations dans lesquelles les dépenses engagées au cours d'un exercice peuvent excéder les valeurs réellement budgétées en raison de la prise en compte d'arriérés qui n'avaient pas été précédemment engagés. En dépit de ces réserves, des estimations raisonnables restent possibles. Les recettes globales de l'Etat ont une double origine, à savoir des ressources nationales (fiscales et parafiscales) d'une part, des ressources de l'aide extérieure d'autre part.

Quant aux dépenses courantes totales pour l'ensemble du secteur (les chiffres indiqués concernent de façon agrégée les trois ministères, MEPU, MET-FP et MESRS ou leur équivalent à différents moments du temps) en valeurs nominales, elles ont augmenté de 59,3 milliards de GNF en 1993 à 146,8 milliards de GNF en 2003. Pour mieux apprécier l'évolution réelle, il est préférable de mesurer l'évolution en Francs Guinéens constants; on observe alors que les progrès ont été relativement modérés entre 1993 et 1998 (de 89 à 105 milliards GNF de 2003, une augmentation de 17 %) mais qu'il y a eu une augmentation réelle très sensible depuis, le montant en valeur monétaire constante de 2003 étant de 50 % plus élevé pour l'année 2002 que pour l'année 1998. Toutefois, on note un tassement au cours de l'exercice budgétaire 2003.

En termes de priorités inter-sectorielles, l'éducation reçoit une proportion à peu près constante, entre 15,1 et 19,4 % (ce dernier chiffre pour l'année 2003) des recettes publiques nationales. Si l'examen est fait sur la base des dépenses courantes hors intérêt de la dette (ce dernier étant alors considéré comme une contrainte exogène non exposée à arbitrages), les chiffres ont oscillé entre 22 et 26 % dans les années 90, et la tendance est à la baisse depuis 2000, le chiffre pour l'année 2003 étant de 18 %. L'allocation intra sectorielle entre niveaux n'est pas très efficiente; le degré de priorité budgétaire accordée au primaire apparaît insuffisante dans la mesure où ce niveau d'enseignement pourtant prioritaire dans les déclarations publiques, est relativement sous financé; ainsi, la proportion des dépenses courantes de l'éducation affectée au primaire (44 %) est très inférieure à la valeur moyenne (50 %) des pays de la sous région. Par contraste, l'enseignement supérieur représente 25 % des dépenses courantes d'éducation en Guinée, alors que la valeur moyenne dans les pays comparables n'est que de 17 %.

Les salaires constituent bien sûr la part majoritaire du budget courant avec un chiffre de 67 % en 2003 contre un chiffre de l'ordre de 75 % dix années auparavant; la part des salaires est importante mais est donc globalement plutôt en réduction. Les dépenses de fonctionnement (ou les dépenses identifiées comme telles dans les documents budgétaires) connaissent globalement des variations assez substantielles d'une année à l'autre, entre 11 et 24 % (il est possible que les procédures d'affectation au poste des « dépenses de fonctionnement » ne soient pas très stables).

Dans le cas de la Guinée, les personnels d'appui sont très nombreux. Si on examine d'abord la proportion des personnels d'appui parmi l'ensemble des personnels employés à chacun des niveaux éducatifs, on trouve un chiffre de 25 % au niveau primaire (ce qui signifie 1 non-enseignant pour 3 enseignants) et de 29 % au niveau secondaire avec peu de différence entre le premier et le second cycle. Dans l'enseignement technique et la formation professionnelle, c'est un chiffre de 37 % qui est estimé, signifiant qu'il y a plus d'un personnel non-enseignant pour deux enseignants dans le système. Ces chiffres apparaissent très élevés en termes absolus ou normatifs. Ils apparaissent aussi élevés en termes comparatifs.

En termes de salaires des enseignants, la situation guinéenne est encore plus éloignée de la moyenne observée dans les pays comparables. Quel que soit le niveau d'enseignement, les salaires moyens des enseignants, exprimés en unités de PIB par tête, sont, en Guinée, les plus bas parmi les 9 pays considérés. A chaque niveau de l'enseignement général la rémunération moyenne des enseignants vaut moins de la moitié de ce qui est observé en moyenne dans les pays comparateurs (2,3 PIB par tête contre 4,9 au niveau primaire, 2,9 contre 6,5 au 1er cycle du secondaire et 3,2 contre 7,4 au 2nd cycle du secondaire). C'est le niveau très faible des salaires des enseignants qui a permis au système de s'étendre quantitativement aussi vite. On constate que ce sont les enseignants contractuels qui ont constitué (et continuent de constituer) le principal moteur du développement quantitatif de l'enseignement primaire en Guinée (comme dans de nombreux pays de la région). Leur effectif, estimé à moins de 5000 en 1999 (soit environ 37 % de l'ensemble des enseignants), est passé à presque 10 400 en 2003, soit en rythme annuel un accroissement moyen de l'ordre de 20 % alors que dans le même temps, le nombre de fonctionnaires a diminué en moyenne de 3,9 % par an. En 2003, près de 3 enseignants sur 5 dans le primaire sont des contractuels. » [Source : Banque mondiale. *Le système éducatif Guinéen : Diagnostic et perspectives pour la politique éducative dans le contexte de contraintes macro-économiques fortes et de réduction de la pauvreté*. Africa Region Human Development, Working Papers Series. 2005.]

GUINEA-BISSAU

Laws and other basic regulations concerning education

Information is not available.

Administration and management of the education system

“Administrativamente, o país é constituído por nove regiões, sendo uma delas, Bissau, a cidade capital, reduzida ao estatuto de sector autónomo; cada região administrativa é constituída por sectores (trinta e seis na totalidade), sendo estes constituídos por secções. Esta estrutura de divisão administrativa corresponde ao período anterior às primeiras eleições democráticas porque o processo da democratização após as primeiras eleições no país ficou por completar com a realização das autarquias que não teve lugar até o eclodir do conflito político militar de junho de 1998 que durou 11 meses, com reflexos sombrios na vida dos cidadãos guineenses. O contexto social ficou marcado por uma situação de pós conflito.

O ensino superior encontra-se na fase de estruturação desde 1999, período da transferência efectiva da tutela da Faculdade de Medicina e da Escola Nacional de Saúde que se encontravam sob tutela do Ministério da Saúde Pública, para o Ministério da Educação, assim como da Faculdade de Direito de Bissau, que se encontrava sob tutela do Ministério da Justiça. O projecto de criação da Universidade Amílcar Cabral (já formalizado em 2002) visa integrar os institutos de formação superior não universitários e as faculdades já existentes, nomeadamente, a Faculdade de Direito, de Medicina, a Escola Normal Superior, Escola de Enfermagem e CENFA, de forma a oferecer um leque diversificado de áreas e perfis de formação em resposta às necessidades imediatas e futuras do desenvolvimento da Guiné-Bissau. Em todo caso, a oferta de oportunidades de formação Universitária no país está longe das expectativas, uma vez que, apesar da Universidade Amílcar Cabral ser de carácter público, no acordo da sua criação o governo atribuiu a sua gestão às entidades de direito privado. Factor que limitará a grande maioria de jovens o acesso ao ensino superior universitário.” [Source: Ministério de Educação Nacional. *Plano Nacional d’Acção Educação para Todos*. Fevereiro 2003.]

“The Ministry of Education (MEN) is the only department in charge of educational issues. In addition to pre-school education, primary education and general secondary education, the Ministry is also responsible for literacy, vocational, technical and tertiary education. Current breakdown of responsibilities assign to the MEN technical and vocational training in all sectors, especially in agriculture. However, these provisions have not yet been put into actual practice. Several private organizations, civil society organizations (NGOs and associations) and national or international technical partners make up the sector’s key associates, of which: UNICEF, the Guinean Foundation for Business and Industrial Development (FUNDEI), the Chamber of Commerce, Industry and Agriculture, the Business Women’s Association (AMAIE), Action for Development (AD), the International Association for Training in Africa – Portuguese Speaking African Countries

(AIFA PALOP), Danish Development Assistance (ADPP), the Training Brigades (BRINFOR) and Plan International.

The National Institute for Education Development (NIED), an autonomous body, plays a key role in improving the education system quality. It is responsible for reviewing programs, designing and publishing textbooks, training teachers and compiling statistics on the education system. The General Directorate of School Infrastructure (GDSI) comes under the supervision of the Ministry of Education (MEN). It is charged with conducting studies and supervising new construction, in addition to overseeing school infrastructure maintenance operations. Guinea Bissau has a listed total of 161 NGOs (of which 112 foreign). About ten of these, including the ADPP, AD, AIFA PALOP and Enterprise Works have solid experience in grassroots development in general and vocational training in particular. The grassroots organizations are active in the productive sectors: associations of women food crop producers, fishermen's cooperatives, young farmers' associations, craftsmen association, etc. These organizations with majority women membership play a key training and production role.

Since independence, Guinea Bissau's management capacity has remained inadequate due to the overall poor education level and exodus of qualified nationals. The war further worsened that capacity. The poor human capital and institutional quality is obvious at several levels. The administrative set up remains centralized and the national capacity to implement development projects is limited. Civil servants are poorly trained and badly paid. Specialists are rare within the administration. The human resources situation is more alarming in regions outside the capital where the staff in the technical ministries lack the material and financial resources to operate. The 1998-1999 conflict had as one of its worst effects the weakening of institutions.

The qualification of teachers at the basic level (most with the primary school certificate only) remains a major concern. Efforts have been made with the support of the European Community to reduce salary arrears. Unfortunately, these are not enough to retain or attract the right people through which the system quality would improve. Nearly 60% of primary school teachers are not licensed. Among these, about 34% only completed their primary school studies. Ongoing reforms are relevant due, among other things, to the departure from the maternal tongue (Creole) to the language of instruction (Portuguese). The language barrier not only affects pupils but certain teachers as well. Indeed, estimates put at 14% the number of primary teachers without a good command of Portuguese. The Government accords much importance to updating and improving the training dispensed to schoolteachers in the country's two teacher training colleges.

The vocational training mechanism initiated in 1989 with the establishment of the National Institute of Vocational Training (INAFOR) has greatly deteriorated. It neither addresses the needs of the labor market nor the strong demand for higher qualification from most primary graduates who have no possibility of obtaining skills that would integrate them into the economic circuit. The situation is mostly due to the State's inability to maintain the operations of donor-funded structures.

The introduction of free education has generated a sharp increase in the enrolment rate over the past two years (crude enrolment rate of 85% in 2001-2002). Consequently, the shortage of infrastructure has become further pronounced, albeit offset with makeshift facilities (*baraccas*) and expansion of the three-shift system, neither solution of which can promote quality education. Regarding the three-shift system, the actual number of real annual instruction is reduced to 450 hours on a yearly average, i.e. barely above half of the accepted average of 850 hours. Under such conditions, the quality standard is unattainable.

Apart from lack of school infrastructure, the precariousness of certain schools is worsened by the State's incapacity to carry out necessary emergency repairs (e.g. weather-related). As a result, school infrastructure is worse off and rehabilitation becomes more costly in the absence of preventive or immediate care. Communities will be encouraged to play a key role in school infrastructure maintenance through Parents/Teachers Associations. [Source: African Development Bank. *Republic of Guinea-Bissau. Education Project III. Appraisal Report*. April 2003. CONFIDENTIAL.]

The financing of education

“O financiamento da Educação na Guiné-Bissau é assegurado de uma maneira geral pelo Estado, ajuda externa e pelas famílias. De facto um orçamento anual na ordem de 3.035 biliões de F CFA em 2001 (ou seja 15.000 F CFA por aluno), o Estado consagra à Educação os recursos extremamente baixos (cerca de duas vezes inferior à média dos países da região africana em que encontramos inseridos) para lhe permitir manter um sistema educativo de qualidade e fazer face ao aumento actualdos efectivos escolar.” [Source: Ministério de Educação Nacional. *Plano Nacional d'Acção Educação para Todos*. Fevereiro 2003.]

“Education in Guinea Bissau is generally financed by the State, foreign aid and families. Indeed, with an annual budget of FCFA 3.035 billion (i.e. about FCFA 15,000 per pupil), State allocation to education is inadequate (nearly twice less than the regional average) for maintaining a qualitative education system and meeting the current increase in enrolment. Under expenditures, the general primary and secondary education chapter accounts for 95% of total spent on education. Although teachers earn less than US \$ 1 daily, their salaries represent more than 85% of the recurrent expenditure. Non-salary expenditure has declined since 1999—with quality improvement the worse for it. One of the objectives of the Interim PRSP (Poverty Reduction Strategy Paper) is to raise education expenditure from 2% to 2.5% of the GDP in 2003. For that to happen, more effort than has so far been furnished is called for (2.2% in 2003). Furthermore, vocational training and tertiary education account for less than 5% of education expenditure. With such under-funding and lack of other sources of financing, these sub-sectors can barely exist. Therefore, the involvement of communities and the private sector, and the self-funding of educational institutions are necessary to compensate the inadequate public resources allocated to education.

Parents and local governments fund part of the capital expenditure by building schools and canteens (sometimes with State assistance). Furthermore, families bear the cost of training in private schools by paying schools fees, contributing to Parents/Teachers Associations (PTA) and purchasing textbooks. [Source: African Development Bank. *Republic of Guinea-Bissau. Education Project III. Appraisal Report*. April 2003. CONFIDENTIAL.]

KENYA

Laws and other basic regulations concerning education

The following main documents constitute the legal framework of the country's education:

- The **Education Act** (1968, revised in 1980) assigned the responsibility for education to the Ministry of Education and instituted various organs for the organization and management of education at all levels.
- The **Board of Adult Education Act** (1966) established a Board which co-ordinates adult education activities.
- The **Teachers Service Commission Act** (1967) established a single employer and unified terms of service for teachers.
- The **National Council for Science and Technology Act** (1978) created a body to co-ordinate research in science and technology and to advise the government on relevant policy matters.
- The **National Examinations Council Act** (1980) established a body to administer national examinations.
- The **Literature Bureau Act** (1980) established a Bureau to print and publish books and other educational materials.
- The **Universities Act** (1985) created the Commission for Higher Education that regulates university education in Kenya.
- The **Sessional Paper No. 6** (1988) mapped out policy changes on education and work force training for the last decade of the 20th century and beyond.

The **Children's Act**, which was enacted by the Parliament and took effect from 1 April 2002, requires the government to undertake all the necessary steps to make available free basic education to every child. According to the Act, anyone who infringes on a child's right to primary education is guilty of an offence and punishable by a jail term of not more than twelve months or a maximum fine of 50,000 Kenya shillings (about US\$640 in 2002).

Administration and management of the education system

The formal education system is managed by the **Ministry of Education, Science and Technology** through a network that extends from the headquarters to the provinces (8), districts (10), divisions and zones. The Minister carries the political portfolio for education while the Permanent Secretary is the executive head and the accounting officer, assisted by the Director of Education, the Chief Inspector of Schools and a team of other senior officers.

There is a Provincial Director of Education for each of the eight administrative provinces, while District Education Officers take charge of educational administration at this level, supervising the division and zone officers. Headteachers are appointed to be in

charge of the day-to-day administration of their schools, assisted by the School Committees and Boards of Governors. Since the late 1970s, Parent-Teacher Associations have evolved to play a role in the management of educational institutions, assisting particularly by raising funds to construct physical facilities and to purchase needed equipment and materials.

The **Ministry of Gender, Sports, Culture and Social Services**, through the Department of Adult Education (established in 1979), promotes adult education and literacy programmes. The **Ministry of Labour and Human Resource Development** (formerly the Ministry of Vocational Training) is responsible for technical education in the country and takes charge of various research institutions, national polytechnic schools, youth polytechnic schools, as well as technical teacher colleges. The **Ministry of Health**, through the Medical Training Centre, provides training for paramedical personnel, while the **Ministry of Agriculture** trains agricultural extension workers.

[Source: WDE; see the paragraph below for updated information.]

“Until December 2005, the Ministry of Education, Science and Technology was responsible for the provision and management of all education and training programmes. However, the ministry has since been split into two, Ministry of Education and Ministry of Science and Technology (responsible for science, technical education and vocational training). The Ministry of Education is divided into four directorates responsible for specific tasks. The directorates are: Basic Education, Higher Education, Planning and Policy, Quality Assurance and Standards. The Ministry of Science and Technology has the directorate of Technical Education and Vocational Training. It also has a division for science, research and technology. The Ministry of Gender, Sports, Culture and Social Services is responsible for adult and continuing education; the Ministry of Labour and Human Resources is responsible for vocational and industrial training, mostly offered in youth polytechnics. The other ministries like Agriculture, Water, Roads and Public Works, Tourism, Information and Communication have specialized training institutions for their personnel.” [Source: UNESCO Nairobi Office. *Fact book on EFA*. Nairobi, 2006.]

The universities are parastatal organizations, each of them established by an Act of Parliament and administered by its own internal structures under the umbrella of a University Council. The Council handles all matters of the university with regard to finances, investment and appointment. Below the Council is the Senate, whose chairman is the Vice-Chancellor, and whose membership is comprised of: Principals of Colleges, Deans of Faculties, Chairmen of Departments and Directors of Institutes and the Registrar. Students are also represented. The Senate of each university is the final authority on academic matters. The day-to-day running of the university is in the hands of the Vice-Chancellor, assisted by one or more Deputies. Registrars look after academic matters, while the Dean of Students is responsible for the students' welfare. The Head of State is the Chancellor of all the public universities, and, in that capacity, he has appointed a Vice-Chancellor for each one. Higher education is regulated and co-ordinated by the **Commission for Higher Education**, responsible for the programming, planning, budgeting and funding of public universities, as well as for the accreditation of private universities and post-secondary institutions. The universities enjoy the freedom to decide what may be taught and who may teach. They are expected to exercise responsibility commensurate with that freedom. Each university sets and marks its own examinations.

This internal system involves the lecturer who taught the course, the head of department, faculty board, academic board (in the case of constituent colleges) and the Senate. The head of department ensures the maintenance of high academic standards in his/her department. Traditionally, every university invites external examiners to assess what has been marked by internal examiners. External examiners from outside the country enable a comparison of standards with universities elsewhere. In the face of financial constraints, it has been necessary to curtail the use of external examiners from other countries. All private universities in the country, except the United States International University (USIU), have been sponsored by religious organizations. Three of them have been granted a charter by the Commission for Higher Education (CHE). There are also nine private universities without a charter; they are affiliated to their parent universities overseas and do not, therefore, award their own degree. The CHE inspects and visits the institutions to ensure that they offer acceptable degree programmes. It also advises them on curriculum and procedures to follow in order to qualify for a charter. Private universities do not receive any grants from the State.

Pre-primary education is provided by local authorities, Non-governmental organizations (NGOs) and private entrepreneurs (for which the services are paid). The **National Centre for Early Childhood Education (NACECE)**, which is based at the Kenya Institute of Education, co-ordinates and facilitates the development and distribution of localized curriculum and support materials, in collaboration with the District Centres for Early Childhood Education. It also co-ordinates research in all aspects of early childhood education and development. Eighty percent of Early Childhood Education (ECD) centres are established, owned and managed by local parents and communities. Other major sponsors of ECD services include religious organisations, women groups, local government authorities, welfare organisations, NGOs, and private entrepreneurs or companies/firms. The sponsors provide and maintain the physical facilities including land, play and learning materials and payment of the caregivers/teachers. Furthermore, there are large regional disparities. Participation is very unusual in the ASAL (Arid and Semi-Arid Lands) districts, urban squatter areas, and in areas of poverty in other districts.

There are also various government structures providing support services to the education system. The **Kenya Institute of Education (KIE)** is the national curriculum development centre for all levels of education, except the university. Along with this, it co-ordinates the development of curriculum support materials, including basic textbooks, and carries out research and evaluation studies at all levels of education. It also provides assistance in the development of curricula for non-formal basic education and training. The **Jomo Kenyatta Foundation** and the **Kenya Literature Bureau** are two publishing houses producing textbooks and other educational materials developed by KIE. They also publish works by individual authors for both specialized and general readership.

The **Inspectorate of Education** ensures the maintenance of acceptable educational standards through inspection and counselling of teachers on proper teaching methods. It organizes in-service training for teachers to keep them updated with new methodologies. The Chief Inspector is the Chairperson of the Academic Board of the KIE, and it is this Board that approves all curricula developed by the Institute. The **Teachers Service Commission** is the employer of teachers for primary and secondary education, teacher training colleges, middle-level colleges and institutes. It ensures the maintenance

of professional ethics and discipline in accordance with the established code of regulations.

The **Kenya Education Staff Institute**, based at Kenyatta University but operated by the Ministry of Education, provides management training through workshops and seminars aimed at improving performance and efficiency of educational personnel at various levels. Its training programme includes education management, financial management for education, legal matters affecting education, personnel management, guidance and counselling.

The provision of education at all levels is a partnership between the government, communities, the private sector and civil society (religious organization and non-governmental organizations). While the government has a clear sector approach, civil society often has a more indirect approach through community-based organizations.

The private sector has participated in the provision of education in the country for many years. The legal basis of this participation is the Education Act, which vests in the Minister of Education the powers to keep a register of all unaided schools in the country. Any organization or individual interested in establishing a school applies to the Minister. The applications are processed by the Ministerial Committee for Registration of Schools. Each application is carefully considered, including inspection of the proposed site and facilities by the professional staff of the Ministry of Education. The Minister will approve a request upon being advised by the Committee on the suitability of the proposed site, availability of adequate facilities, and whether other necessary arrangements have been made for the provision of education, in keeping with the requirements of the Education Act. The school may be given *full* registration if the Minister is satisfied that all requirements are fulfilled, or he may give *provisional* registration for a period of up to eighteen months as the management prepares to fulfil the remaining requirements. The number of streams that may be approved will depend on available tuition and playground facilities. Private education is managed by NGOs, mainly church organizations, and individual entrepreneurs. Foreign missions accredited to Kenya are also free to open private schools.

The operation of private schools and institutions must adhere to the Ministry of Education's regulations governing the management of education in the country. These include also the regulations laid down by other related bodies like the KNEC regarding the administration of both local and foreign examinations. The curricula offered at pre-school level may be based on the programme of the National Centre for Early Childhood Education, or any other programme the Ministry may regard as acceptable. Primary and secondary schools offer the same curriculum as public schools.

The Ministry of Education is responsible for formulating the curriculum and overseeing its implementation. The Kenya Institute of Education (KIE) develops the curricular support materials, and the Kenya National Examination Council is responsible for student assessment and curriculum evaluation. Furthermore, various stakeholders in education, such as teachers, religious organizations, learners, and parents, may voice their concern on the appropriateness of the curriculum. Many factors play a role in motivating curriculum reforms. Some of these include: whether the curriculum objectives are clear, pertinent to the needs of society, achievable and realistic; whether the curriculum is overloaded; the scope and depth of the existing curriculum; areas of unnecessary overlap within and across subjects; availability, adequacy and appropriateness of the resources

(physical and human) for effective curriculum implementation; emerging issues such as the HIV & AIDS pandemic, gender imbalance, environmental issues, drug prevention education, guidance and counselling.

Policy-makers take into account reports from the National Education Commission, popular opinion, and research results before making a decision. Once the decisions have been translated into policy, the KIE develops the curriculum accordingly. The main functions of KIE are to: (i) prepare syllabi for all levels of education except the University level; (ii) prepare teaching and evaluation materials; (iii) conduct in-service training courses and workshops for teachers; (iv) organize orientation programmes for education officers and inspectors; (v) transmit programmes through the mass media to support the curriculum; and (vi) prepare correspondence courses for students and teachers.

Three bodies at the KIE develop the curriculum: the subject panel, the course panel and the academic board. The subject panels are responsible for the translation of the national goals of education into educational programmes. The course panel develops courses, and is composed of experienced teachers, subject inspectors, college tutors, examination secretaries, representatives from Kenya National Union of Teachers (KNUT) and religious organizations. The academic board reviews the existing curricula. In some cases, panel members may need to consult with other members from a related subject where there is content overlap.

Recent developments related to the curriculum have included: (i) a wide range of support materials for use at the Early Childhood Development (ECD) level; (ii) the development of an integrated curriculum which considers the holistic approach in the provision of services; (iii) an Islamic Integrated Education Programme curriculum; (iv) a bridge curriculum to relate ECD to the lower primary curriculum; (v) a reduction in the number of subjects at the secondary school level and a reduction in content at the primary school level; (vi) increased relevance for the disadvantaged groups; (vii) new content for gender sensitivity in teacher education programmes; (viii) a newly developed curriculum and support materials for non-formal education; (ix) curriculum materials on HIV/AIDS; and (x) textbook provision in the core subjects. Teaching and learning methods have also changed. Previously, learning activities were centred on the teacher but now the focus is on learner participation with the teacher as a guide. These methods include story telling, news telling, role-play, discussion demonstration, project work/individual assignments among others. From January 2003, a new curriculum was implemented with the aim of reducing the workload for both teachers and pupils. The curriculum reduced the numbers of examinable subjects from 5–7 at primary schools and 10 to 8 at the secondary school level.

Equipment and infrastructure for primary and secondary education is also provided by parents and communities under the cost-sharing arrangement. Each school is expected to raise funds through its Parent-Teachers Association for the construction of classrooms, workshops and the purchase of furniture and other equipment. In addition, parents pay fees prescribed by individual schools. Boarding schools charge fees to maintain their services, and this pattern has increased considerably, since the Government no longer provides grants to the schools (although it continues to provide facilities for higher education where the costs would be prohibitive for parents). Where residential facilities are provided, the students have to pay for the services.

Non-Formal Education (NFE) is viewed as a complementary strategy to provide education and training to children, youth and adults who may have dropped out of school, or had not enrolled altogether. Non-formal education in the country is provided by a

variety of agencies (both governmental and non-governmental) mostly in the form of extension services aimed at enhancing community development. There are many NGOs involved in community-based development programmes, which include the provision of non-formal education. The Ministry of Education has created a section to handle non-formal education, and an NFE curriculum has been developed by the KIE (although it has yet to be finalized). There is encouragement for communities to be actively involved in the administration and management of NFE centres to improve governance and ensure greater participation and efficiency.

An important percentage of pre-school teachers are untrained. Since pre-primary schools are run by parents and communities, private organizations or individual entrepreneurs, recruitment of teachers and the terms and conditions of service vary from one employer to another. However, the Government is trying to prepare a uniform salary structure in an attempt to improve the conditions of teaching staffs at this level. Primary school teachers are recruited directly from the teacher-training colleges by the Teacher Service Commission (TSC). It is expected that the teachers should receive their first professional support from the head teachers of their respective schools. The inspectorate personnel support the teachers through supervisory visits. They also organize refresher courses, especially when new programmes are being introduced. The local-level Teacher Advisory Centres, staffed with the more experienced teachers, have served as valuable resource centres where teachers meet to update themselves on techniques to prepare teaching materials.

The terms and conditions of employment are set out in the Teachers' Code of Regulations issued by the TSC. There is no distinction in these regulations between male and female teachers, but women get 60 days paid maternity leave. The salary structure is based on that of the Professional Civil Service, but adjustments are made from time to time following industrial bargaining with the Kenya National Union of Teachers (KNUT). Until 1996, the promotion of primary school teachers was based on merit. Teachers who felt they needed promotion applied (through their head teachers and the local education administration) to the Chief Inspector of Schools, following which they would be inspected. If they were found meritorious, the inspectors would recommend their promotion. This procedure has now been replaced. For a teacher to move from one grade to another, he/she must pass a proficiency test administered by the inspectorate. As the old process was insufficiently rigorous to maintain high professional standards, this new approach has been applied in order to ensure that teachers keep themselves updated with knowledge and developments of their profession. Secondary school teachers are also recruited by the TSC. The majority are graduates from local universities. The terms and the working conditions are covered by the Teacher Code of Regulations, but there is a separate scheme of service for graduate teachers. Promotion is normally through competitive interviews to fill vacancies in higher grades. The inspectorate provides professional support through inspections and courses targeting teachers of specific subjects.

[Source: WDE]

The financing of education

The development of public education in the country is financed mainly through the policy of cost-sharing between the Government, the parents and communities. This policy was established in 1988 as an education sector reform measure, with the aim of containing and sustaining education expenditures without raising the overall level of the government budget.

Essentially, the role of the Government is to provide for teachers' salaries, curriculum development, school inspection/supervision services, and bursaries/loans for secondary and university education. Parents provide for teaching/learning materials, textbooks, physical infrastructure at primary and secondary level, and the necessary indirect costs to education at large.

The main constraint in the implementation of the cost-sharing policy in public education has been the lack of sustained economic growth to absorb the short-term reform shocks. The level of poverty in the country has gone up to an extent where many people can no longer get access to basic education services, because they simply cannot cost-share. For example, it has been estimated that the number of primary school pupils in absolute need of textbooks increased from 1.7 million to 4.2 million, and that the number of secondary school students in absolute need of bursary assistance increased from 155,000 to 400,000.

The Kenya ICT Trust Fund was formed in February 2004 between the private sector and the public sector with the aim of spearheading the ICT initiatives in the Education sector. Membership of this partnership is open to the public sector (ministries and other government institutions), private sector (commercial and profit-making companies), development partners, civil society (non-government organizations, community-based organizations, etc.), academia and other educational institutions. Its objective is to facilitate public private partnerships to mobilize and provide information and communication technology resources to Kenyan public schools and community resource and learning centres.

In 2004, the government devoted 29.2% of its total expenditure on education; an amount representing 7.0% of the gross domestic product (GDP). Public expenditure per student was as a percentage of the GDP per capita was 24.7% for primary, 23.8% for secondary and 274.7% for tertiary education. In the 2003/2004 fiscal year, the government recurrent expenditure on education totalled 71,800.36 million Kenya shillings, with an additional 8,434.38 million Kenya shillings devoted to development expenditure, reaching a gross total expenditure of 80,234.74 million Kenya shillings.

[Source: WDE]

“In 2006/2007, the Education Ministry was allocated Kenya Shillings (KES) 96.6 billion or US\$1.34 billion, which represents a third of the national recurrent expenditure. The bulk of the money, however, goes to paying salaries, administration and planning. Out of that budget, KSh71 billion (US\$986 million), or 73 per cent, was for paying salaries, administration and planning.” [Source: UNESCO Nairobi Office. *Fact book on EFA*. Nairobi, 2006.]

LESOTHO

Laws and other basic regulations concerning education

The **Education Act** of 1971 was the principal law governing education in Lesotho. Several amendments have been approved between 1971 and 1992. The **Education Act No. 10** of 1995, amended in 1996, was enacted to regulate provision of early learning, primary and secondary education. This Act is under review to ensure that it addresses issues of Education for All, Convention on the Rights of a Child, the Millennium Development Goals, the Constitutional provision of free and compulsory education and the *National Vision 2020* aimed at eradicating poverty through the provision of basic education for all. The envisaged review will also regulate and set standards for early learning education. It will also further entrench participation by civil society in the management of education at school and district level by devolving more powers to local level management structures.

The **Technical and Vocational Training Act** of 1984 regulates technical and vocational education and training (TVET) programmes. Whereas under this Act, TVET is the responsibility of the Minister of Education and Training (MOET) acting on the advice of the Technical and Vocational Training Advisory Board, the law is also under review to provide for greater participation of the private sector in skills development and in enhancing; enhance greater correlation between training programmes and the labour market and put in place governance and management structures that are appropriate to a demand-led system and above all, enable the system to respond quickly to the needs of the economy. The Department of Technical and Vocational Training of the MOET is the policy-implementing arm of the Board, and the nerve-centre of the TVET system.

In 2002, the MOET promulgated the **Teaching Service Regulations** which guide teacher management and support, asserting the provisions of the Education Act and Teachers' Pensions Act.

The **Higher Education Act** enacted in 2004 regulates provision of higher education in a new context where there are public and private providers. This Act seeks to: (i) regulate higher education through the establishment and registration of both public and private institutions; (ii) establish a Council on Higher Education, whose main functions are accreditation and quality assurance of higher education institutions; and (iii) provide guidelines on governance and funding of public institutions in the sub sector. Two public institutions of higher learning, e.g. the Lerotholi Polytechnic and the Lesotho College of Education (formerly the National Teacher Training College), to which provision of autonomy was legislated in 1997, were granted this status effective from 2002. This move was aimed at enhancing the professional effectiveness of these institutions with greater academic freedom and a degree of self-determination in human and financial resource management.

In Lesotho currently there are no legal provisions concerning compulsory education. Nevertheless, according to the **Constitution** (1992), "Lesotho shall endeavour to make education available to all and shall adopt policies aimed at securing that: (a)

education is directed to the full development of the human personality and sense of dignity and strengthening the respect for human rights and fundamental freedoms; (b) primary education is compulsory and available to all; (c) secondary education, including technical and vocational education, is made generally available and accessible to all by every appropriate means, and in particular, by the progressive introduction of free education; (d) higher education is made equally accessible to all, on the basis of capacity, by every appropriate means, and in particular, by the progressive introduction of free education; and (e) fundamental education is encouraged or intensified as far as possible for those persons who have not received or completed their primary education.” (Article 28).

The introduction of Free Primary Education (FPE) in 2000 necessitated a review the teaching strategies that are mainly teacher-centre and emphasize knowledge over skills.

Administration and management of the education system

The provision and management of education is characterized by a strong partnership between the government and the churches. The churches own and operate over 90% of the schools. The government pays the salaries of more than 95% of the teachers. In addition, the government provides school facilities through its capital budget. The government, through the **Ministry of Education and Training** (formerly, the Ministry of Education), is responsible for the management, provision and regulation of education and training in the country.

The immediate responsibility for the appointment, transfer and discipline of teachers usually has been vested in the school manager who is a representative of the proprietor. However, the legislation now provides for the appointment, transfer and discipline of teachers by a **Teaching Service Commission** composed by representatives of the government and the churches. The community is represented through advisory **School Committees** and School Management Committees, whose role is to advise the school proprietors in the administration and management of schools.

The Ministry of Education is decentralized at the district level through the **Inspectorate**. The major role of the **District Offices** is to provide support for schools in the form of administrative assistance and professional guidance.

The current structure of the MOET is under review to be more in line with the *Public Sector Improvement and Reform Programme*, whose main thrust is the professionalisation of the public service. Decentralization of management and services in education and training remains a priority of the government and is addressed through gradual decentralization of services to district level and ultimately to local levels pending election of local councils. The MOET has prioritized early-childhood care, primary education and teacher management for decentralization by 2007.

[Source: WDE]

“The Minister of Education and Training is the *political* head of the Ministry and is assisted in this role by the Assistant Minister. The Principal Secretary is the *administrative* head of the Ministry and is assisted by the Deputy Principal Secretary. A number of councils, commissions, boards and committees with decision-making authority are answerable to the Minister through the Principal Secretary. The Ministry has 7 programmes/departments, each headed by a Chief Education Officer (CEO) or a Director. These are Primary (including ECCD), Secondary (including Special Education and Supervision of Government Schools), Teaching Services (including the Teaching Service Department and the Teaching Service Commission), Tertiary (which also oversees the Lesotho Qualifications Authority), Curriculum Services (which includes the Lesotho Distance Teaching Centre, the School Supply Unit, the Non-Formal Education, and the Examination Council of Lesotho), Planning (which also includes the Project Support and Coordination Unit and Information Technology), and Technical and Vocational Training (which oversees TVET providers).” [Source: MOET. *Education Sector Strategic Plan 2005-2015*. Maseru, March 2005.]

All assessment and examinations in technical education subjects are the responsibility of the MOET through the **Examinations Council of Lesotho (ECOL)** in close collaboration with TVET Commission.

Other ministries and non-governmental organizations play an important role in the provision of adult and non-formal education programmes. The co-ordination of these programmes is vested in the Ministry of Education through the **Lesotho Distance Education Teaching Centre**.

Whereas there has been a curriculum review process which started in the mid-1990s for primary and secondary education resulting in the current curricula organization, fresh challenges in response to the imperatives of Millennium Development Goals and the quest for more relevant national curricula as envisaged in the *National Vision 2020*, results from the Impact Assessment of HIV & AIDS on the Education Sector and the Gender Audit in Education, have necessitated a need for a review of curriculum and assessment framework. The need to mainstream the response to the HIV & AIDS pandemic in the curriculum is one of the major imperatives for curriculum and assessment review process. The MOET, established a Task Force with broad stakeholder representation including, academics, teacher educators, policy-makers, curriculum developers, examinations officers, teacher representatives and school administrators and school proprietor representatives, to develop a new Curriculum and Assessment Policy Framework. The Curriculum and Assessment Policy Framework development is oriented towards approaches placing primacy on survival skills for learners, not only in their schooling routine but in the local and global community that poses ever daunting challenges in the lives of young people. Curricula and content at post-secondary level of technical and vocational training are developed and determined by the Board through its committees and subcommittees. Both these processes are coordinated by TVET Commission.

Whereas access to early childhood care and development (ECCD) remains low, there are gradually more boys accessing this level of education than girls. Increased levels of household poverty and minimal support from the state have made this level of education inaccessible for most children. A draft policy that will guide provision of this

level of education has been developed and is under consideration for adoption by the government.

The MOET is piloting a home-based approach to early childhood care which seeks to empower parents with parenting skills providing care for children within their homes and in neighborhood groups at minimal costs. The home-based approach is intended for families that are jobless and cannot afford heavy fees paid in the ECCD centres. Each village has identified a caregiver, who is in turn provided with training by the ECCD Unit through workshops. The caregivers work as volunteers, because there are no fees paid by parents; they work from Monday to Friday. Each day of the week the caregivers take about 3 hours (9 to 12) with children in the presence of parents, who take turns on different days of the week. Parents attend these sessions so that they can have an insight into what takes place and have a better understanding of child development and what kind of activities can be done with young children. This helps in that some of the activities can even be continued at home with the help of parents. The process of developing a draft National Policy Document on ECE started in 1998 while the 'Directory of ECE centres in Lesotho' was completed in July 1999, with financial assistance from UNICEF.

The National University of Lesotho (NUL) as a centre of excellence occupies a unique position among the educational institutions of the country. The university is an autonomous institution granting it own degrees and is governed by a Council, with academic matters being in the hands of academic persons. External assessors and examiners participate, respectively, in the selection of senior members of staff and in the main examinations, thereby assisting in the maintenance of proper academic standards in degree and diploma programmes. Special relationships, exchanges and research projects are shared with several universities abroad. The university is responsible for the management of its resources. However, the main source of support is the government, which provides the university with a subsidy required to meet its recurrent costs. The government also mobilizes donors' funds for capital projects. In addition, through its own effort, the university has established linkages with institutions abroad which also help in mobilizing some financial resources.

In terms of physical facilities at the primary level, it must be noted that a significant proportion of pupils are still taught outside the classroom, particularly at the lower standards. Furniture is also a major problem, with over 50% of Standard One-Three pupils being taught while sitting on the floor. The lack of a proper writing surface, combined with the discomfort of sitting on cold mud or concrete floors during Lesotho's harsh winters, renders learning very difficult. Instructional materials are also in relatively short supply. Although the above-mentioned revolving fund supplies textbooks to pupils at all levels for a minimal fee, there is a great lack of supplementary materials.

From the 2004 school year the MOET has introduced a *Secondary Schools Textbooks Rental Scheme* at a highly subsidized rate. The aims of this scheme are: (a) to reduce the high cost of education at this level through a subsidy in the purchase of quality textbooks which have hitherto constituted one of the highest costs to parents; (b) to improve the participation rates at this level since the majority of students dropout due the escalating poverty; and (c) to improve the quality of teaching and learning materials in use through a stringent screening procedure before textbooks can be recommended for use in secondary schools. It is this last aim that serves as a quality control measure while at the same time ensuring that a majority of students has access to good quality learning

materials at a reasonable cost. The scheme is introduced on an incremental basis starting with Form A in 2004.

All prospective teachers spent four months in schools on teaching practice or assignment. They are visited in schools, at least four times during their service period, in order to provide the necessary support and assessment of their teaching performance. All teachers, whether newly qualified nationals or expatriates, will be required to register with the Teaching Service Commission (TSC) and will be interviewed by a member of the TSC staff.

The situation regarding working and employment conditions of teaching staff is still under review. Generally speaking, salaries depend on teachers' certificates and leadership positions occupied (such as head or deputy head). Working conditions vary widely across schools. On first appointment, the teacher is allocated to a corresponding grade and step in the career structure, according to qualifications and experience. The teacher will then proceed, by annual increments, to the highest step of the grade. At this point no further progress can be made without applying to the TSC for advancement, which will only be granted on a satisfactory assessment of performance, experience and qualifications (PEQ). On satisfactory assessment, the teacher will be promoted to the next grade. Advancement can continue to the top of senior teacher position (grade). Further progression in the career structure is by competition and interview for leadership positions. Leadership positions in the primary school include the posts of deputy principal and principal. When these posts become vacant, they are advertised nationally by TSC and all teachers eligible may apply. The posts are filled by the TSC on the recommendation of the management committee responsible for the school.

Posts within the post-primary career structure are divided into classroom positions (from non-graduate assistance teacher to graduate senior teacher), leadership positions (from head of department to high school principal) and advisory positions (area resource teacher). Advisory positions are held by staff with responsibility for work in more than one school.

[Source: WDE]

The financing of education

The education sector is currently financed by public funds, parental contributions and donors' assistance. Generally speaking, recurrent expenditures are covered by the government and parents, while most capital expenditure is met by donors. The parents bear a significant portion of the costs of primary and secondary education. They cover: the costs of new school facilities, maintenance, some teachers' salaries, textbooks and writing materials, school uniforms and students' transportation. The government pays most teachers' salaries.

[Source: WDE]

“The share of the education sector in total government spending has been on the increase over the years, with the sector claiming 29.9 percent of the government budget for the 2004/05 financial year. Lesotho's expenditure on education is higher than the average for comparable Sub-Saharan countries. In terms of the Government's apportionment of the budgetary allocation to the education sector, primary education takes the larger share.

Statistics that show trends in government expenditure per student reveal a phenomenally high inequity in the application of public funds across the different levels of learners. Whereas a TVET level learner received as much as 31 times more than the primary school pupil in 2001/02, this soared to 84 times for a student at university level. The trend has not changed significantly since.” [Source: MOET. *Education Sector Strategic Plan 2005-2015*. Maseru, March 2005.]

LIBERIA

Laws and other basic regulations concerning education

The **Constitution** of the Republic of Liberia (January 1986) provides for free and compulsory education. The **Education Law** of 1973 recognizes the right of every Liberian child to education. The law makes education compulsory for children between the ages of 6 and 16. The law compels parents to send their children to a recognizable school or be fined, and also prohibits the collection of tuition fees in public primary and secondary schools.

The Education Law mandates the Government to finance public education. The law sets aside 2,000 acres of public land in each county to support public schools. At least 25% of royalties from concessions granted by the Government should be used to support education. The establishment of an education and health fund to finance public educational institutions and health facilities is also foreseen through an annual tax on every citizen of Liberia and foreign resident aged 21 years and over. However, it has always been difficult to enforce these measures.

Administration and management of the education system

The **Ministry of Education**, which is directed by the Minister assisted by three Deputies (heading three departments: Administration, Instruction, and Planning, Research & Development), is the agency which has administrative and financial control over pre-primary, primary, secondary, technical and vocational education, as well as the training of primary school teachers. Furthermore, the Ministry of Education has full responsibility for the direction, supervision, co-ordination, management and oversight of all public and private primary and secondary schools, as well as for institutions of higher learning to the extent provided by law and permitted by their charters.

In the provision, improvement and assessment of education, the Ministry is assisted by a number of parastatal autonomous organizations, such as the **University of Liberia**, the **Cuttington University College** and the **West African Examinations Council** (WAEC). The training of secondary school teachers is mostly carried out by the William V.S. Tubman Teachers College, the University of Liberia and the Cuttington University College, even though new universities and polytechnics have emerged in recent years. Presently, the University of Liberia offers a graduate programme in education administration. Tertiary-level institutions are supervised by the **National Commission on Higher Education**.

The administration of education over the years has been centralized at the Ministry's Headquarters, but following the need for reforms in the delivery of education services steps are being taken to decentralize the management of the school system. To date, there has been devolution of responsibility for the disbursement of salary checks to

public primary and secondary school teachers nation-wide. County Education Officers and District Education Officers are the custodian of both primary and secondary school teacher's salary checks, which makes it easy for those teachers working in the rural areas to receive checks. In spite of the direct control of the Ministry of Education over the system, the responsibility of providing education is shared among the central government, local governments, non-governmental organizations (NGOs), private institutions, church-related institutions, and the local communities in which the schools are situated.

Other ministries involved in the delivery of education are the **Ministry of Youth and Sports** and the **Ministry of Health and Social Welfare**. The Ministry of Health and Social Welfare caters to the disabled, orphans and abandoned, while the Ministry of Youth and Sports offers training courses in basic skills, such as art and crafts, masonry, agriculture, carpentry, etc. In order to ensure grassroots participation, stakeholders' involvement, increased consultation, and optimal resource mobilization, the Ministry of Education in 1998 established three advisory boards/councils: the **National Education and Training Council (NETC)**; the **County Education and Training Councils (CETCs)**; and the **Local School Management Committees (LSMCs)**.

The NETC serves as the highest national advisory body on education in Liberia. The CETCs, established in the 15 counties, serve as the highest advisory body to the Ministry of Education on all educational matters in the counties, with specific focus on policies, location, facilities, funding, staffing and staff welfare. The LSMCs, established in the 72 school districts, deal with issues at the community, village school and institution levels.

Private education is offered by individuals or groups, such as religious institutions, communities, and corporate bodies. The structure and content of private primary and secondary education comply with guidelines set by the Ministry of Education for the establishment of a school. Private education establishments use the curricula which are designed by the Bureau of Curriculum and Textbook Research, with some adaptations to meet special needs and interests. Subjects taught as well as the assessment of pupils and students are the same as in public schools. Since independence, private schools have played and continued to play a vital role in the education and training sector. Pre-primary education delivery, which used to be the luxury of urban children, is now spreading throughout the country. It is organized and financed almost exclusively by private individual groups and corporate bodies. In addition to elementary and junior and senior high schools, in recent years private individuals or groups have managed and funded tertiary-level professional institutions, teacher-training colleges, polytechnics and universities. Tertiary-level institutions are supervised by the National Commission on Higher Education, Ministry of Education. The board formulates broad policy guidelines for the establishment of higher education institutions in the country.

Teaching and learning materials still remain inadequate, especially after the civil crisis when most educational institutions were devastated and destroyed (nearly close to 70% of all available infrastructures—building and classrooms in usable conditions—, 65% of furniture and equipment, and 95% of laboratory and workshops). However, efforts have been made in the provision of instructional materials for all levels, mainly through bilateral co-operation arrangements, United Nations agencies, international and local NGOs.

The provision of suitable textbooks for primary schools, for example, has always been in desperate inadequate supply. Therefore, the Ministry of Education with the support of UNICEF and the European Union revised and printed textbooks to complement the curriculum in the four core subject areas.

In 1998, a local NGO—the Church Related Educational Development Organization—was selected as the implementing partner to distribute about one million copies of primary school textbooks in the country. In the same year, a total of 139 public schools were renovated under the School Rehabilitation Scheme financed by the German bilateral co-operation agency (GTZ), TEARFUND and ACTIONAID, and coordinated by United Nations Operation Project Services (UNOPS).

Rehabilitation efforts also receive substantial support from the United Nations Commissioner for Refugees (UNHCR), the International Foundation for Self Help in Education, USAID, Save the Children Fund, and the governments of Denmark and Taiwan. However, to date, there is a serious shortage of school furniture in most public primary and secondary schools nation-wide.

[Source: WDE]

“The administrative structure in Liberia is confusing and would benefit greatly from being streamlined. There are currently 15 major administrative subdivisions called counties. Within each county, there are at least five administrative and two statutory districts. At this level and downward, the governance structure becomes ambiguous and difficult to manage. There are two parallel lines of operation and authority. One line is based on customary administrative practices, comprising of districts, headed by commissioners, followed by a line of chiefs, from the paramount chiefs who head chiefdoms, to clans, towns and quarters. The other structure is municipal, with cities headed by city mayors, and towns by township commissioners. Superintendents appointed by and accountable to the president of Liberia head each county. A problem of accountability and responsibility exists with the superintendents directly responsible to the president in the management of county affairs.” [Source: UNDP. *National Human Development Report: Liberia 2006.*]

The financing of education

Since independence the financing of public education institutions is the sole responsibility of the government. The central government, through the Ministry of Education, is the main source of education financing in Liberia even though the private sector—including religious missions, private organizations and groups—, parents and local communities are also involved in the delivery of educational services. The salaries of all public school teachers are paid by the central government through the Ministry of Education’s annual budgets. The government has been subsidizing private institutions in urban areas immediately after the civil crisis. The Ministry of Education provides the physical facilities, infrastructure, equipment and furniture for public educational institutions in the country. Teaching and learning materials are provided by the Ministry of Education, donor agencies and friendly governments.

[Source: WDE]

“In 2002, total national revenue was estimated at 72 million USD. The year before, revenue stood at 82 million USD. The fall was mainly attributed to a drop-off in revenue from the Liberian International Shipping and Corporate Registry. Annual public revenue accumulation has not exceeded 85 million USD over the last three years. The share of tax revenue to nominal GDP in 2002 and 2003 was estimated at 12.5 per cent and 9.5 per cent respectively. Public expenditure fell from 82.5 million USD in 2000/2001 to about 79 million USD in 2003. Recurrent expenditure accounted for 68 per cent of total revenue; of which salary and personnel services accounted for 33 per cent, and goods and services 32 per cent. Expenditure on social services has not exceeded 10 per cent of actual revenue since 1997. About 85 per cent of activities in the areas of health, education, water and sanitation are donor funded.” [Source: UNDP. *National Human Development Report: Liberia 2006.*]

MADAGASCAR

Lois et autres règlements fondamentaux relatifs à l'éducation

La **Constitution** de la République de Madagascar dans son article 24 prévoit que « l'Etat organise un enseignement public, gratuit et accessible à tous. L'enseignement primaire est obligatoire pour tous. »

La **loi n° 94-033** du 13 mars 1995 détermine l'orientation générale du système d'éducation et de la formation. L'**Enoncé de politique éducative** en date du 15 novembre 1994 retrace les grandes orientations et les objectifs de l'enseignement primaire et secondaire.

Le cadre juridique portant organisation générale de l'enseignement supérieur privé a été officialisé en septembre 1995. Le **décret n° 95-681** du 6 décembre 1995 portant organisation de l'enseignement supérieur privé organise notamment la relation de l'Etat avec ces institutions.

La **loi n° 95-039** détermine le statut des formateurs dans l'enseignement technique et professionnel.

Administration et gestion du système d'éducation

Jusqu'à 2003 les unités chargées de l'éducation à Madagascar étaient le Ministère de l'enseignement secondaire et de l'éducation de base (MINESEB), qui s'occupait de l'enseignement primaire et secondaire général, le Ministère de l'enseignement supérieur (MINESUP) et le Ministère de l'enseignement technique et de la formation professionnelle (METFP). Actuellement (2006) le secteur de l'éducation est sous la tutelle du **Ministère de l'éducation nationale et de la recherche scientifique** (MENRS).

Le MINESEB disposait de six **directions inter-régionales** dans chaque chef-lieu de *Faritany* (province). Les **circonscriptions régionales** de l'enseignement secondaire et de l'éducation de base se trouvent dans chaque département (*Fivondronana*), et les **zones administratives et pédagogiques** (ZAP) dans chaque canton (*Firaisana*).

Le METFP disposait de six **groupements inter-régionaux** des établissements de formation technique et professionnelle dans chaque chef-lieu de *Faritany* qui sont dotés d'une personnalité morale et d'autonomie de gestion.

Le MINESUP ne disposait pas de structures décentralisées. La **Conférence des recteurs** a été instituée en 1988, suite à la création de six universités dans chaque chef-lieu de *Faritany*. Cette structure, qui était présidée par le Ministre chargé de l'enseignement supérieur « i) veille à la mise en œuvre de la politique générale de l'enseignement supérieur ; ii) veille à l'élaboration, à l'harmonisation et à l'évaluation des

programmes d'enseignement sur le plan national ; iii) assure la coordination des formations supérieures et des activités de recherche ; et iv) délibère sur toutes les questions concernant l'ensemble des universités. » Par ailleurs, depuis l'autonomie des universités en 1992, différentes structures ont été mises en place au niveau de chaque université, à savoir les **Conseils d'administration** et les **Conseils scientifiques**. Actuellement (2006), la **Conférence des présidents ou des recteurs d'institutions d'enseignement supérieur publiques et privées** (CoPRIES) est une structure technique à voix consultative appelée à donner des avis sur des problèmes engageant la vie de l'enseignement supérieur en général. Elle est présidée par le Ministre de l'éducation nationale.

Les établissements d'enseignement privé sont placés, depuis 1994, sous la tutelle de l'Office national de l'enseignement privé (ONEP), établissement public à caractère administratif doté de la personnalité morale et de l'autonomie financière. L'ONEP est placé sous la tutelle technique du MINESEB et sous la tutelle financière du ministère chargé des finances. L'ONEP est chargé entre autres de répartir les subventions de l'Etat aux établissements d'enseignement privé.

D'autres départements ministériels (entre autres ceux chargés de la Santé, l'Agriculture, le Tourisme...) ont sous leur tutelle des établissements d'enseignement.

Il existe différents niveaux d'application et de mise en œuvre des programmes d'enseignement. Alors que la Direction de l'enseignement secondaire (DES) et la Direction de l'enseignement primaire (DEP) assurent le suivi de l'application des programmes, les Directions inter-régionales de l'enseignement secondaire et de l'éducation de base (DIRESEB) et les Circonscriptions scolaires (CISCO) veillent à leur application, en se servant de l'expérimentation, des enquêtes, et d'évaluations. Les DIRESEB et les CISCO assurent également le suivi de l'application des contenus des programmes dans les examens officiels.

Le système d'éducation souffre à tous les niveaux d'une insuffisance de matériels, d'équipements et d'infrastructures. Cette insuffisance prononcée s'observe surtout en matière d'équipements et de matériels didactiques. Les manuels dont disposent les élèves sont en nombre insuffisant. L'objectif de doter chaque école et chaque élève d'un minimum de manuels pédagogiques se heurte au coût trop élevé de l'élaboration et de l'édition d'auxiliaires pédagogiques. Au niveau des universités publiques, les infrastructures ont besoin de réhabilitation. La plupart des bibliothèques n'ont pas de capacité d'accueil suffisante par rapport au nombre des étudiants et sont en grande partie sous-équipées. La plupart des laboratoires manquent d'équipements et les matériels existants sont souvent obsolètes. Cette situation est aggravée par la quasi absence de budget de maintenance.

Pour ce qui est de la formation technique et professionnelle, dans la majorité des cas, les établissements publics sont constitués de vieux bâtiments construits aux temps de la Première République Malagasy. Des réhabilitations ont été effectuées dans le cadre du projet PREFTEC (huit lycées techniques et professionnels ont été réhabilités) et dans le cas de dégâts cycloniques. Le transport du personnel n'existe pas dans tous les établissements de formation technique et professionnelle, et les cantines scolaires ont fermé leurs portes avec la disparition de l'internat.

Le système n'a pas été en mesure de s'adapter suffisamment à l'augmentation des effectifs. Les objectifs de construction de nouvelles salles de classe n'ont pas été entièrement atteints et le recrutement d'enseignants supplémentaires a été assuré essentiellement par les FRAM (Associations des parents d'élèves). Le nombre d'enseignants recrutés par les FRAM a augmenté de façon spectaculaire, passant de 8.300 en 2002-2003 à 17.620 en 2003-2004. Malgré cela, le ratio élèves/enseignant demeure élevé

Selon la loi n° 94-033 du 13 mars 1995, « l'éducation non formelle est constituée de toute activité éducative en dehors du système éducatif formel. Elle est destinée à offrir des possibilités d'apprentissage à tous ceux qui n'ont pu tirer profit du système éducatif formel pour leur préparation à la vie active. » Elle fait partie de l'éducation fondamentale et comporte les deux volets suivants : l'alphabétisation fonctionnelle et la formation à la vie familiale et sociale. L'éducation non formelle ne possède pas encore d'institutions de formation ni adéquates, ni suffisantes, et encore moins connues du grand public. Toutefois les directions chargées du préscolaire et de l'alphabétisation dans le Ministère de la population ont réussi à former des éducateurs spécialisés dans leurs secteurs respectifs.

[Source : WDE]

“MENRS is a complex and large organisation. With recent amalgamation of four former ministries its mandate now covers the whole education structure from basic and up to higher education and research. The offices in Antananarivo are geographically spread, but the main office is centrally located near other ministries and Lake Anosy. Although Madagascar is undergoing a process of decentralisation and that in particular the district based Chef CISCOS have achieved an important position in the school system, it is still right to say that MENRS is quite centralised and many decisions are taken at the ministry level.

There are 12 departments ('Directions') in the ministry dealing with Administration and Financial Affairs (DAAF), Basic Education (DEF), Secondary Education, Higher Education (DESUP), Technical and Vocational Education (DFPT), Inspection and Training (DIE), also the Regional Offices are included in MENRS' organogram (the DIRESEBs), Planning of Basic, Secondary and Technical Education (DPEFST), Planning of Higher Education and Research (DPESR), Research (DR), Human Resources (DRH) and Information Technology (DTI). In addition there are the Cabinet, Coordinator of Projects, Director General, General Secretary and service functions.

The education system has three administrative levels under MENRS. At the decentralised district levels (*Fivondronana*) there are 111 District School Offices (CISCOS). The CISCOS are responsible for about ten ZAPs (Administrative and Teaching Zones). Totally in the country there are 1,745 ZAPs. The ZAPs represent the link between the schools, the local school-related institutions and the government education system. ZAPs have both a pedagogical (inspectorial) and administrative function, and a condition for them to function in accordance with their mandate is that they visit the schools regularly. Each ZAP is in charge of about ten primary governmental schools (EPPs) of which there are approximately 16,000 in total.

Following a decision of the current government in 2003 all former CISCO directors were replaced. All CISCOS were reported to dispose of relatively new four-wheel drive cars,

while the ZAPs have motorbikes or regular bikes. EFA includes plans to improve communication by developing the radio networks between the different decentralized levels.

In the EFA plan MENRS gives considerable attention to the future role of the Resource Centres, which will be established at selected schools and where main functions will be teacher training, information and general quality development of education.

MENRS has established a unit to implement the EFA plan, coordinate donors and the different activities in the plan, manage the additional funds, and monitor and evaluate the progress in achieving the EFA-objectives. This Implementation Unit is based on a model of the former World Bank project unit for CRESED, the previous World Bank education project. The recruitment to the unit has mainly been from CRESED. The World Bank has had a considerable role in establishing the unit. The idea is to take advantage of the capacity building which took place through CRESED, and assure an accountable management of the additional funds.” [Source: NORAD. *Norwegian support to Madagascar’s EFA Plan. Appraisal report*. September 2005.]

Le financement de l’éducation

Le financement de l’éducation est assuré en majeure partie par l’Etat, par le biais des ministères chargés de l’éducation et de la formation.

En 2000-2001, la part du PIB consacré à l’enseignement était de 3,2 %. Entre 1997 et 1999, le taux de croissance en termes réels du PIB était, pour la première fois depuis de nombreuses années, supérieur au taux de croissance de la population, de l’ordre de 4,1% en moyenne. En conséquence, le revenu par tête a augmenté de 1 % au cours de cette même période.

Selon le niveau d’enseignement, certains établissements d’enseignement publics perçoivent des recettes propres ou des contributions en provenance d’autres organismes. Ainsi, la diversification des sources de financement par l’augmentation des recettes propres constitue une des stratégies des institutions de formation et de recherche rattachées au MINESUP pour pallier l’insuffisance des subventions étatiques. Cette diversification des ressources s’opérera par : le développement du partenariat ; l’augmentation de la contribution financière des bénéficiaires du système ; les rémunérations issues des diverses prestations de services et toutes autres activités lucratives ; et la rentabilisation des infrastructures existantes.

Les établissements privés, outre une subvention éventuelle de l’Etat (qui repose sur trois critères : le nombre et la qualification des enseignants, l’effectif des élèves et les projets d’investissement), sont financés en grande partie par les droits d’inscription et frais de scolarité que paient les élèves. Les établissements confessionnels peuvent, selon le cas, recevoir une subvention de leur congrégation.

Il faut signaler que la décentralisation de la gestion des budgets à destination des écoles, opérée depuis 1997, ne fera que renforcer l’amélioration progressive du service éducatif du primaire dans la mesure où cette décentralisation va répondre d’une manière plus rationnelle aux véritables besoins identifiés au niveau de la base.

Il y a eu une augmentation importante des ressources allouées au secteur de l'éducation en général – passées de 2,3 % à 3,3 % du PIB entre 2002 et 2004 – et au secteur de l'éducation primaire en particulier, passées de 39 % à 49 % des dépenses totales du MENRS sur la même période. Entre 2002 et 2004 les dépenses d'éducation sont passées 12,8 % à 17,2 % des dépenses totales de l'Etat.

[Source : WDE]

« La part de l'éducation dans le budget de l'État n'a cessé de baisser depuis 2004, passant de 20.2 à 19 pour cent entre 2004 et 2005, puis à 16.5 pour cent en 2006. Les universités ont le plus souffert des coupes budgétaires puisque les dépenses d'investissement y ont lourdement chuté : de 12.4 pour cent du total en 2005 à 5.6 pour cent en 2006, suivi de l'enseignement fondamental (1er et 2e cycles), dont la part est passée de 82.8 pour cent en 2005 à 78.9 pour cent en 2006. » [Source : BAfD/OCDE. *Perspectives économiques en Afrique*. 2007.]

MALAWI

Laws and other basic regulations concerning education

Article 25 of the **Constitution** (1994) states that “All persons are entitled to education. Primary education shall consist of at least five years of education. Private schools and other private institutions of higher learning shall be permissible, provided that (a) such schools or institutions are registered with a State department in accordance with the law, and (b) the standards maintained by such schools or institutions are not inferior to official standards in State schools.”

Education in Malawi is governed by the **Education Act** of 1962. A new Act, however, is in the process of preparation.

Administration and management of the education system

The Ministry of Education, Sports and Culture (then the Ministry of Education and Human Resource Development, and currently the **Ministry of Education and Vocational Training**) is the agency that has administrative, financial and academic control of primary, secondary, technical and distance education and the training of primary school teachers.

The education system is moving from a centralized system which has been in place since independence towards a decentralized management culture. Since this decentralization has not yet been fully institutionalized, the Ministry of Education Head Office still retains the responsibility of administering the education sector. The head of the administrative structure is the Secretary for Education (SE), assisted by two Principal Secretaries, responsible for basic education and higher education, respectively. There is a team of seven sectional heads: Director of Planning, Methods Advisory Services, Secondary and Higher Education, Basic Education, Human Resource Management (management services) and Accounting Services. Through the seven arms the SE controls, supervises, and co-ordinates activities such as planning, policy formulation, supervision, training and financial management.

The country is administratively divided into six **Education Divisions** and thirty-three **Education Districts** headed by the Division Education Manager (DEM) and the District Education Officer (DEO), respectively. In the context of semi-institutionalized decentralization, the divisional and district levels are largely responsible for primary education; issues pertaining to secondary and tertiary education still tend to be handled at the central level. However, the trend is strongly moving towards strengthening the divisions and districts to define and execute their plans with as minimal central office interference as possible.

At the school level, the headteacher is the link between the school and the District Education Officer. At the community level, the School Committee and the Parent-Teacher Association (PTA) assist the headteacher in issues of school governance, organization and development.

Decentralization of functions such as school inspection and planning is at an advanced stage while that of staff development has just started. In spite of the direct control of the Ministry of Education over primary, secondary, technical and distance education, the responsibility of providing education is shared among the central government, local government, voluntary agencies and the local communities in which the schools are situated. Primary schools are organized through a Zonal system (317 Zones) with each zone served by a Teachers' Development Centre (TDC). A similar system, Cluster System, has been developed for the secondary sub-sector (96 clusters have been set up).

The central government exercises overall powers in co-ordinating and planning at the national level. Voluntary (mostly missionary) agencies and local communities contribute by constructing, equipping and furnishing schools. Direct education costs for parents are the payment of school fees and the purchase of school uniforms, apart from the primary level which is free and where the uniform is not compulsory. The Ministry of Education is assisted in the provision, improvement and assessment of education by a number of parastatal organizations such as the University of Malawi, the Malawi College of Accountancy, the Malawi Institute of Education (MIE) and the Malawi National Examinations Board (MANEB), which are autonomous institutions, funded almost entirely by the Government. The training of secondary school teachers is carried out by both the Ministry of Education (diploma teachers) and the University (graduate teachers).

The **Malawi National Examination Board** (MANEB) has responsibility over the following public examinations: Malawi School Certificate of Education (MSCE), Junior Certificate of Education (JCE), Primary School Leaving Certificate of Education (PSLCE) and Primary Teacher Certificate of Education (PTCE). The Board also develops examination syllabi for all the school subjects. Through its Research and Testing Department, it undertakes the development of testing programmes; the evaluation and testing of job applicants; training in measurement and evaluation techniques; and provision of research services in education and educational measurement. The MANEB has a core staff which works closely with personnel from other institutions and it has some capacity for printing materials.

The **National Library Service** is charged with the responsibility of promoting, establishing, equipping, maintaining and developing libraries in Malawi. It currently provides: (a) free library services in the cities of Blantyre, Lilongwe and Mzuzu, the municipality of Zomba and Karonga town Council; (b) postal lending scheme; (c) small library units in community centres, rural development centres, adult literacy centres, schools, agriculture development divisions and other population centres; (d) school service sections which supplies relevant textbooks to secondary schools.

The **Malawi Institute of Education** (MIE) was established to perform the following functions: (i) undertake, encourage and co-ordinate curriculum development, evaluation and research activities; (ii) assist with the training of teachers; (iii) provide professional services for all professional personnel in promoting the quality of education;

(iv) arrange for the publication and production of teaching and learning materials. It is a centre for curriculum development and in-service teacher training. It also undertakes research into teaching and learning activities in primary schools and evaluates educational materials.

The **Ministry of Gender, Child Welfare and Community Services** is responsible for adult literacy and adult education.

Early childhood education (ECC) is one of the recent developments in the education sector and its origin can be traced to the late 1960s, when Christian churches and church-related organizations opened a few pre-school playgroups in the urban centres of the country. These initiatives were a response to the needs a few full-time employed women in the urban areas, who lacked officially-designed and designated places for the care and recreation of their children while they were at work. The government then recognized the need for pre-school playgroups and through the Ministry of Community Development and Social Welfare, started supporting the activities of ECC in the early 1970s. In 1970, the government facilitated the formation of the Association for Pre-school Playgroups of Malawi (APPM), a non-governmental organization, with a mandate to co-ordinate the activities of pre-school playgroups and day care centres with the assistance of District Social Welfare Officers. The government subsidizes the running costs of the APPM and also provides teaching aids to the groups/centres through the National Library Services.

According to the APPM Policy Document, the pre-school programme in Malawi aims at promoting the social, intellectual, emotional and physical development of children aged 3-5½. The programme focuses on 'education through play and proper care of children in a healthy and friendly environment. Increasing urbanization, the rise in number of families with both parents having full employment, and the increase in public awareness of the importance of education have expanded the demand for pre-school playgroups. In 1994, following the government commitment to expand basic education, the Ministry of Women, Children, Community services and Social Welfare (now the Ministry of Gender, Youth and Community Services) prepared a policy document on Early Childhood Care and Development Activities (ECCDA). This document states that the aim of ECCDA in Malawi shall be to provide high quality and improved coverage of early childhood education programmes.

In recent years, private schools have become a common feature in the country. The number of private schools has suddenly increased, particularly in urban areas due to the worsening quality of education provided in public schools characterized by extreme overcrowding and poor learning. Private schools charge fees, which in most cases are very high, and thus mainly cater for the urban elite. For pre-school education, institutions adopt the available curricula. Private primary and secondary schools follow the national curricula since their students sit the national examinations prepared by the Malawi National Examinations Board. There are, however, some institutions like the designated schools which cater to children of diplomats and other foreigners. These schools follow international curricula. The private schools offering secondary education register with the "Private Schools Association of Malawi" (PRISAM) which is aimed at providing a voice and a policy forum for all registered private schools.

The teaching-learning materials still remain inadequate, with a pupil to textbook ratio of 4:1 and a few supplementary readers. In 1993/94, the average classroom-pupil

ratio was 1:120. In most urban schools, classroom-pupil ratios were as high as 1:200. There is a serious shortage of school furniture. In almost 75% of primary schools, pupils in Standards I-IV sit on the floors which are in many cases unsurfaced.

Some projects funded by the international co-operation involve construction, furnishing and equipping of classrooms and teacher colleges, or assistance in the publication of textbooks, strengthening the inspectorate and school broadcasting. Assistance is also provided for training abroad, adult literacy programmes and other informal education projects. There has been some improvement in the provision of teaching/learning materials. The pupil to textbook ratio is currently 1:1. There is still a serious shortage of pupils' furniture. About 90% of pupils do not have access to pupils' desks.

[Source: WDE]

“Many primary schools lack adequate classrooms, safe drinking water, toilet facilities, and furniture (desk and chairs), particularly in the lower standards. In addition, the school calendar and perceived long hours of instruction may not match cultural and economic activities in the community. Moreover, teacher absenteeism is a major problem contributing to a poor learning environment, as almost one fifth of teachers are absent on any given day in Malawi. The lack of female teachers in rural schools in Malawi is often cited as a main reason parents do not send their daughters to In Malawi, female teachers make up 38 percent of the primary teacher establishment, but because disproportionately more female teachers work at urban schools, only 31 percent of teachers in rural schools are female.

In 2006 the MOE adopted a new teacher training program, the Initial Primary Teacher Education (IPTE), under which students will be in college for one year and then gain teaching experience for another year (the “one-plus-one” teacher-training program). However, the new system does not increase annual enrolment in Teacher Training Colleges (TTCs), and the number of teachers deployed in primary schools will be the same as under the old two-year residential training program. For a number of years, there has not been a pre-service teacher training program in place in Malawi; the only teacher training program was the Malawi Integrated In-service Teacher Education Program (MIITEP), which was an up-grading program for untrained teachers already in the teaching force. In 2006 the Ministry phased out MIITEP and put in place the IPTE, which is a more conventional pre-service teacher training program.

Teachers are supposed to be allocated to District Assemblies (DAs) based on established criteria. In practice, teachers avoid placement in rural schools because of the shortage in teacher housing, and female teachers in particular desire urban posts. Thus from 2000 to 2004, the overall number of primary teachers declined, but while rural schools lost 4,700 teachers, urban schools actually added 850, due in part to post migration away from remote rural schools.

Data collected in the 2004 school census also show considerable unexplained variation (49 percent) in the distribution of textbooks, and even more variation in classrooms distribution (71 percent). In practice, as with teacher allocation, there is no coordination between Physical Facilities, whose mandate requires it to carry out construction works for the MOE, and the zonal Primary Education Advisors/Divisional Planners. Construction is done fairly haphazardly, with decisions being based more upon political will than greatest need.

Schools with only one or two classrooms have extremely high pupil: classroom ratios on average (almost 250 pupils per classroom in 1-classroom schools, and more than 150 pupils per classroom for 2-classroom schools), while the schools with five or more classrooms schools have average pupil:classroom ratios of around 80:1. This indicates that there are many schools in Malawi with a high enrollment but only one or two classrooms. The more classrooms a school has, the lower the pupil-per-teacher ratio, but the variation is far smaller.

The implementation of the new primary curriculum in Malawi, which will begin in 2007, is expected to improve quality significantly, provided it is accompanied by sufficient teachers and learning materials. The reduction of subjects from the previous 7 to 4 should have a significant impact on learning outcomes and efficiency. Government should also consider reducing the offering of subjects at secondary from the current 11 to something within the available resources and trained teachers.” [Source: World Bank. *Malawi. Public Expenditure Review 2006*. Report No. 40145-MW, September 2007.]

The financing of education

Education’s share of the national recurrent budget decreased from 13.9% in 1979/80 to only 9.8% in 1990/91. To reverse the trend of underfunding, it was planned to increase the share of the budget for the social sectors and education to 15%. In 1992/93 it stood at 17%. Between 1994 and 1996 the share rose to 21%. Regarding the distribution of public expenditure by level of education, the education sector has shifted its priorities in allocating resources. Soon after independence and during the 1970s and early 1980s, the University of Malawi had a disproportionately large share of educational resources.

During the Second Educational Development Plan (1985-1995), resources for primary education steadily increased from 38% to 48% of total recurrent expenditure on education. In 1993/94, the recurrent expenditure on primary education rose to 51%. In 1993/94, the expenditure per pupil at the primary level was 84.5 Malawi *kwacha* (MK). The next largest item was the University, with about 18% of all expenditure and an average expenditure per student of MK14,990.4. Administration represented 6% of all expenditure. Secondary schools represented 10%, with an average expenditure per secondary school student of MK712.6. Expenditure for the Malawi College of Distance Education (MCDE) was 2%, with an expenditure of MK119.4 per student. Unit expenditure on student-teachers and technical students amounted to MK3,624 and MK3,316.8, respectively. This may be partly attributed to the relatively low student-tutor ratios. During the 1996/97 fiscal year, more than a quarter of total public expenditure was directed towards the education sector and 50% of this amount was allocated to primary education. Public current expenditure on primary education as a percentage of GDP has risen from 1% in 1990/91 to 3% in 1997/98. Public current expenditure on primary education per pupil as a percentage of GDP per capita rose from 7% in 1990/91 to 11% in 1994/95, and then declined to 9% in 1998/99. In the 1999/2000 Education Sector budget the allocation for primary sub-sector was 50%, while for secondary sub-sector was 25%. Allocations for teacher education and other tertiary education were 7% and 13% respectively.

[Source: WDE]

“Total education expenditure by government and donors was USD127 million in 2003/04. Recurrent expenditure was USD91 million (all government) and development expenditure USD36 million (98 percent donors, 2 percent government). The donors’ share of total education expenditure was 28 percent in 2003/04; excluding external assistance on the government recurrent budget (budget support). Spending on education was up more than USD4 million compared to the previous year, 2002/03; due to increased government expenditure. Households contribute another USD30 million to education, mostly at primary and secondary levels. According to IHS2 respondents, households contribute about USD4 per child in primary to pay for learning materials, school maintenance, etc. Total household expenditure for primary education can thus be estimated to be around USD13 million for 2003/04. Households reported spending on average USD77 per student in secondary education; or USD14 million in total. Higher education has the least cost sharing with parents, as tuition for regular students is fully sponsored by the government (parents still make a significant contribution in terms of boarding fees, clothing, transport, learning and teaching materials, etc.). A small, but growing share of university students in “parallel” programs do pay fees and organize own accommodation, however.

Government expenditure on education is higher now than 10 years ago. As a share of GDP, government expenditure on education increased from 3.8 percent in 1993/94 to 5.3 percent in 2003/04, a faster rate than GDP growth over the same period. Government education expenditure per capita (over the whole population) has increased by 74 percent in real terms, reaching USD8.5 per capita in 2003/04. Government education expenditure per student has grown by 31 percent in real terms (in spite of the fact that the number of students has more than doubled over the period), reaching USD29 per student enrolled in education in 2003/04 (average of all 3 levels). The level of resources allocated to Teaching and Learning material has been increasing in real terms over the past few years, whilst government subvention to secondary school boarding has decreased. University subventions grew faster than MOE budget, despite a slower growth in enrollment at tertiary level. The MOE recurrent budget has grown at a rate of about 8.8 percent per year in real terms in the past 10 years. The government subventions to the autonomous universities grew slightly faster over the same period, at 9.1 percent per year (constant Malawi kwacha), despite the fact that university enrollment has grown the least.

About two-thirds of donor spending on education is off-budget. Donors account for the bulk of development spending, particularly when their off-budget spending (about two-thirds of donor spending) is included. Donor development spending has been increasing in real terms at an average rate of about 2.4 percent per year since 1993/94.

Primary education accounts for 58 percent and secondary for 15 percent of total expenditure. The 2003/04 budget allocations are fundamentally different from the previous fiscal year, raising concerns about the data quality and about prioritization. The recent budget increases have been heavily skewed away from primary. MOE’s budget increased by 11 percent in real terms from fiscal year 2002/03 to 2003/04, but spending on primary education only grew 5 percent, compared to 37 percent for secondary, and 105 percent for administration and support services. Spending on teacher education was cut by 40 percent. Overall, about half of the increase went to wages (PE), and half to other expenditure (ORT). The Northern region receives a disproportionately large share of primary and secondary education expenditures, and the Central Region the least. Moreover, in 2003/04, the Northern division received the largest budget increase. Part of the explanation is that more children attend school in the Northern region, but per student expenditure is also higher. For primary education, for example, the unit expenditure in the Northern region in 2002/03 was 5 percent higher than in Central and 18 percent higher

than in the Southern region. In 2002/03, the government spent only half the resources per secondary student in the Central region than they did in the other two regions and the difference was even bigger in 2003/04.

The allocation of recurrent expenditure over time across education levels has fluctuated from changes in accounting practices to render comparisons meaningless. Spending on administration was 13 percent of the MOE recurrent budget in 2001/02 but only 5 percent the following year, while allocation to universities was 21 percent in 2000/01 but only 12 percent the year after. The magnitude of such fluctuations cannot be explained by periodic adjustments of staff salaries, or changes in priorities, but can only reflect different accounting practices in different years.

Primary education's share of recurrent cost is barely above the 50 percent mark. Allocation to primary education was around 50-51 percent of recurrent expenditure in both 1993/94 and 2003/04 (though in the intermediate years it has been higher). Recurrent spending on education as a share of GDP, at 5.3 percent, is above the average for African countries of about 3.0 percent of GDP (based on data for 1997-2000 presented in World Bank 2003). However, Malawi has one of the lowest GDP per capita of the region, while maintaining the highest gross enrollment rates in primary.

Budget allocation towards training is very low and training activities are haphazard. Training activities are haphazard and driven more by individual needs than sector needs, resulting in an accumulation of debts. Sector needs for all types of training over a medium term period should be identified in a training plan which has been costed, with an annual review of the training plan.

Over two thirds of donor-financed capital expenditure remained off budget as of 2004/05. The proportion of off budget funding was around 70 percent until 2004/05, though anecdotal evidence suggests that the situation may have improved since 2005/06. Most donors build a single classroom (half a classroom block) for about USD7,000-8,000, which increases to USD8,500-10,000 with furnishings.

18 percent of government recurrent spending on education went to universities in 2003/04. The cost of public higher education is almost fully met by government. The breakdown of UNIMA's income and expenditure shows that the bulk of expenditure goes to administration, boarding, maintenance and other non-academic activities. The apparent increase in fees collected by UNIMA starting from 2001/02 is due to an increase in tuition fees from MK1,500 to MK25,000 per academic year. However, the fee increase coincided with the establishment of the student loan scheme, benefiting practically all students enrolled through the normal intake. With the exception of a student book allowance (MK5,000), the loans are not disbursed to students but directly to the universities to cover tuition fees, and to date, no students have started repayment of their loans (which many students undoubtedly regard as a grant).

In spite of the 'Free Primary Education' policy adopted in 1994, significant costs of primary schooling are still faced by households, and there are regional disparities. Seven out of ten pupils' households spend money on uniforms, clothing and shoes to be worn to school. Almost six in ten pupils' households spend money on the building or development fund, whilst one in three pupils' households spent money on food. Parents also contribute heavily towards the administration of terminal examination fees, utility bills (mainly contributing towards water and electricity bills), wages for security guards (in urban areas) and teaching and learning materials. There are regional discrepancies in the costs to households, with students in the Southern region likely to contribute most often and those in the Northern region the least likely. In addition, households often support the construction or maintenance of school buildings and teachers' houses, sanitation, or other school projects. Households may also provide materials for the school,

such as roofing, stone and sand, and donate their labor. Households contribute to the Revolving Fund, the General Purpose Fund, School Development Fund, and Boarding Fees but these fees are inadequate. The government stopped subsidizing the purchase of secondary textbooks in 2001, resulting in acute shortages of textbooks within secondary schools because the student contributions towards the Textbook Revolving Fund (TRF) only provide for a minimal number of textbooks. The GoM also stopped subsidizing Boarding Fees in 2001, but the current boarding fee is too low to cover costs and in practice is subsidized from the School Development Fund.

The decentralization of the ORT budget is perpetuating past regional inequities in the distribution of education expenditures. Since 2005/06 the ORT budget has been devolved directly to district level (in the past districts received their ORT funds from the divisions; expenditures on personal emoluments remain the responsibility of the central government). However, the funds have been allocated based on historic distribution figures, rather than objective criteria.” [Source: World Bank. *Malawi. Public Expenditure Review 2006*. Report No. 40145-MW, September 2007.]

MALI

Lois et autres règlements fondamentaux relatifs à l'éducation

Le système éducatif malien est issu de la réforme de 1962. Mais au fil des ans, il a été réexaminé notamment lors des séminaires de 1964 et 1978, des Etats généraux de l'éducation en 1989, de la Table ronde sur l'éducation de base et du Débat national sur l'éducation en 1991.

Le **décret n° 93-107/P-RM** du 16 avril 1993, fixe les attributions spécifiques des membres du gouvernement et, plus spécifiquement, en son article 12, il assigne au Ministère de l'éducation de base la responsabilité de promouvoir un système d'éducation pour tous, d'intégrer les langues nationales dans l'enseignement, de lutter contre l'analphabétisme, d'améliorer systématiquement les programmes d'enseignement et les méthodes pédagogiques, mais également d'adapter le système de l'éducation de base aux réalités économiques, sociales et culturelles du pays. Enfin, la responsabilité de ce Ministère se prolonge dans l'élaboration, la réalisation et la diffusion des moyens didactiques nécessaires au bon fonctionnement des établissements dont il a la charge, tout comme le développement des structures de recyclage et de formation continue.

Selon l'Article 11 de la **loi n° 99-046** du 28 décembre 1999, portant loi d'orientation sur l'éducation, le système éducatif malien a pour finalité de former un citoyen patriote et bâtisseur d'une société démocratique, un acteur du développement profondément ancré dans sa culture et ouvert à la civilisation universelle, maîtrisant les savoir-faire populaires et apte à intégrer les connaissances et compétences liées aux progrès scientifiques, techniques et à la technologie moderne.

La **loi n° 085** du 26 décembre 2000 portant ratification de l'**ordonnance n° 048/P-RM** du 25 décembre 2000 portant création de la Direction nationale de l'éducation de base stipule que l'éducation préscolaire relève de la Division de l'éducation préscolaire et spéciale.

Le Code des collectivités territoriales consacre le transfert des compétences en matière d'éducation, de l'Etat vers les Assemblées régionales, les conseils de cercle et les communes, attribuant à ces dernières des responsabilités en matière d'éducation formelle et non formelle (**décret n° 02-313/P-RM** du 4 juin 2002, fixant les détails des compétences transférées de l'Etat aux collectivités territoriales en matière d'Education). Pour assurer la mise en œuvre de la décentralisation de l'éducation, le Ministère de l'éducation nationale a créé une Cellule d'appui à la décentralisation/déconcentration de l'éducation en tant que structure rattachée. La Cellule est dirigée par un chef avec rang de conseiller technique de département ministériel nommé par décret du premier Ministre.

La **Constitution**, adoptée par referendum du 12 janvier 1992 et promulguée par **décret n° 92-073/P-CTSP** du 25 février 1992, stipule que « L'éducation, l'instruction, la formation, le travail, le logement, les loisirs, la santé, et la protection sociale constituent des droits reconnus. » (Article 17). « Tout citoyen a droit à l'instruction. L'enseignement

public est obligatoire, gratuit et laïc. L'enseignement privé est reconnu et s'exerce dans les conditions définies par la loi. » (Article 18).

Administration et gestion du système d'éducation

Depuis 1992, la gestion du système de l'éducation est assurée par le **Ministère de l'éducation de base** (MEB) et le **Ministère des enseignements secondaire, supérieur et de la recherche scientifique** (MESSRS). Ces deux départements gèrent le système à travers des directions nationales chargées de niveaux ou d'ordres d'enseignement. La création du Ministère de l'éducation de base répond d'une part à la nécessité fondamentale de lutter contre l'analphabétisme et d'autre part de favoriser la scolarisation, encore faible, des jeunes. L'éducation des adultes est essentiellement encadrée par la Direction nationale de l'alphabétisation et de la linguistique appliquée, sous la tutelle du Ministère de l'éducation de base.

La **Direction nationale de l'éducation de base** (précédemment la Direction nationale de l'enseignement fondamental) est chargée de: i) élaborer les éléments de la politique nationale dans le domaine de l'éducation de base ; ii) veiller à la mise en œuvre de cette politique dans un cadre unifié ; iii) assurer la coordination, le contrôle technique et le suivi des services régionaux et les services rattachés de l'éducation de base. Le **Centre national de l'éducation** (ex-Institut pédagogique national) a pour missions d'élaborer les éléments de la politique nationale dans le domaine de la recherche pédagogique, de la conception des programmes et manuels scolaires, des méthodes et innovations pédagogiques, et de veiller à sa mise en œuvre en relation avec les autres structures compétentes du département.

Outre la gestion de la population lycéenne et de la scolarité dans les établissements d'enseignement secondaire général, la **Direction nationale de l'enseignement secondaire général** (DNESG) est chargée, pour ce qui concerne le sous secteur, de : l'étude des besoins en matériel didactique, la préparation et le suivi de l'exécution des actes administratifs, des actes concernant le suivi du personnel et des accords inter-établissements. La **Direction nationale de l'enseignement technique et professionnel** est chargée de : l'identification des besoins de formation du marché de l'emploi, la planification des actions de formation, la promotion des interactions entre les établissements d'enseignement technique et professionnel et les entreprises, l'évaluation des actions de formation en relation avec les milieux professionnels, l'étude et l'élaboration des méthodes, programmes et techniques didactiques, l'établissement et l'harmonisation de la liste des équipements destinés aux établissements de formation.

L'**Académie d'enseignement** est l'instance au niveau régional de mise en œuvre de la politique du département de l'éducation dans un contexte de décentralisation, mais en tant que structure déconcentrée de l'Etat. A ce titre elle coordonne au niveau régional les activités d'éducation et travaille en étroite collaboration avec les collectivités territoriales, notamment l'Assemblée régionale, qui de son côté s'assure de la mise en œuvre de la politique éducative. L'Académie est chargée de tous les ordres d'enseignement sauf le supérieur. Le PRODEC prévoit la création (construction et équipement) de vingt Académies. Les Académies au niveau des chefs lieux de région, les

Centres d'animation pédagogique (CAP) au niveau du cercle et les **Directions d'écoles** au niveau de la commune, participent également à l'exécution du PISE.

L'**Institut des langues** contribue à la définition de la politique linguistique du Mali, notamment dans les domaines éducatif, culturel, social et administratif et à la mise en œuvre de cette politique, notamment dans le domaine de la recherche. A ce titre, il est chargé de l'identification, de la promotion des langues nationales attestées dans les différentes aires sociolinguistiques du pays, et de la promotion de la coopération avec les autres pays africains, en particulier avec ceux qui partagent au moins une langue avec le Mali.

Le **Centre national des examens et concours de l'éducation** a pour mission d'assurer la gestion des examens et concours de l'éducation. Il est chargé à ce titre de collecter, centraliser, traiter, publier et disséminer les informations et les statistiques relatives aux examens et concours de l'éducation de base, de l'enseignement secondaire général, et de l'enseignement technique et professionnel ; d'organiser les examens et concours de l'éducation ; d'élaborer les normes académiques des examens et concours de l'éducation de base, de l'enseignement secondaire général, et de l'enseignement technique et professionnel ; de maintenir la cohérence des épreuves d'examens et concours avec les exigences des programmes et profils édictés par les textes d'orientation ; de synthétiser les rapports sur le déroulement des examens et concours et proposer des solutions ; d'analyser les insuffisances constatées dans l'organisation et le déroulement des examens et concours et proposer des solutions.

Le **Centre national des ressources de l'éducation non formelle (CNRENF)** met en œuvre la politique nationale en matière d'éducation non formelle. Outre la formation, la coordination des activités des opérateurs oeuvrant dans le cadre de l'alphabétisation et des Centres d'éducation pour le développement (CED), le CNRENF est chargé d'appuyer les opérateurs dans la formulation et la conduite des projets d'alphabétisation et de post-alphabétisation ; d'assurer la production, la publication et la diffusion du matériel didactique dans le domaine de l'éducation non formelle ; de mettre à la disposition des acteurs du secteur non formel de l'éducation, un centre de documentation, d'information et de communication sociale et créer un répertoire informatisé des opérateurs du secteur ; rendre disponibles les services des ressources humaines, techniques et logistiques pour les intervenants dans le secteur.

Un petit nombre d'écoles techniques et professionnelles relèvent d'autres ministères tels que de la Santé, du Développement rural, de l'Environnement et l'élevage, mais aussi de la Culture et de la Jeunesse et sport.

Le secteur préscolaire, pour les enfants de 3 à 6-7 ans, comprend quatre grandes catégories d'institutions, à savoir les institutions d'Etat, les établissements privés, les établissements sous tutelle d'une administration locale ou municipale et les établissements mixtes gérés par des associations mais contrôlés par l'Etat.

Dans le cadre de la mise en œuvre de la politique nationale en matière d'éducation, les missions de l'Institut pédagogique national (IPN) sont essentiellement axées sur la formation initiale des maîtres des premier et second cycle de l'enseignement fondamental, le renforcement de la formation continue de l'ensemble du personnel de l'éducation, la

conception, l'élaboration et la production du matériel didactique et la recherche en éducation.

L'utilisation de l'approche participative dans la conception et dans l'élaboration des programmes d'enseignement est une option fondamentale du PRODEC (Programme décennal de développement de l'éducation). Les différents acteurs du système éducatif interviennent dans ce processus en fonction des étapes de développement du curricula. Les différentes étapes sont les suivantes : la conception du projet de curriculum ; la rédaction du projet ; la mise à l'essai du projet ; la validation du projet ; l'application du curriculum validé ; le suivi et évaluation de l'élaboration du curriculum. Dans le processus d'élaboration certains acteurs sont consultés pour avis et d'autres sont associés à la conception ou à l'exécution d'une décision. Ce qu'il faut retenir est que l'ensemble des acteurs se trouve à chaque étape mobilisé d'une façon ou d'une autre.

Le PRODEC procédera à une utilisation de l'approche par compétences dans les nouveaux curricula qui seront bâtis sur un bloc unique de neuf ans. Signalons au passage qu'une compétence se définit comme une combinaison de plusieurs activités ou opérations ou de plusieurs connaissances différentes et complémentaires nécessaires pour produire un objet, effectuer une réalisation, une tâche. Autrement dit, une compétence est un ensemble de savoirs, de savoir faire, de savoir être constatés et mesurés permettant à une personne d'accomplir de façon adaptée une tâche ou un ensemble de tâches.

Il est important de souligner que la dotation des écoles en manuels soulève d'importants problèmes, en particulier : l'adaptation des manuels aux programmes d'enseignement et au contexte culturel malien ; la conception des ouvrages par les agents de l'Institut pédagogique national (IPN) ou des auteurs extérieurs à ce service, avec les droits d'auteur y afférents ; la production ; la distribution ; le stockage ; la sécurisation ; le coût de cession des manuels. Toutes ces difficultés ont conduit le gouvernement à mettre sur pied une politique nationale du livre scolaire qui prend en compte l'ensemble de ces problèmes.

Par ailleurs, la pénurie chronique en matériel et équipement technique est un problème qui se retrouve à tous les niveaux du système de l'éducation, de l'enseignement fondamental au supérieur. Au niveau de l'enseignement fondamental, l'enseignement des sciences se réduit à un enseignement purement théorique. Il n'y a pratiquement pas de laboratoires opérationnels. La tentative visant à améliorer qualitativement l'enseignement des sciences par la construction et l'équipement des blocs scientifiques n'a pas donné les résultats escomptés puisque seulement huit constructions ont pu être réalisées dans l'ensemble du pays. De plus, ces blocs ont été par la suite confrontés au problème de renouvellement du matériel lorsque celui-ci était dégradé.

La pénurie de matériel existe tant au niveau du secondaire général que au niveau de l'enseignement technique et professionnel. Le matériel disponible est vétuste, insuffisant et mal adapté. Le ratio outil-élèves varie de 1 pour 80 à 1 pour 175 en fonction des branches de formation. Le nombre de classes construites est passé de 20.500 en 2000 à 27.700 en 2003, avec l'appui des partenaires techniques et financiers et des ONG. Les 2.525 écoles communautaires dont 88 de second cycle et les 1.070 *medersas* dont 840 de second cycle, contribuent largement à l'accroissement de l'offre éducative.

La formation continue des maîtres est assurée par la Division de la formation. Les activités de formation sont axées sur le recyclage à travers des modules portant entre autres sur les Objectifs pédagogiques opérationnels (OPO), tels que la gestion du

patrimoine scolaire, la confection du matériel didactique, la grille d'auto-évaluation, le langage par le dialogue, la lecture, l'écriture et le calcul.

[Source : WDE]

“The current low level of the Ministry of Education’s institutional capacity seems due less to technical factors and more to a dysfunctional system of incentives and sanctions, which has replaced institutional incentives. Hiring and promotion are based on social connections, not regulations or performance criteria (case study mission, 2005). Many Ministry employers are former teachers who no longer wanted to teach. Those with personal relationships in the Ministry are easily able to obtain transfers, even without any background in the area of the receiving department. Those without connections tend to have longer teaching careers (interview, March 2005). In addition, training is perceived more as a source of additional income than as a way to improve job performance (interview data, 2005).

Mali’s GER increased from 26% in 1990 to 67% in 2003. Most of the expansion was due to growth in the three non-public systems: (i) private, for-profit schooling; (ii) madrassahs; and, especially, (iii) community schools. Each of these systems enrolls at least 10% of all students. The fastest growing system from 1990-2000 was the community school system, managed by communities with NGO assistance and USAID funding. The growth of these systems has slowed recently, with a decline in government, USAID and Bank funding. The madrassah system has had relatively flat enrollment. Its growth in numbers is largely a statistical artifact, since most madrassahs were not officially recognized prior to 1998.

Some aspects of the system changed significantly during the case study time frame. The system began to decentralize, changed methods of teacher recruitment and strengthened the bilingual education (*pédagogie convergente*) system. Mali’s decentralization efforts consist of two parallel processes: decentralization and deconcentration. Decentralization refers to a political arrangement involving the devolution of specific powers and resources by the central GoM to lower levels of government. Deconcentration refers to administrative measures involving the transfer of management responsibilities and resources to agents of the central GoM located outside the central level (in regions and districts).

The decentralization of educational administration (outside the Ministry) was intended to increase the GoM’s capacity and authority by bringing decision-making closer to the service delivery level. School management committees (*Comités de gestion scolaire* [CGS]) were instituted in 2005 as a way to improve school management. Each CGS consists of parents, teachers, NGOs, associations, and council representatives. Local authorities are responsible for the development of educational access, the recruitment and management of teachers and school management. As of 2005, these responsibilities were still being conducted jointly with the central level. The deconcentration of educational administration (inside the Ministry) was intended to improve teacher support and supervision. From 1990 to 1999, the supervision of basic education and the monitoring of teacher practice were conducted by the *Inspections de l’enseignement fondamental* (IEF). The number of IEFs increased from 35 in 1990 to 45 in 2001, but the inspector-to-teacher ratio was still too high for inspectors to support teachers in any meaningful way. Financial and logistical issues kept IEFs from their work and they “only served as a mail box” (interview data 2005). In response, one of PRODEC’s priorities was to restructure and further decentralize education system management. The *Inspections de*

l'enseignement fondamentale (IEF) or basic education inspectorates became Centers for Educational Support (*Centres d'animation pédagogique, CAP*). The regional directorates (*Directions régionales de l'éducation, DRE*) became Education Academies (*Académies d'enseignement, AE*), and their responsibilities were expanded beyond administration to include pedagogic issues. AE and CAP deliver pre-service teacher education for contract teachers, advise communities on teacher recruitment and provide in-service professional development for practicing teachers. More than 40% of the sector's non-salary budget is transferred to the AE and the operating budget per CAP increased from 500,000 CFAF in 1998 to more than 10,000,000 CFAF in 2004. Mali's decentralization efforts, especially the creation of municipalities, greatly increased local initiatives and the efficiency of resource allocation. Municipalities spent CFAF 12 billion on classroom construction and hired more than 2,000 teachers from 2001-2003. However, CAP and AE still do not have the capacity to influence the organization of classes, teacher transfers, or student enrollment; despite their staff, equipment and training, they are still only minimally involved in pedagogic support (interview data, 2005).

For most students schooling in 2005 is similar to schooling in 1995: teaching is in a language students scarcely understand, teachers use memorization and recall as their primary teaching techniques, and the curriculum is devoid of local content. However, about 9% of students are participating in a bilingual education program called *pédagogie convergente*. The program was developed after many years of adult literacy and primary education programs in national languages. Students begin school in their first language and gradually transition to French. The program calls for active, constructive teaching methods, and for the inclusion of local content. The first Malian *pédagogie convergente* school opened in Segou (south-central Mali) in 1987. The program expanded slowly until 2000, when the World Bank-financed Learning and Innovation Loan (LIL) financed an expansion from 300 to 2,056 classrooms.

The program has been an extraordinary success in improving student learning and retention. Evaluation at the end of the LIL found that dropout rates are 80% lower for *pédagogie convergente* students than for students in French-only classes, and repetition rates are 70% lower. As a result of this success, the program became part of national policy in 1998. When the government changed hands in 2002, political support for the program plummeted. Key technical staff members were sidelined at the time of the case study mission.

During the early 1990s, Bank pressure to limit entry into the teaching profession to high school graduates, combined with the lack of interest in such careers among high school graduates and a GoM hiring freeze, led to a drastic decline in the number of student teachers and the closing of five out of eight teacher education institutions (*Instituts pédagogiques d'enseignement général [IPEG]*). With new support for EFA, the number of teacher education institutions, now called *Instituts de formation des maîtres (IFM)*, gradually increased, beginning in 1995. Twelve IFM were operating in 2004 and a thirteenth is planned. At the beginning of the period reviewed for this case study, all teachers in Mali were civil servants. The recruitment of contract teachers began in the mid 1990s, and Mali currently hires three kinds of teachers: (i) contract teachers with short-term pre-service teacher education; (ii) contract teachers with long-term pre-service teacher education; and (iii) community teachers, hired directly at school level.

There are two kinds of pre-service teacher education programs, long-term programs in teacher education institutions (2-4 years), and a very short-term program for candidates hired at decentralized levels (45 days). Short-term entrants are generally required to have a lower secondary (ninth grade) diploma from a general or technical/vocational school. The long-term programs for primary school teachers are at

two levels: a three year institution-based program with one year of student teaching for students who have graduated from ninth grade, and a one year institution-based program with one year of student teaching for high school (12th grade) graduates. The GoM aims to graduate 2,500 teachers per year, but is still a long way from meeting that target, with graduation rates of less than 20% (and even lower for female candidates). Pre-service teacher education contains little supervised and mentored student teaching.

The GoM officially adopted a professional development policy in 2003. Donors supported a wide variety of such programs during the period reviewed for this case study, including programs in *pédagogie convergente*, teaching large classes, strategies for increasing girls' learning, school management, multi-grade teaching and the development of a radio-based instructional program. The programs are of variable quality, reach varying numbers of teachers, generally are not evaluated for effectiveness, and are not coordinated by the MEN. Participation is unrelated to promotions and pay raises. In 1983, the GoM halted the automatic hiring of high school graduates into the civil service. A few years later, the Volunteer Service Corps began, which opened the door to a tremendous hiring of contract teachers, managed at the regional level. Contract teachers recruited were offered a salary equivalent to 2.1 times the 2000 GDP per capita. In 1980, civil service teachers were earning about 13 times GDP per capita. Community schools began to open in the early 1990s. Salaries varied, depending on the revenue level of the community, but were lower than those of contract teachers. At the beginning of 2002, the new GoM decided to increase contract teacher salaries by almost 100%. This measure resulted in a faster budgetary increase than projected for basic education, as well as a substantial increase in the funding amounts needed to reach EFA goals. As contract teachers' training varies greatly and is often less than that of civil servants, civil servants are unhappy with the decision and may push for salary increases as well (case study mission, 2005).

Until 1999, inspectors visited classrooms every two to three years (interview data, 2005). The inspectors did not have adequate transportation and spent most of their time on administrative tasks. School directors were intended to be the first line of supervision, but their lack of training, heavy administrative burdens and teaching duties meant that they rarely visited classrooms. In 1999, the pedagogical support system changed in name, with the conversion of inspectorates to Centres d'animation pédagogique (CAP). Not much changed about their activities, although they now report visiting classrooms once a year (case study data, 2005). Schools are currently closed every Wednesday afternoon, ostensibly for in-service training activities at the school level, but no sessions were observed during the case study mission and the pedagogic advisors and teachers questioned could not recall ever participating in a Wednesday session.

Mali's first textbook policy was adopted in 2004. Prior to this, textbooks were purchased with donor and national financing and sent to classrooms sporadically. Language books for French-language classrooms were written and published by the Ministry; math books for French-language classrooms were written and published by CONFEMEN (*Conférence des Ministres de l'Éducation des pays ayant le français en partage*); national language books for *pédagogie convergente* were written by an informal team, photocopied and bound for very low cost, and distributed in an *ad hoc* fashion by whomever the team could get to distribute them; and French books for *pédagogie convergente* were purchased through sole source contracts with the Belgian university that developed them and again delivered by whatever means possible. The current textbook policy calls for the privatization of textbook production, printing and distribution, and a shift towards school level procurement and management of textbook stocks. Textbooks will be free in grades 1-9 and available for a rental fee in grades 10-12.

Each level in the decentralized administration has several roles to play in procurement. The policy is not yet operational and will require considerable training and follow-up if it is to succeed. Textbook provision continues to be *ad hoc*.

Over the case study period, classrooms in Mali contained very few other teaching and learning materials. School libraries are almost non-existent. Schools generally have a few maps (although teacher-drawn maps on blackboards are far more common), scientific diagrams, or some geometry equipment. Walls are usually bare and there are few other learning materials.

Methods of textbook procurement depend on the financing source. The Bank has generally insisted on international competitive bidding (ICB). Although there were preferences for local publishers during the Education Sector Investment Program (EdSIP), they were not used. Other donors and the MEN use non-competitive bidding and/or sole source contracts. Procurement delays last for years and the use of ICB for national language books makes the process even longer, as international publishers are not fluent in the languages used and have to return manuscripts and proofs numerous times for editing. Delivery to Mali is problematic, especially with the political turmoil in Côte d'Ivoire.

Many textbook distribution systems have been tried in Mali, with little success. Books have been delivered to various levels of the system by public and private means, and have even been delivered directly to schools by publishers. While it is clear that the latter method is the most efficient, it is costly, and books continue to disappear at all levels of the system. Markets visited during the case study mission were full of textbooks, some with official school stamps and some without. A particular problem in Mali is the decision of the MEN to allow private publishers to reprint MEN-copyrighted books and to sell them. These books are identical to books distributed free of charge using program funds. The MEN signed contracts with several publishers, allowing them to sell books around the country, but, four years after contract signature, most areas of the country have no bookstores. The decision of the MEN to keep the books identical to those distributed for free means that it is impossible to prosecute market sellers found with government-provided textbooks, unless they are marked with school stamps. A Ministry technician estimated that 70% of the national language books financed by IDA under the EdSIP had been lost during distribution (interview data, 2005).

9.7 million textbooks were purchased by donors and the national budget for the first cycle of education between 2000 and 2004. The case study mission observed one classroom where all students had reading books. Most other classrooms had no books, or fewer than 20 (for class sizes up to 120). *Pédagogie convergente* classrooms were particularly affected, as they have long suffered from a dearth of materials and the procurement of new *pédagogie convergente* books has been delayed. The January 2004 joint supervision mission found that textbook-to-student ratios in core subjects varied from 1:2 to 1:10, despite a project objective of two books per student. Even in cases where books arrive at the school level, they are not necessarily used. The case study mission found school directors' cabinets full of books, old and new, including books that were still wrapped in their delivery plastic. Some directors claimed that teachers came and took books when they needed them for classes, but in many cases, the books on their shelves had not been disturbed for quite some time. In other cases, teachers had their own strategies: some did not use any books at all because there were not enough for a 1:1 ratio, and one reserved books for the best students (interview data, 2005).

In order to reach PRODEC's enrollment goals, 1,533 classrooms were to be built per year, but after four years of implementation only 2,807 have been completed, due to: (i) delays in the identification of sites; (ii) a lack of builders capable of managing multi-

site projects; and (iii) procedural delays related to contracting. School maintenance remains problematic. It is hoped that the decentralization of school management and the allocation of funds to localities will reduce the backlog of classrooms in need of renovation (interview data, 2005).

As part of the intended nationwide expansion of *pédagogie convergente*, the GoM began a process of general curriculum revision. The new curriculum was to be based on *pédagogie convergente*, and to incorporate curriculum additions such as environmental, health and family life education. As of March 2005, the curriculum and teachers' guide for level one (grades one and two) had been completed and had been tested, although not evaluated, in eighty *pédagogie convergente* classrooms. They had been translated into four national languages of the eleven currently used, but it is unclear whether those translations had been distributed. None of the teachers testing the new curriculum had a copy of the documents in national languages, and there were no finalized versions available at the curriculum offices of the MEN. Level two (grades three and four) had also been completed, but had not yet been tested (interview and case study data, 2005 and MEN, 2005). *Pédagogie convergente* teachers observed in March 2005 were attempting to use French documents to teach the first two grades, which use only minimal amounts of French (none in grade one). Curriculum officials thought that trainers needed additional training (they had received only twelve days), which was underscored by field interviews in which trainers told us they were unable to use the curriculum in their classrooms, let alone to teach it to others (interview data, 2005)." [Source : World Bank-IEG. *Evaluation of the World Bank assistance to primary education in Mali. A country case study.* (By P. Bender et al.) World Bank-IEG, 2007.]

"The division of responsibilities between central & local governments for grades 1-6 is as follows: Central Administration (Ministry of National Education): *Formulates policy; Coordinates national activities; Monitors and evaluates education system;* Regional Administration (Teaching Academies): *Implement national policy as a "deconcentrated" service of the central government; Coordinate local activities with CAP, in collaboration with local governments;* Local Administration (Pedagogic Support Centers) *Ensure quality teaching; Provide short-term pre-service teacher education and teacher professional development; Give technical advice to local governments on education sector management;* Local government councils: *Manage the first cycle of basic education, e.g. develop education plans, recruit and pay teachers, build new schools, manage schools, encourage universal enrollment;* School Management Committees and other partners (usually NGOs): *Manage schools as agents of local councils.* [Source : World Bank-IEG. *Evaluation of the World Bank assistance to primary education in Mali. A country case study.* (By P. Bender et al.) World Bank-IEG, 2007.]

Le financement de l'éducation

L'Etat est la principale source de financement de l'éducation. La mobilisation des ressources financières et matérielles en faveur de l'éducation, bien que largement partagée par l'ensemble des partenaires, est rendue difficile en raison des contraintes budgétaires très aiguës dans le pays. Les dépenses de fonctionnement, en particulier les bourses et salaires, absorbent l'essentiel du budget de l'éducation au détriment de l'équipement et de l'entretien. Sur la période allant de 1989 à 1994, 63 % des dépenses ont été affectées au personnel et 19 % aux bourses. Ce déséquilibre entre dépenses de

fonctionnement et dépenses d'équipement a suscité de graves problèmes de maintenance des infrastructures et des équipements.

Les deux cycles de l'enseignement fondamental absorbent près de la moitié (46 %) des financements, suivis de l'enseignement secondaire et normal (22 % environ) et de l'enseignement supérieur (18 % environ).

Les Associations de parents d'élèves (APE) financent l'éducation de base par la prise en charge des constructions, du mobilier et des fournitures. Depuis mars 1991, la taxe de développement régional et local (TDRL) incluant les cotisations des APE n'est pratiquement pas perçue, ce qui a engendré de grandes pénuries de matériel de base notamment au niveau des écoles fondamentales. Depuis septembre 1992, la cotisation APE a été séparée de la TDRL, mais la mise en œuvre de cette décision n'est pas encore effective. Quelques indications rendent compte du financement des APE :

- de 1983 à 1988, sur une émission de 7,25 milliards de francs CFA pour la cotisation APE, 3,9 milliards ont été recouvré soit près de 54 % ;
- dans le cadre du Quatrième projet éducation, la contrepartie versée par les APE au Fonds d'appui à l'enseignement fondamental (FAEF) s'est élevée à 620,6 millions de francs CFA de janvier 1990 à janvier 1994 ; cela a permis la construction de 553 nouvelles salles de classes dans les régions du projet (Ségou, Sikasso, Bamako et plus récemment Koulikoro).

Outre la cotisation APE, les parents d'élèves contribuent au financement du système par l'achat de matériel didactique et le paiement de cotisations telles que les coopératives scolaires. Par ailleurs, l'aide extérieure, par le biais de la coopération multilatérale et bilatérale contribue également au financement du système éducatif par le développement des infrastructures, l'équipement en matériel didactique, l'octroi de bourses ou l'assistance technique.

Les dépenses consacrées à l'éducation sont passées de 19,64 milliards de francs CFA (FCFA) en 1992 à plus de 50 milliards en 1998. Autrement dit, ces dépenses ont doublé en l'espace de sept ans. Ils traduisent la volonté du Gouvernement de faire de l'éducation de base une priorité. En effet, l'éducation de base reçoit 59 % des allocations budgétaires allouées à l'éducation, l'enseignement secondaire général reçoit 16 %, le secondaire technique et professionnel, 10 %, et le supérieur 15 %. Le système éducatif a bénéficié de 22,53 % à 25,65 % des dotations budgétaires récurrentes entre 1996 et 2000 soit respectivement 32,2 milliards et 51,8 milliards de FCFA d'où une augmentation de 60,8 % en cinq ans. Les dépenses globales d'éducation pour la même période sont passées de 41 à 59,7 milliards de FCFA soit une augmentation de 45,6 %. Les dépenses d'investissements et d'équipement ont peu varié sur la période 1994-2000 car elles se chiffrent respectivement à 12,4 milliards en 1994 et 14,5 milliards FCFA en 2000 soit une augmentation de 15,08 % en six ans. A ce niveau les partenaires techniques et financiers contribuent pour plus de 80 %. Plus de 50 % du budget de l'enseignement supérieur continue d'être alloués aux bourses des élèves. Cette situation en perdurant pourrait sérieusement compromettre l'augmentation du taux de scolarisation dans la mesure où elle s'effectue au détriment, entre autres, de l'augmentation des infrastructures scolaires et de l'achat du matériel didactique. La part du budget récurrent de l'Etat consacré à l'éducation est passée de 24,7 % en 1999 à 30,2 % en 2003.

[Source : WDE]

“Education’s current budget as a percentage of the national current budget rose from 20% in 1991 to 30% in 2005, while the budget for basic education as a percentage of the education budget rose from 36% in 1993 to 65% in 2004. In 2005, the education sector budget amounted to 129 FCFA billions” [Source : World Bank-IEG. *Evaluation of the World Bank assistance to primary education in Mali. A country case study.* (By P. Bender et al.) World Bank-IEG, 2007.]

MAURITIUS

Laws and other basic regulations concerning education

The **Constitution** of 1968 makes provision for: the State having responsibility for the provision of education; any individual having the right to open a school; and admission to a school not to be denied to any pupil on the basis of race, creed or sex.

Education at all levels is governed by the **Education Act** of 1996, amended in 2001. Regulations related to the pre-primary sector are effective as from May 1997.

Under regulation 37, Subsections (1) and (2) of the Education Act of 1993, all children must attend primary school, failing which the responsible party is liable to a fine and imprisonment. Admission to a government or aided primary school is granted to pupils at the age of 5 until they are less than 13 years old.

Education is free at the primary, secondary and tertiary levels. Free education in Mauritius means that the government pays school fees and administrative charges at the secondary level. As from January 2005, education is to be free and compulsory for all up to the age of 16, with the introduction of 11-year schooling. Accordingly, relevant changes in legislation are being introduced.

Administration and management of the education system

The central administration formulates and executes educational policies. The **Ministry of Education and Human Resources** (formerly the Ministry of Education and Scientific Research) supervises and monitors all actions related to the support to be provided to education. Its main responsibilities are to provide free pre-primary and primary education, to provide admission to all children of the Republic to secondary education, and develop the tertiary sector so as to cater for the economic, cultural and social needs of the country.

The **Private Secondary School Authority** is legally empowered with overall responsibility for the grant-aided private secondary schools. Religious authorities (Catholic Bureau of Education, Hindu, Muslim, Anglican, Adventist authorities) are responsible for the management of schools falling within their purview. The **Pre-School Trust Fund** looks into all issues related to the pre-primary sub-sector. Parent-Teacher Associations help integrate the school in the community.

The **Management Trust Fund** runs two *lycées* (polytechnics) and nineteen basic secondary schools, as part of its responsibility for technical and vocational education.

The **Industrial and Vocational Training Board** (IVTB) is a parastatal organization which operated under the aegis of the Ministry of Training, Skills Development and Productivity (now the **Human Resources Unit** of the Ministry of

Education). The IVTB, set up under the Industrial and Vocational Training Act (1988), became operational in 1989 and was entrusted with the following responsibilities: to plan, monitor and evaluate training programmes; to design and develop training curricula; to implement training schemes and training programmes; to finance the training of school leavers and employees through a levy/grant system.

The **Mauritius Examinations Syndicate** has overall responsibility for the conduct of all national and other examinations. It also carries out examination-based research. The **National Equivalence Council** validates certificates in keeping with certain international standards.

The **Tertiary Education Commission** plans, rationalizes and co-ordinates the activities of the four tertiary institutions in the country. The **Mauritius Institute of Education** (MIE) provides pre- and in-service training to teachers from pre-primary through the secondary levels. The **National Centre for Curriculum Research Development**, in collaboration with the MIE, is responsible for curriculum development at both the primary and secondary levels. The **Mauritius Qualifications Authority** (MQA) has been established with the objectives of developing, implementing and maintaining a National Qualifications Framework for an effective certification system, ensuring compliance with provisions for registration and accreditation as per the MQA Act 2001 and ascertaining that standards and registered qualifications are internationally comparable. The MQA is responsible for the formulation of policies for the registration and accreditation of bodies responsible for establishing, monitoring and auditing national standards and qualifications. It is also called upon to register qualifications obtained from primary to tertiary levels, register and accredit training institutions, recognize and validate competencies for purposes of certification obtained outside the formal education and training systems, generate national standards for any occupation, keep a database of learning accounts and publish an annual list of registered unit standards, qualifications and training institutions.

The **Mauritius Research Council** identifies issues at the national level for research purposes.

The **Mauritius Educational Development Company** is a body responsible for the management of six private secondary schools. Representatives of Ministries of Health, Environment, Women's Rights and Child Welfare, Social Security are members of various committees related to the welfare of students.

Non-governmental organizations (NGOs) are particularly active in the field of adult education and literacy. Sponsorship for various educational activities and scholarships are provided by private firms; their help has also been enlisted in the setting up of pre-primary centres.

Early development and education (age group 0-5 years) is organized in two separate systems covering two distinct phases, with the infant/toddler period (age 0-3) known as Early Childhood Development (ECD) placed under the responsibility of the Ministry of Women's Rights, Child Development and Family Welfare, and the 3-5 year-olds attending pre-primary schools under the responsibility of the Ministry of Education.

Decisions about curriculum issues are taken following new trends and weaknesses identified in pupils' achievement. While the policy is established by the Ministry of Education, the formulation is done by the Mauritius Institute of Education (MIE) through the preparation of curriculum guidelines within a framework. The National Centre for Curriculum Research Development produces the learning material as well as teacher's guides.

The Education Act guarantees any company or individual the permission to set up a private school, whether at the primary or secondary levels. Equally, they are allowed to dispense post-secondary education, provided, in the latter case, they are duly recognized by the Industrial and Vocational Training Board. The National Accreditation and Equivalence Council (NAEC) will prepare and oversee a framework to interpret the range of qualifications and certificates available locally. The Council will also undertake academic audits to assure that appropriate standards are maintained. Equally, it will implement a Code of Practice for Overseas Institutions operating in Mauritius, to ensure that there is no exploitation and that their educational qualifications are equivalent.

For the secondary sub-sector, the Private Secondary Schools Authority (PSSA) has overall responsibility for the provision of grants to privately-owned institutions. The curriculum is generally the same for the private and public sectors. *Le Bocage* High School and the *Lycée Labourdonnais*, both fee paying, operate along different lines: *Le Bocage* is evaluated externally by UCLES for IGCSE, and the *Lycée Labourdonnais* follows the French system culminating in the *baccalauréat*. In 1997, the number of secondary schools authorized to function was 104, of which 96 grant-aided.

There is sufficient instruction material for all the sub-sectors, with standard textbooks being given free of charge at the primary level. Teachers' handbooks are also provided at that level. At the secondary school level, there are prescribed textbooks for the lower secondary, while subject committees, comprising teachers and inspectors among others, determine the types of textbooks relevant to the curriculum for the upper secondary. Books are readily available on the market, many of them in low-priced editions.

Schools offering science subjects generally have well-equipped laboratories, and loans are given to private secondary schools for renovation and extension of existing labs and other infrastructure. As for computer education, five computers have been given to primary low-achieving schools to help the learning process. In the secondary sub-sector, all State schools have a minimum of ten computers each, while private ones use grants given to them to improve their technological environment in pursuance of the policy of creating computer awareness and literacy at all levels.

Most of the secondary schools are underutilized after formal classes are over, except for the primary sub-sector, where classrooms can now be used by teachers for private tuition purposes after school hours (applicable to Standards IV-VI).

A School IT Project (SITP) has been prepared by the Ministry of Telecommunications and Information Technology in collaboration with the Ministry of Education and Scientific Research in 2000-2001. The SITP covers the pre-primary, primary, secondary and vocational sectors but the first priority of the project is the primary school sector. In line with the reform proposals contained in the primary school

curriculum renewal of March 2001, ICT will be first introduced as a subject in primary schools (as from January 2003) before being integrated across the curriculum in 2006. According to the SITP, all the 277 primary schools of the Republic will have, at least, a computer laboratory with twenty-one PCs, two printers, a scanner, a digital camera and a server with a LAN. They will all be connected to a network (SchoolNet) controlled by a powerful central server, based at the Ministry of Education, through which Internet connection will be possible and on which server on-line educational resources will be available. 330 ICT teachers have been recruited in 2002 for a nine-month intensive training course at the Mauritius Institute of Education. In the state secondary sector, all the thirty-nine schools are equipped with a computer laboratory with an average of fifteen PCs and the plan is to gradually increase capacity so as to reach almost a student-computer ratio of 1:1. All state secondary schools' libraries have access to the Internet.

The financing of education

The education financing system is subject to the recurrent and capital budgets as approved by the National Assembly. The recurrent budget is divided into the following three sections:

- *General.* It comprises all expenditures to be incurred in connection with the administrative cadre of the Ministry (i.e. the salaries of the minister, junior minister, the accounting officer, the administrative officers, the technical cadre, the library cadre and the physical education cadre). Other expenses such as contributions to the Parastatal Bodies (which include the Mauritius Institute of Education, the Mahatma Gandhi Institute, the University of Mauritius through the Tertiary Education Commission, the Mauritius Examinations Syndicate and the Private Secondary Schools Authority) are also incurred from this item.
- *State secondary schools.* The salaries of rectors, executing and other staffs are included under this item together with other expenses such as equipment and furniture, cost of utilities and maintenance of buildings.
- *Primary schools.* The salaries of head-teachers, the teaching and other staffs are included under this item. Moreover, expenses such as cost of utilities, maintenance of buildings, and rent of buildings are incurred under this item.

The government is the main source of financing. The Parent-Teacher Associations (PTAs) finance certain school projects, such as the purchase of computers and minor repairs. The government assists PTAs financially, by way of grants to realize their projects.

The Ministry of Education provides grants to private primary and secondary schools through the *Bureau de l'éducation catholique* and the Private Secondary School Authority (PSSA), respectively. Private secondary schools should be duly registered with the PSSA to be qualified for grants from government.

[Source: WDE]

MOZAMBIQUE

Laws and other basic regulations concerning education

Law No. 6/92 of 6 May 1992 was passed in order to readjust the general framework of the education system, and to bring the dispositions of Law No. 4/83 of 23 March 1983 in line with the country's economic and social conditions.

Higher education is governed by a specific instrument—the **Law No. 1/93**. In accordance with this Law, public higher education institutions are collective persons of public law, with legal status, and enjoying scientific, pedagogical and administrative autonomy. The new **Higher Education Law No. 5/2003** was approved in January 2003.

Under the **Decree No. 49/94** of 19 October 1994, a number of functions and powers, previously in the hands of the national Ministry of Education, are being transferred to the provincial governments.

The Ministry of Higher Education, Science and Technology was established in January 2000 in accordance with by the **Presidential Decree No. 1/2000**. In accordance with the **Presidential Decree No. 13/2005** of 4 February 2005, the responsibility over higher education has been transferred to the Ministry of Education and Culture (MEC). The same Decree defines the functions and attributions of the MEC.

Administration and management of the education system

The Ministry of Education (MINED, now the **Ministry of Education and Culture—MEC**) is responsible for planning, managing and monitoring the national education system, ensuring that it works in a unified manner. School curricula and programmes are national in character and are defined by the MEC through its **National Institute for Educational Development** (INDE, *Instituto Nacional de Desenvolvimento da Educação*). However, whenever necessary, adaptations of a regional nature may be introduced. These adaptations are approved by the Ministry.

The system is, in its original conception, highly centralized. As part of current government policy, particular functions and powers previously exercised by central state bodies are being transferred to the provincial governments—administratively, the country is divided into eleven provinces and 128 districts. This important act of decentralization will, in the near future, change the division of attributes between the central and local organs of public administration. However, the state will continue to guarantee the proper functioning of the public services and the coherence of the education system.

Through the MEC, the government establishes pedagogical guidelines and teaching programmes; determines norms for the recruitment, training and management of teaching and non-teaching staff; fixes operational norms for the establishments and

provides them with the necessary number of teaching, administrative staff, in accordance with their size; and supervises and inspects teaching activities. The Ministry also determines the school calendar for all public education establishments.

Although the administration of the education system is highly centralized, some functions are transferred to the provinces, districts and schools. For example, the planning of educational needs is a process that starts from the local level, where one identifies material resources (spaces for learning, equipment, school books and other facilities), financial resources for recurrent and capital expenditure, teaching and non-teaching staff, etc. The planning process is conducted in collaboration with the Ministry of Planning and Finance.

The administration of education at the provincial level is in the hands of the **Provincial Education Directorate** (DPE). The DPEs observe and apply the educational policy defined by the MINED in the territory under their jurisdiction. In their activity, the DPEs are led by a Provincial Director appointed by the Minister of Education, after consulting with, or on the proposal of, the Provincial Governor. In articulation with the districts, the DPEs should have a joint, overall vision of the quantitative and qualitative educational needs—that is, school attendance requirements in the short- and long-term.

Under the country's administrative division, the district is the territorial basis for educational planning, with the exception of higher education. Thus, based on the procedures of micro-planning methodology, the district is understood to be the basis for identifying educational needs at the local level. The **District Education Directorates** are led by a District Director, who is appointed by the Provincial Governor on the proposal of the Provincial Director of Education. A school director is appointed for each educational establishment, assisted by deputy directors for the pedagogical and administrative areas.

The **National Council of Higher Education, Science and Technology** is the Council of Ministers' body for co-ordination, analysis and consultation in all matters concerning higher education. The Ministry of Higher Education, Science and Technology (MESCT) was established in January 2000, but the responsibility over higher education was transferred to the MEC in February 2005. It had the following the functions: (i) elaborate policy and strategy proposals in the fields of higher education, science and technology; (ii) supervise and regulate higher education, science and technology; (iii) evaluate, monitor, analyze and plan out the areas of higher education, science and technology; and (iv) promote the science and technology in the country.

The Minister of Education is assisted by two consultative bodies whose role is to provide information and draft proposals. The **Consultative Council** includes the heads of the bodies of the top and mid-ranking areas and of the subordinate institutions. Its tasks are to analyze and provide opinions on the basic questions of MEC activity. The **Co-ordinating Council** consists of the members of the Consultative Council and the Provincial Directors of Education. Its tasks are to co-ordinate, plan and control activities undertaken by the central and local educational bodies.

Pre-school and special education are supervised by the MEC in co-ordination with the ministries of **Health** and **Women and Social Action**.

Through Decree No. 11/90 of 1 June 1990, the Government authorized private education (free or fee-paying) in all types of schools and at all educational levels, thus decentralizing one of its functions in order to create an additional capacity which would translate into expanded opportunities for access to education. Although several requests for licensing private schools have been presented to the Ministry of Education since 1990, with a few rare exceptions, consistent projects for building and equipping schools with laboratories, libraries, toilets, desks and other facilities have still not appeared. Instead, what have appeared are flimsy buildings, which provide evidence of the difficulties faced by the private sector in mobilizing funds. The coverage is manifestly low, and this is worsened by the sharp disparity between provinces. Among the private schools currently operating, two types can be distinguished: those whose activities are almost free of charge, and which are organized by humanitarian groups, communities, NGOs and other segments of civil society; and those which are profit-making bodies. In both cases, and in accordance with the law, the curriculum used in private schools is the same as that approved by the MINED for use in the official schools, though there are also possibilities to teach other subjects. Pupils at private schools sit the national examinations. Teachers who work in private schools have generally been trained in public teacher training establishments. The government policy for private education consists in encouraging its expansion and development, particularly in areas that are not covered by public education.

Since independence, it has been up to the Ministry of Education to design the curriculum for all types and levels of education, prepare programmes and textbooks, as well as test and distribute them through a company created for that purpose. The price of textbooks was heavily subsidized, which was why all pupils acquired them for the same price, regardless of the economic situation of their family. Despite the policy of general consumer subsidies, textbooks distributed never reached pupils, due to several problems: the limited capacity of the national printing industry; defective distribution circuits; and lack of purchasing power, particularly in rural communities. The Ministry has redefined its school textbook policy, and books are sold at their real price, with a system of support for the poorest pupils established through the mechanism of the School Fund. Through this fund, at least in primary education, measures were taken to distribute books free of charge to all students and teachers in 1996. Textbooks are produced partly in Mozambique, in accordance with existing capacities, with the deficit covered by ordering from abroad.

School equipment is insufficient to meet the needs. There are significant shortages of basic equipment such as: blackboards, assorted auxiliary educational materials, and school desks in primary education. At the general secondary and technical education levels, the shortage of laboratories, audiovisual equipment and computers is well known. The number of classrooms increased substantially, but it is still insufficient to meet the growing social demand. Under these conditions, which are worsened by the physical deterioration of facilities and by their use for two or three shifts a day, the teaching-learning process has suffered with obvious prejudice for academic results. Multiple shifts are a typical phenomenon in urban areas. According to 1995 statistical data, Maputo city and Maputo, Sofala and Manica provinces have the highest number of EP1 classes receiving lessons in the third shift—23%, 21%, 20% and 13%, respectively. In these provinces, the incidence of the third shift is limited to the provincial capitals, with the exception of Maputo, where the phenomenon tends to be generalized throughout all districts that have urban characteristics. In the remaining provinces, including the most populous ones (Nampula and Zambezia), the percentage of classes taught during the third

shift is not higher than 8% of the classes in each province. In the rural areas, due to the irregular distribution of human settlements, educational establishments generally operate in one shift.

The General Statute of State officials establishes the framework of rights and duties of teachers as public officials. The Statute of Teachers defines the mechanisms whereby teachers are inserted into their profession. Both the General Statute of State Functionaries and the Statute of Teachers confer equal treatment for teachers of both sexes in matters such as wages, training, holidays and other benefits. Apart from their annual holidays, pregnant teachers may take a maternity leave of sixty days, which may start twenty days before the probable date of the baby's birth. In this situation, the teacher retains all the rights inherent to her activity, and after the maternity leave she has a right to thirty minutes in each period of the day to breastfeed her child, during six months.

[Source: WDE]

“Technical and vocational education (TVE) is mainly provided by the National Directorate of Technical Education (DINET) in the Ministry of Education and Culture (MEC), but there are also other government Ministries and a small number of training institutions that are providing post-primary technical education. DINET is responsible for approximately 42 TVE training institutions offering pre-employment training of which the great majority is equivalent to lower secondary level (Grade 10). The Ministry of Labor (MINTRAB) through the National Institute for Technical Training (INEFP), NGOs and churches offer non-formal Vocational Training (VT), mainly short-term training, to different target groups of employed and unemployed, mainly school leavers without alternative educational and economic options in the labor market. Other Ministries, such as Public Works, Agriculture and Tourism also offer vocational training programs through a network of separately managed training centers. Quality is perceived to be very low in the general public training systems offered by DINET schools and INEFP training centers, a situation caused by under-qualified and insufficiently skilled teachers/instructors, a shortage of teaching aids, partly dilapidated workshops for practical training and an outdated curricula, which is overloaded with academic subjects (almost 50 percent in some instances) and few linkages with industry to strengthen the quality of student practices.

A major problem of the current TVET environment is its fragmentation and the uncoordinated manner in which each sub-system is managed and administered. There is a lack of an institutional framework to organize, articulate, integrate, regulate and ensure the quality of training interventions and programs. This often leads to unnecessary duplication of efforts and suboptimal use of scarce training resources. Although the TVET institutions offer equivalency to academic qualifications, the pathways to *cross* from one system to another are not always straightforward and there are no mechanisms in place to recognize previously-acquired learning. The system offers little flexibility to stimulate a continuous upgrading of skills to respond to changing labor market needs or production innovation opportunities. The centralized decision-making structure in the formal TVET system, coupled with a generally weak management capacity at school and training institution level, contribute to the inefficient use of resources and limit public training providers from responding to the specific requirements of target groups and the needs of the local economic environment. Historically, the governance and management of the public training system has not involved employers, industry representatives or civil society to any significant extent, with the consequence that training programs and the

curricula remain disconnected from the labor market context. [Source: World Bank. *Technical and vocational education and training project. Project appraisal document.* Report No. 33174-MZ. February 2006. FOR OFFICIAL USE ONLY.]

The financing of education

In 1997, the recurrent educational budget amounted to 17.2% of the total General State Budget (OGE), and showed a significant, real increase when compared with the 1984 budget. This increase was most significant for the wage component which absorbed 75% of total educational expenditure, and was aimed at the admission of new teachers, particularly for primary education, in accordance with the government's policy of prioritizing expansion of access to this educational level. The recurrent budget was distributed among the various levels of education in the following way: Primary education: 46.0%; General secondary education: 10.2%; Teacher training: 0.3%; Technical and professional education: 6.7%; Higher education: 22.2%; Central and provincial administration: 14.8%.

In 1995, education as a whole received 10.7% of the total state budget for investment expenditure. By level of education, the distribution of the investment budget that year was as follows: Primary education: 24%; Secondary education: 14%; Technical and professional education: 12%; Teacher training: 23%; Higher education: 27%.

In analyzing educational expenditure, it is important to emphasize that there is no systematized knowledge about the entire government effort in the educational field, since apart from the budget directly allocated via the Ministry of Education, other sectors of the government also undertake training activities financed from the state budget. These expenses are not included as part of the overall budgetary effort for education.

Funding sources for higher education in Mozambique are: the general state budget; international co-operation funds; and the income generated by the institutions themselves. Foreign aid has played an extremely important role in education financing. In 1993, the non-wage costs financed by foreign sources exceeded the levels of internal funding and represented half the total of current aid. But these contributions referred only to certain inputs such as the production of school textbooks, food aid, assistance in paying import duties, freight charges and other costs in the central and provincial administration. Many other important school inputs, such as teachers' manuals and basic classroom equipment, are seriously under-funded.

There are no systematized data that would allow quantifying the significance of the direct contributions made by families to education. However, there are indications that in most schools in urban and peri-urban areas (excluding state paid wages) non-wage funds are derived from financial contributions which are decided by common agreement between the parents and the school. Private education is basically financed by non-governmental sources. However, in 1995 the government began to finance a small number of community schools by paying wages to their teachers and providing textbooks for the pupils.

[Source: WDE]

NAMIBIA

Laws and other basic regulations concerning education

The drafting of a new Education Bill commenced about in the middle of the 1990s, but was tabled in Parliament only in September 2000. The **Education Act No. 16** was finally promulgated in December 2001. The primary objectives of the Act are to: provide for an accessible, equitable, qualitative and democratic national education service; provide for the establishment of the National Advisory Council on Education, the National Examination Assessment and Certification Board, Regional Education Forums, School Boards and the Education Development Fund; establish state and private schools and hostels; establish the Code of Conduct for the teaching profession; and establish the Teaching Service Committee.

The **Constitution** of the Republic of Namibia adopted on February 1990 states that: all persons shall have the right to education; primary education shall be compulsory and the State shall provide reasonable facilities to render effective this right for every resident within Namibia, by establishing and maintaining State schools at which primary education will be provided free of charge; children shall not be allowed to leave school until they have completed their primary education or have attained the age of 16 years, whichever is the sooner (Article 20).

Administration and management of the education system

Primary and secondary schools are under the responsibility of the Ministry of Basic Education and Culture (MBEC, now the **Ministry of Basic Education, Sport and Culture**—MBESC). The organizational structure of the Ministry consists of two main departments: Formal Education and Culture and Lifelong Learning. There are three Directorates separate from but working closely with these departments: the Directorate of General Services, the National Institute for Educational Development, and the Directorate of Planning and Development.

Those directorates that form the Department of Formal Education Programmes are: Educational Programme Implementation and Monitoring; Inspectorate and Advisory Services; Special Education Programmes; and National Examinations and Assessment. Those directorates that form the Department of Adult and Continuing Education, Libraries, Arts and Culture are: Adult Basic Education; Namibian College of Open Learning; Arts and Culture; and Library and Archives Services. All the above-mentioned Directorates are based at the Ministry's Head Office. In addition, there are seven **Regional Education Offices**.

Technical, vocational and higher education institutions are under the responsibility of the **Ministry of Higher Education, Vocational Training, Science and Technology** (MHEVTST), established in 1995. The MHEVTST is also responsible for the

administration of the four teacher education colleges, while the MBEC, through the **National Institute for Educational Development (NIED)**, is responsible for the development of the curriculum and other programmes in teacher training. The Ministry of Women Affairs and Child Welfare (now the **Ministry of Gender Equality and Child Welfare**) is responsible for early childhood education.

The agricultural colleges are under the responsibility of the **Ministry of Agriculture, Water and Rural Development**. The **Namibia Qualifications Authority (NQA)** has been established in late 1996. The NQA is responsible for quality assurance, the accreditation process, the evaluation of qualifications, and standard setting procedures.

Pre-school education establishments are operated by the local communities and non-governmental organizations. The Ministry of Basic Education is responsible for the training of trainers and for curriculum development. The National Early Childhood Development (ECD) Policy was adopted by Cabinet in February 1996. It addressed the establishment of early childhood programmes in relation to national development, and defined the respective roles of the government, NGOs, parents and the local communities in the provision of support for early childhood development. The Policy has been reviewed in 2005. This review was carried out through a long process of consultations at the national, regional and community levels among a broad range of relevant stakeholders. As a result of this process, a comprehensive draft document has been completed. In parallel to the policy review process, high-level discussions are taking place within government concerning the possible reallocation of responsibilities between the Ministry of Gender Equality and Child Welfare for children aged 0-4 (early years) and Ministry of Education for children in the age group 5-6 years (i.e. pre-primary education). The responsibility for pre-primary education was transferred from the Ministry of Education to local communities under the jurisdiction of the Ministry of Regional, Local Government and Housing in 1995. With the creation of the Ministry of Women Affairs and Child Welfare in 2000 (recently changed to Ministry of Gender Equality and Child Welfare–MGECW), pre-primary education and early childhood development catering for the less than 6 years age group, were assigned to this new Ministry, with the Ministry of Education being responsible for curriculum content.

The National Institute for Educational Development (NIED) in the Ministry of Basic Education, Sport and Culture is responsible for spearheading educational reform and for the on-going development of curricula and teaching programmes for the school system. The Institute established and manages the national Curriculum Panels and Committees, which are obliged to provide continuous support to the NIED on curriculum issues. The NIED and these bodies carry the prime responsibility for all curriculum issues, since they are in contact with the grass root level in monitoring, evaluating, and reviewing the curricula.

Textbooks are generally commissioned by publishers in the private sector and submitted to NIED for evaluation and approval, but when necessary NIED and its bodies initiate the development of learning materials. These bodies also develop teachers' guides and support materials and participate in teachers' upgrading activities.

The Panels and Committees submit all suggestions for changes to the curricula and teaching programmes, to the Curriculum Coordinating Committee (CCC) in the Institute for consideration. If needed the submissions are referred back with directives or

for further research. If accepted by the CCC, the issues are endorsed and forwarded to the National Examinations Board for consideration and approval. The Examination Board carries ultimate responsibility for approving the study programmes as per curriculum and subject syllabi. The process is mostly from bottom to top. However, the Examinations Board is also obliged to instruct the Institute to pursue specific curriculum issues or suggest policy changes or areas to be included in the curriculum in the national interest.

In 2000, the Ministry decided to review the experiences of curriculum development and reform of the first decade of independence, and to look ahead to the needs and challenges of curriculum development in the next decade. The Ministry established a Curriculum Review Task Force consisting of the major partners and stakeholders in education, including teachers' unions, the University of Namibia, the Polytechnic of Namibia, vocational training and the colleges of education. The Task Force had to analyze the recommendations made by the Ministry's Efficiency Programme Report (1996) and by the Presidential Commission (1999). Some of these recommendations suggested streamlining and rationalization of the curriculum, while others suggested the inclusion of new subjects or new elements in the existing subjects. However, the curriculum review goes beyond the recommendations of the above reports and examines the basic education and senior secondary curricula in terms of design, relevance, efficiency, language issues, assessment, consistency and coherence. The processes of curriculum development as well as the models utilized are also considered. In 2001, the NIED undertook a review of the full school curriculum. One of the issues to be addressed was the possible rationalization of the many optional subjects at junior and senior secondary level. The problems encountered were that curriculum developers do not always keep abreast of developments in their subject areas, while some curriculum developers lack the necessary expertise and attitudes necessary for successful curriculum development. Furthermore, the general public and some politicians often speak as if all the problems of society can be addressed through adapting the school curriculum. Such unrealistic expectations, if implemented, would lead to curriculum overload.

The Directorate of Adult Basic Education is dedicated to the provision of basic skills to disadvantaged adults and out-of-school youth, to enable them to improve their own lives and contribute more effectively to national development. The Adult Skills Development Programme is in the process of establishing related programmes such as the Adult Upper Primary Education Programme and the Community Learning and Development Centres to take care of the educational needs beyond literacy. In November 1994, the Namibian College of Open Learning (NAMCOL) was created as a separate directorate within the Ministry of Basic Education and Culture. This was the first step along the road to the establishment of a semi-autonomous institution as mandated by the Cabinet. In 1996 further progress was made towards this goal with the completion of draft legislation and its consideration by Parliament. In 1997 by Act of Parliament (Act 1 of 1997) it became a parastatal entity, offering junior secondary and senior secondary education and various other programmes to out-of-school youth and adults.

[Source: WDE]

“An institutional framework governing and facilitating services to young children has been established and is evolving. Under this framework, the intention is that ECD centres will be registered and monitored, and caregivers will be provided with practical support in the form of simple guidelines on the management of centres and a manual covering

various ECD topics. Together with NGOs the government has piloted a number of new approaches including homebased programmes. The National Institute for Educational Development (NIED) has developed a 12-week training programme for caregivers, currently under training for piloting in 2006. The responsibility for pre-primary education will move from MGECW to MoE in 2006, the long-term intention being to establish pre-primary classes in primary schools. Currently, no structures of staff exist to support such a development.

Shortages of books and instructional materials persist, especially in primary schools, inclusive and special schools. Each learner should have 7 core books in primary school, but actually between 1.6 and 3.6 is the norm, depending on the region. In junior secondary learners should have 13 books, but actually only 4-8 books per learner are found. Other than a textbook shortage, Namibian schools are characterised by a dearth of other instructional materials, such as learner workbooks, teaching aids and enrichment materials.

A substantial proportion of schools still lack the physical facilities that constitute an enabling teaching and learning environment. Moreover, pre-independence inequalities in resource inputs persist, specifically in the provision of education to learners with special needs and implementation of inclusive education, as well as appropriate support for orphans and other vulnerable children. Schools in the poorest communities of Namibia are least provided. In adverse weather inadequate facilities interfere with regular teaching and learning processes and lead to loss of physical resources. They also pose a challenge to efforts at modernising teaching and learning, especially the use of ICTs as instructional tools.

In 2003, Cabinet approved the establishment of the Namibia Training Authority (NTA) to take overall responsibility for management of the system under the direction of employers and other stakeholders, and also to devolve greater authority to vocational training centers (VTCs) to improve their management capacity and contextual relevance. A Project Management Unit (PMU) has been created to prepare for the establishment of the NTA. One of its main achievements has been the formation of Technical Working Groups (TWGs) and National Assessment Panels (NAPs) in which industry is fully involved and chairs the different Committees. The TWGs develop standards, qualifications and competency based education and training (CBET) modularised curricula for technical trades, commercial courses as well as hospitality and tourism. NAPs develop and manage national assessment and certification arrangements in their areas of responsibility. Despite the NTA not being legally established the above-mentioned have been achieved. Premises to accommodate the NTA was purchased by the government. Management of the VET system is presently lodged in the MoE and is highly centralised. This presents several problems: employers tend not to be involved in the direction of the system even though they employ most of the graduates of vocational training and know what skills are required, and training institutions have little authority which dampens incentives and accountability.

The tertiary education and training sub-sector lacks a central advisory and regulatory body that can interpret national development policies, priorities and goals. The sub-sector has experienced the following problems: lack of vision and coordination; lack of articulation of programmes; and lack of standards and procedures for accreditation and transfer of individual credits between institutions. A National Council for Higher Education (NCHE) was formally established by a parliamentary act, Act 26 of 2003. The objectives for the council are to advise the Minister of Education on policies both on the Minister's demand and on its own accord in questions regarding: (a) a coordinated system of tertiary education; (b) access with equity to tertiary education; (c) quality assurance in

tertiary education; and (d) allocation of funds to public tertiary education. The council was launched towards the end of 2005 and several sub-committees have been established.

The current capacity of the MoE to lead the sector and deliver education services is constrained by several factors: (a) a lack of effective partnerships and an inadequate division of labour among the MoE and existing partners, particularly other ministries and agencies of government; (b) an inadequate organisation structure within the ministry itself; (c) a sub-optimal use of the key tools of leadership by its managers; and (d) a management culture and practice that are not conducive to optimal performance. The division of labour in the sector is unclear in a number of areas and sub-optimal in others. Changes in the roles and functions of education sector ministries, as well as the creation or preparations for the creation of a number of new bodies have resulted in an unclear allocation of roles, functions and responsibilities. They have introduced both real and perceived functional overlaps, resulting, or capable of resulting soon, in role conflict and in the slowing down of action. Insufficient attention is paid by the MoE to the creation and cultivation of partnerships that could potentially contribute to education, both in the public and private sectors.

Currently, there is no integrated, comprehensive asset management policy and the allocation of physical resources is not linked to operation requirements, norms and standards. There are great differences in the provision of these resources between head office and regional offices, as well as between different regions. These resources are not always properly used. Vehicles and office equipment are not serviced and maintained regularly, leading to untimely wear and tear. Vehicles, in particular, are a source of much concern.

Depending on how it is defined, there are at least 10 different public agencies in the education and training sector, other than the individual schools, vocational training centres and colleges of education run by the MoE. These include four ministries that are directly involved in the sector (the MoE, MGECW and MOF and MWTC) the NPC, the NCHE, UNAM, PON, the NQA and NTA. The respective roles and functions of these agencies are not always clear and there seem to be significant functional overlaps and possibly some gaps among them. The formation of some new bodies, such as the NCHE and NTA, has significant implications for what the Ministry is doing in the areas of tertiary and vocational education and training. Lack of clarity, overlaps and the gaps lead to role conflict between the MoE at the national level and its regional offices, which in the context of decentralisation will report to regional councils, and the link to the Ministry of Regional and Local Government, Housing and Rural Development, is also problematic. Important decisions will have to be made with respect to the extent of devolution. The capacity to decentralise will have to be greatly enhanced. The challenge is to identify and clarify a logical and productive division of labour among all these agencies, as well as an optimal distribution of decision-making powers among the national and regional levels of government in the sector.

In Namibia, the function of human resources management is carried out more in the mode of a personnel function than an HRD function. The Public Service Commission carries out and manages many of the personnel management tasks and the MoE assumes that any additional and complementary personnel management tasks are to be carried out by the managers of individual functional units. The MoE, therefore, does not have a dedicated organisational home for the HRD function and does not have a conceptual framework for it. The vision, mission, policies and strategies that exist were introduced by the Public Service Commission for all public servants and the MoE has not developed further derivative policies and strategies that will apply to its particular situation, except for training. Individual directors and unit managers do not have sufficient knowledge and

skills to carry out the tasks of managing people at their level. The MoE is not managing the numbers, utilisation and efficiency of its staff well.” [Source: Republic of Namibia. *Education and Training Sector Improvement Programme (ETSIP). Programme Document, Phase I: 2006-2011*. February 2007.]

The financing of education

The 1998/99 budgeted amount of N\$1,467.5 million is one of the largest single allocations made to a ministry from the national budget. But this must be seen against the Ministry’s responsibility for nearly half a million school-going children, apart from the adults that the Ministry reaches through its adult learning programmes and the arts, culture, museum, archives and library services which the ministry provides to the nation as a whole. The increase of N\$132.1 million over the 1997/98 budgeted expenditure is accounted for by further steps in the implementation of the recommendations of the Wages and Salary Commission, notably the personnel appraisal system, coupled with a general salary increase for public servants, and the implementation of provisions of the Labour Act.

The actual expenditure incurred on personnel employment by the Ministry represents 86.8% of the total appropriation for 1998/99. The allocation made to provide materials and supplies to primary and secondary schools represents 1.81% of the total appropriation. From 1990 to 2002 public spending on education in Namibia has risen nearly fivefold. It is estimated that in 2000/01 public expenditure on education represented 9% of GDP.

[Source: WDE]

“Education is expected to play a central role in accelerating economic growth and social development. To do this government has provided a strong resource base for education, including up to 23.34% of total public spending and 7.5% of GDP. The delivery points in education have been decentralised to the thirteen education regions of the country. Administration and the management of education, which includes over 70% of budget implementation, is the responsibility of the regional directors. They are also responsible for capital budget monitoring and data collection for EMIS. The administration of schools is decentralised to circuit level, to cluster level and to school level through school boards. Various policies such as for HIV and AIDS and for ICT have been formulated for implementation. National standards for schools and teachers have also recently been finalised.” [Source: Republic of Namibia. *Education and Training Sector Improvement Programme (ETSIP). Programme Document, Phase I: 2006-2011*. February 2007.]

NIGER

Lois et autres règlements fondamentaux relatifs à l'éducation

Tel que le prévoit la nouvelle **Loi d'orientation du système éducatif n° 98-12** du 1 juin 1998, l'éducation formelle comprend l'enseignement de base, l'enseignement moyen et l'enseignement supérieur. L'enseignement de base est garantie à tous et comprend le préscolaire, le cycle de base I et le cycle de base II. Le préscolaire concerne les enfants âgés de 3 à 5/6 ans. Le cycle de base I, d'une durée de six ans, accueille les enfants âgés de 6 ou 7 ans. La durée normale de la scolarité est de six ans. La durée normale du cycle de base II est de quatre ans. L'enseignement moyen constitue le deuxième degré d'enseignement ; il est composé d'une filière d'enseignement général et d'une filière d'enseignement technique et professionnel.

Le **décret 95-020/PRN** du 25 février 1995 portant réorganisation du Ministère de l'éducation nationale (MEN) consacre la scission des deux ministères qui précédemment étaient regroupés en un seul département : celui du Ministère de l'enseignement supérieur et de la recherche, et celui du Ministère de l'éducation nationale.

Le texte portant création et organisation des structures de participation – **décret 2003-195/PRN/MEB1A/MESSRT** du 24 juillet 2003 qui modifie le décret 99-393/PCRN/MEN du 23 septembre 1999 – consacre la participation de la population à l'effort de scolarisation ouvrant ainsi la voie pour une politique plus soutenue de développement de l'offre. La création des écoles communautaires sur l'initiative de la population participe de cette volonté d'impliquer davantage les parents dans la prise de décision relativement à la satisfaction de la demande sociale d'éducation dans les zones non couvertes.

Pour répondre ne serait-ce qu'en partie à la demande en enseignants, le gouvernement a institué le volontariat depuis 1998 et créé par décret **2003-234/PRN/MESS/RT/MEB1A/MFP/T** du 26 septembre 2003 le statut d'enseignant contractuel. Ce texte a pour objet d'améliorer la situation des enseignants non fonctionnaires en vue de les motiver davantage.

Administration et gestion du système d'éducation

Sur le plan administratif, le Niger est un Etat unitaire fortement centralisé. Il est composé de huit départements ou unités administratives territoriales dont les chefs lieux sont : Agadez, Diffa, Dosso, Maradi, Tahoua, Tillabéri, Zinder et la capitale Niamey, avec un statut particulier. Ces circonscriptions administratives sont aussi le siège d'une administration déconcentrée, constitués des collectivités territoriales ou arrondissements. Une réforme administrative dans le cadre d'un processus de décentralisation prévoit une restructuration du pays en régions qui seront dirigées par des gouverneurs.

Le **Ministère de l'éducation de base et de l'alphabétisation** et le Ministère de l'enseignement supérieur et de la recherche (depuis septembre 2001, le **Ministère des enseignements secondaire et supérieur, de la recherche et de la technologie**) gèrent la presque totalité du système et constituent l'essentiel du dispositif de formation formelle. A cela, il faut ajouter des structures de formation (formelle et non formelle) tenues par d'autres ministères. Le **Ministère de la jeunesse, des sports et de la culture** gère l'Institut national de la jeunesse et des sports (INJS) ; cette structure a pour objectif de former les cadres moyens et supérieurs dans le domaine du sport et de la culture. Le **Ministère de la santé publique** gère l'Ecole nationale de la santé publique (ENSP) dont la vocation est de former les techniciens de la santé (infirmières, sages-femmes, assistantes sociales, laborantines).

Le **Ministère de la fonction publique** gère l'Ecole nationale d'administration qui fournit à l'Etat des cadres administrateurs des niveaux moyen et supérieur. Le **Ministère de l'information** a la gestion de l'Institut de formation en techniques d'information et de communication (IFTIC). D'autres ministères assurent des enseignements et une formation continue spécialisés dans leurs domaines de compétence.

Le Plan décennal de développement de l'éducation (PDDE 2003-2013) c'est un vaste programme qui prolonge les activités du Projet sectoriel de l'enseignement fondamental. Il s'inscrit dans la stratégie globale de développement humain durable et de réduction de la pauvreté. Le PDDE est également une traduction de l'engagement du Niger à atteindre les objectifs de l'Education pour Tous (EPT) en 2015. Dans le cadre du Programme, il est prévu l'implication et la responsabilisation des parents et des élèves eux-mêmes à travers l'institution des gouvernements scolaires et les Comités de gestion des écoles (COGES). Dans cette perspective, une Cellule nationale de promotion des COGES est mise en place avec des démembrements au niveau régional et sous-régional.

Le Ministère de l'éducation comprenait treize directions centrales rattachées au Secrétariat général. Les **Directions régionales** (DR) sont installées au niveau des chefs lieux de département et représentent le ministère. On comptait huit Directions régionales dans le pays, chacune d'elles dirigée par un Directeur régional de l'éducation et de la recherche (DRER) qui est soit un inspecteur de l'enseignement primaire soit un inspecteur de l'enseignement secondaire. Pour faciliter davantage l'exécution du Programme décennal (PDDE) le ministère a été réorganisé par décret numéro 2003-093/PRN/MEB1A du 25 avril 2003. Ce texte crée trois directions générales : la Direction générale de l'éducation de base (DGEB), la Direction générale de l'éducation non formelle (DGENF) et la Direction générale de l'administration et des ressources (DGAR). La réforme porte le sceau de l'entrée par les fonctions en lieu et place de l'approche sectorielle. Au niveau terrain, et cela suite à la création du Ministère des enseignements secondaire et supérieur, de la recherche et de la technologie en septembre 2001, les huit directions régionales de l'éducation ont pris la dénomination de Directions régionales de l'enseignement de base 1 et de l'alphabétisation (DREBA) et ont été réorganisées pour refléter le dispositif institutionnel du niveau central. Le second Ministère en charge de l'éducation a également créé ses directions régionales (DRESS). Au niveau sous-régional le dispositif est resté inchangé.

Chaque Direction régionale coiffe les **Inspections de l'enseignement du premier degré** (IEPD) et les **Inspections de l'enseignement secondaire** (IES) de la région. Dans

certaines régions (Niamey et Zinder notamment), il existe des inspections de l'enseignement arabe qui sont placées sous la tutelle des Directions régionales.

Les Inspections de l'enseignement du premier degré, au nombre de quarante-neuf, ont pour tâches principales d'assurer la gestion technique et administrative des écoles primaires et d'encadrer les maîtres dans leur travail pédagogique à travers les Cellules d'animation pédagogiques, estimées à 500 environ. Les IEPD sont tenues par des inspecteurs de l'enseignement primaire assistés dans leur fonction par les conseillers pédagogiques du même ordre, tout comme les Inspections de l'enseignement secondaires qui assurent les mêmes tâches ; leur effectif est évalué à onze dont quatre pour la communauté urbaine de Niamey.

Il faut signaler aussi l'existence de deux Inspections des jardins d'enfants dirigées chacune par une inspectrice de l'enseignement du premier degré.

Trois niveaux de consultation, de concertation et de prise de décision en matière d'orientation et de gestion du système éducatif sont proposés dans le cadre de la nouvelle politique éducative nigérienne. Le **Conseil national de l'éducation** est l'organe de concertation sur avis duquel sera élaboré et applique toute nouvelle mesure intéressant le devenir de l'éducation. Le **Conseil régional de l'éducation** est l'organe chargé du suivi de la politique éducative au niveau régional. Le **Conseil sous-régional de l'éducation** est chargé du suivi de la politique éducative au niveau sous-régional.

L'enseignement préscolaire fait partie de l'enseignement de base et concerne les enfants de 3 à 5/6 ans. Il existe plusieurs programmes formels ou non formels prenant en charge la protection et l'éveil de la petite enfance. Au niveau formel, deux ministères s'occupent de l'organisation et de la gestion des structures d'accueil de la petite enfance : le Ministère de l'éducation de base qui organise et gère l'enseignement préscolaire dans les classes maternelles et les jardins d'enfants ; et le Ministère du développement social, de la population, de la promotion de la femme et de la protection de l'enfant, qui gère les centres d'accueil des enfants abandonnés ou en difficultés.

Dans un cadre non formel mais bien structuré, d'autres enfants sont pris en charge par des *marabouts*, éducateurs au niveau des écoles coraniques. Les écoles coraniques sont un cadre dans lequel l'enfant, placé sous la responsabilité du *marabout*, apprend à réciter et à lire des versets du Coran. Cela le prédispose à un apprentissage ultérieur. Les parents y placent leurs enfants pour qu'ils reçoivent une éducation islamique mais surtout pour les préparer à mieux s'insérer dans la vie active. A partir de 3 ans, l'enfant est souvent confié au *marabout* pour une longue période. Ces structures n'étant pas prises en compte dans le recensement scolaire du Ministère de l'éducation ni même dans celui du Ministère du développement social, les enfants qui les fréquentent ne sont donc pas comptabilisés dans les effectifs des structures d'éveil et de protection de la petite enfance de l'Etat et conséquemment dans les statistiques scolaires officielles. L'enseignement préscolaire au Niger a la particularité d'être essentiellement implanté en zone urbaine et d'être partout payant, dans le privé tout comme dans le public. C'est le seul type d'enseignement où le privé est très développé.

Signalons que sur le plan administratif, l'inspection de l'enseignement préscolaire, bien que n'étant pas de l'échelon central, a une compétence sur l'ensemble du territoire national. Au niveau des régions et des sous-régions, les inspecteurs de l'enseignement primaire exercent leur tutelle sur le préscolaire. Il n'existe rien d'officiel dans le domaine des programmes. Les éducateurs, formés pour les classes du cycle primaire, se

débrouillent comme ils peuvent et utilisent des livres non adaptés pour l'apprentissage de la lecture, de l'écriture et du calcul. Aussi l'approche pédagogique utilisée est inadaptée et laisse de côté plusieurs aspects de la personnalité de l'enfant.

L'enseignement privé prend en compte les écoles coraniques et les classes dans la catégorie des structures dites *para-scolaires* au même titre que les écoles de catéchisme, les cours d'adultes, les orphelinats. Les écoles coraniques sont en principe ouvertes à tous (enfants comme adultes). Selon un recensement de l'UNESCO, les écoles seraient au nombre de 40.000. Elles sont généralement ouvertes dans les centres urbains et dans les villages. Le nombre d'élèves varie d'une école à l'autre, selon l'audience du *marabout*. L'éducation des écoles coraniques est basée sur la religion ; l'enseignement consiste en l'apprentissage du Coran et de la morale religieuse. Il est dispensé par étape dont la durée varie selon les apprenants. Il existe une seule catégorie d'enseignants : le *marabout*. Celui-ci peut être soit un homme, soit une femme (ce qui est quand même plus rare).

L'apprentissage est basé sur la mémorisation sans la compréhension. Il est individualisé et chaque élève progresse à son rythme. En fin d'étape, l'élève doit montrer ses capacités de maîtrise du Coran en présence d'un jury composé de maîtres (marabouts) et des parents. Après ce niveau, il passe chez un autre marabout pour apprendre à comprendre le Coran. A la suite de cette étape, il doit aller auprès d'un autre maître pour apprendre la théologie et c'est à l'issue de ce passage qu'il devient marabout.

Selon la loi d'orientation du 1998, l'éducation non formelle est assurée dans : les centres d'alphabétisation et de formation des adultes ; les écoles confessionnelles ; les centres de formation partagée ; et dans diverses structures occasionnelles de formation et d'encadrement. Les formations doivent répondre aux finalités de l'éducation de base. L'éducation informelle est le processus par lequel une personne acquiert durant sa vie des connaissances, des aptitudes et des attitudes par l'expérience quotidienne et les relations avec le milieu. La formation des cadres d'alphabétisation est assurée par le Centre de formation des cadres de l'alphabétisation et l'Ecole normale supérieure. Deux catégories de cadres sont formés : les cadres moyens (instituteurs) dont la formation dure trois ans pour les admis au brevet d'études du premier cycle (BEPC) et un an pour le cycle professionnel ; les cadres supérieurs (professeurs de collège) dont la formation s'étale sur deux ans.

De 1963 à 2002 le Ministère de l'éducation a organisé l'alphabétisation des adultes à travers la Direction de l'alphabétisation et de la formation des adultes. Cette direction érigée en Direction générale en 2003 renferme trois directions centrales : la direction des programmes d'alphabétisation et de formation des adultes ; la direction de la formation, du suivi et de l'évaluation ; et la direction de la documentation et du matériel didactique. Au niveau opérationnel 40 services déconcentrés installés sur l'ensemble du territoire national sont chargés de la mise en œuvre des activités.

Dans le domaine de l'éducation non formelle les réalisations de ces dernières années ont porté sur l'élargissement de la formation professionnalisante au profit des jeunes peu ou pas scolarisés des zones rurales à travers les Centres de formation en développement communautaire (CFDC). Cette formation professionnelle et technique vise à répondre aux besoins technologiques des producteurs ruraux et à améliorer leurs conditions de vie. Le nombre des CFDC est passé de 8 en 2000 à 25 en 2004 dont 10 féminins ; les effectifs quant à eux sont passés de 1.475 en 2003 à 1.929 en 2004. Le second volet de l'éducation non formelle, le principal du point de vue des réalisations, à savoir l'alphabétisation des adultes a enregistré une augmentation sensible du volume de ses activités en raison essentiellement de la contribution du Projet d'appui au

développement de l'éducation non formelle (PADENF) qui financent des organisations de la société civile pour exécuter des projets d'alphabétisation.

En 2001, le Niger comptait pour les trois cycles de l'enseignement de base (préscolaire, base 1 et base 2) 16.748 salles de classe dans le secteur public réparties entre 5.236 écoles. L'on relève que 5.901 salles de classes se tiennent sous paillote dont 89 au préscolaire, 5.564 au cycle de base 1 et 1.248 au cycle de base 2. Ainsi, ce sont au total plus de 257.000 élèves dans les trois cycles qui sont enseignés sous abris précaires. Les dotations en manuels et fournitures sont largement insuffisantes : un livre de lecture pour trois voir quatre élèves dans le public. Le gouvernement dépense moins de 1 dollar EU par élève pour le matériel didactique.

[Source : WDE]

« Depuis 1998, le nombre de personnels enseignants des établissements publics a globalement presque doublé mais ceci a été réalisé du fait des recrutements massifs et exclusifs d'enseignants volontaires de l'éducation (2 500 environ par an en moyenne) depuis cette date. L'absence de recrutement de fonctionnaires a conduit à une réduction progressive de leur nombre du fait des départs en retraite et de certains changements d'activité (il augmente entre 1998 et 1999 du fait des recrutements antérieurs dans les écoles de formation). Alors qu'en 1998, la quasi totalité des enseignants du cycle de base 1 étaient des fonctionnaires (seulement 198 enseignants du service civique), en 2002–03 plus de la moitié sont des volontaires de l'éducation.

Presque 8% des écoles ont des locaux vraiment en mauvais état. Un peu plus de 43 % des écoles ont des bâtiments plutôt en bon état et le reste, qui représente environ la moitié (49,4 %), ont une partie de leurs salles en bon et une autre en mauvais état sans qu'on puisse faire de façon exacte la part des choses. Concernant le mobilier scolaire, dans presque 44 % des établissements, il y a moins de quatre élèves par table-banc. Ce dernier pourcentage est plus élevé en milieu urbain avec une valeur de 64 % contre seulement 41 % en milieu rural. Il faut aussi remarquer que dans 18 % des écoles, chaque table-banc est utilisée en moyenne par plus de quatre élèves. Concernant les autres équipements, plus de 73 % des écoles (79 % en milieu rural) n'ont ni latrines, ni point d'eau ni clôture. 5 % des écoles, situées en grande majorité en milieu rural, ont une cantine scolaire. Du point de vue de l'organisation pédagogique, 2 % des écoles, situées presque toutes en milieu urbain, ont des classes en double flux. Les écoles proposant une organisation en classes multigrades, quant à elles, représentent environ 24 % du total. Sans surprise, la fréquence des écoles pratiquant ce dernier type d'organisation scolaire est plus importante en milieu rural comparativement au milieu urbain du fait de la faible taille de certains villages (et par conséquent du faible nombre des enfants scolarisables localement).

Sur le 6 553 écoles publiques du pays, 1 739 établissements, situés essentiellement en milieu rural, n'ont que des enseignants contractuels. De façon générale, dans plus de 70 % des écoles rurales, le nombre des enseignants contractuels est supérieur ou égal à la moitié du corps enseignant total de l'établissement, alors que ce cas se retrouve seulement dans moins de la moitié des écoles urbaines. » [Source : Banque mondiale. *La dynamique des scolarisations au Niger. Evaluation pour un développement durable*. Région Afrique, Département du développement humaine. Document de travail, juillet 2004.]

« Au départ les volontaires de l'éducation étaient de jeunes nigériens diplômés qui se mettaient au service de l'éducation nationale. Ils étaient recrutés sur la base d'un test en fonction des besoins des inspections. Ils subissaient une formation pédagogique de 45 jours. A partir de 2003, le corps des contractuels va naître. Les conditions de recrutement sont fixées par le décret no 2003-234/MESSRT/MEBA du 26 septembre 2003. La sélection des enseignants non-fonctionnaires du cycle de base 1 s'effectue sur la base d'un test ouvert à tous les jeunes nigériens titulaires du CFEEN (Certificat de Fin d'Etudes des Ecoles Normales.) Le niveau de recrutement est ainsi rehaussé, car la priorité est donnée aux jeunes possédant un diplôme professionnel d'enseignement délivré par l'une des 5 écoles normales d'instituteurs du pays. Le nombre de places est offert en fonction des besoins émis par les inspections. Les tests sont organisés au niveau de chaque région. Les enseignants non-fonctionnaires sont recrutés après la signature d'un contrat à durée déterminée de 2 ans renouvelable une fois. Après les quatre (4) premières années, le contrat devient à durée indéterminée. La situation juridique est régie par le décret 2003 - 234 précité. Le contrat est signé entre le contractuel et l'employeur. » [Source : UNESCO. *Le recrutement des enseignants. Le cas du Niger*. Dakar, juin 2005.]

« La gestion des ressources humaines connaît depuis quelques années une évolution forte dont les points positifs sont : création d'une Direction des ressources humaines (DRH) fonctionnelle ; création d'un nouveau type de personnel (contractuels) qui a permis de faire face aux besoins massifs en enseignants ; la gestion des personnels est déconcentrée au niveau des Directions régionales de l'éducation de base et de l'alphabétisation (DREBA) et des Inspections de l'enseignement de base (IEB) ; les organes de concertation et de gestion décentralisés sont en place (Conseil national de l'éducation - CNE, Conseil régional de l'éducation - CRE) ou sont en cours de développement (Comités de gestion des établissements scolaires - COGES, Cellule d'animation pédagogique - CAPED). Au niveau régional, des progrès ont été réalisés à travers : (i) la formation des conseillers pédagogiques et directeurs d'école au renseignement du questionnaire d'enquête statistique ; (ii) l'équipement progressif des structures déconcentrées; (iii) l'affectation progressive de personnels dans les services déconcentrés.

Le personnel d'encadrement des maîtres reste insuffisant. En effet, en 2003, on compte en moyenne un inspecteur titulaire pour 345 enseignants, un conseiller pédagogique titulaire pour 174 enseignants. A cette insuffisance numérique s'ajoute le manque de moyens d'action (véhicules et/ou carburant) qui est d'autant plus ressenti que le suivi et contrôle des maîtres éparpillés doit s'effectuer le plus souvent sur de grandes distances. » [Source : UNESCO. *Capacité de mise en œuvre des plans de développement de l'éducation : Cas du Niger*. Politiques et stratégies d'éducation n° 9. Paris, 2005.]

Le financement de l'éducation

L'Etat supporte la totalité des charges du secteur public : infrastructures, matériel didactique et ludique, traitement des agents. Il accorde des subventions aux institutions privées.

Pour l'année 1994-1995, le budget du Ministère de l'éducation s'élevait à 26.776.773.000 francs CFA (FCFA), soit 16 % du budget national réparti comme suit : matériel 17,7 % et salaires 82,3 %. Pour la même année, la subvention de l'Etat au privé s'est élevée à 127.530.000 FCFA. Le coût unitaire de l'élève au cycle primaire est estimé

33.200 FCFA, faisant du Niger le pays ayant le coût unitaire de formation le plus élevé de la sous-région.

Les dépenses consacrées à l'ensemble du sous-secteur de l'enseignement primaire public représente de façon continue sur la décennie 1990-2000 près de 50 % des dépenses totales d'éducation, y compris celles effectuées hors Ministère de l'éducation de base (MEB). Rapporté au seul budget du MEB, les dépenses de l'enseignement de base représentent régulièrement quelque 65 % du montant alloué. Le Niger, avec 2,6 % de la richesse de la nation consacrés à l'éducation des enfants en 1998 et 1,7 % du Produit national brut (PNB) à l'enseignement préscolaire et primaire, se situe dans la moyenne des pays africains.

[Source : WDE]

« Outre les ressources fiscales nationales, le Niger bénéficie d'un montant substantiel d'aide extérieure, sous forme de dons/prêts tant pour le financement du déficit budgétaire au niveau des dépenses courantes que pour le financement de projets d'investissement (même si la distinction entre les deux types de dépenses n'est pas toujours très tranchée). Au cours des cinq dernières années, ces appuis financiers extérieurs ont représenté environ 40 % des recettes totales de l'Etat. Les dépenses publiques d'éducation sont réalisées au sein de deux ministères : le Ministère de l'Education Nationale et le Ministère de l'Enseignement Supérieur jusqu'en 2002 ; depuis cette date un nouveau découpage a été effectué avec d'une part le Ministère de l'Education de Base 1 et de l'Alphabétisation et, d'autre part, le Ministère des Enseignements Secondaire et Supérieur, de la Recherche et de la Technologie.

Les dépenses d'éducation évoluent, en termes nominaux, de 30 milliards de Fcfa en 1990 à 40 milliards de Fcfa en 2002. En termes réels, l'évolution est très différente puisque, lorsqu'elles sont évaluées en unités monétaires constantes (de 2002), les dépenses publiques nationales d'éducation baissent en fait assez sensiblement entre 1990 et 2002 ; la baisse a surtout concerné la période du début de la décennie (avec la crise des recettes budgétaires de l'Etat comme cela a été noté auparavant), les dépenses publiques nationales pour l'éducation étant restées à un niveau plus ou moins constant en termes réels entre 1996 et 2002. Ce mouvement global est confirmé sur la base d'une statistique classique pour les finances de l'éducation, à savoir la part des dépenses d'éducation dans le PIB du pays (indicateur nommé parfois du terme d'effort public pour l'éducation). Alors qu'en 1990, cet indicateur avait une valeur d'environ 4,5 %, il ne vaut plus que 3,3 % en 1996 pour suivre une tendance baissière qui l'amène au niveau de seulement 2,6 % du PIB en 2002.

En termes de structure des dépenses, on observe une baisse assez sensible (de 56,5 % en 1990 à 49,3 %) du bloc constitué du préscolaire, du cycle de Base 1 et de l'alphabétisation, entre 1990 et 1997, suivie d'une augmentation sensible sur la période récente entre 1998 et 2002, la part de cet agrégat passant à 60,6 % au cours de cette dernière année. Entre 1990 et 2002, la part de l'enseignement secondaire général (comprenant le cycle de Base 2 et l'Enseignement Moyen) augmente tout d'abord pour se réduire ensuite et se situer, en pourcentage, en 2002 (22,5 %) à peu près au niveau que celui enregistré en 1990 (21,7 %). La position relative du supérieur a connu des évolutions plus fortes avec une baisse tendancielle très notable, de 19 % en 1990 à 13,1 % en 2002. En valeurs nominales, le montant des dépenses courantes totales exécutées pour le secteur est plus élevé en 2002 (38,6 milliards Fcfa) qu'en 1990 (29,1 milliards Fcfa),

manifestant ainsi une augmentation de 33 %. Cependant, la période de 12 années (de 1990 à 2002) a aussi été caractérisée par une perte de pouvoir d'achat de la monnaie. En valeurs monétaires constantes de 2002, le niveau total des dépenses de fonctionnement du secteur est estimé à 49,5 milliards Fcfa en 1990 contre seulement 38,6 milliards Fcfa en 2002 si on prend l'ensemble des dépenses courantes (et même seulement 35,1 milliards Fcfa si on défalquait le financement des volontaires de l'éducation dont le financement est assuré via un support budgétaire extérieur). Quelle que soit la manière de conduire les calculs, il y a une perte sensible dans le pouvoir d'achat global des ressources budgétaires courantes mises à disposition du secteur entre 1990 et 2002 (entre 22 %, si on inclut le support budgétaire pour le financement des volontaires, et 30 % dans le cas contraire).

Les ressources non budgétaires mobilisées pour le secteur de l'éducation et de la formation peuvent être rangées au sein de quatre catégories distinctes principales : i) les dépenses des parents pour les élèves scolarisés dans les établissements publics ; ii) les dépenses des parents pour les élèves scolarisés dans les établissements privés (dont le paiement des frais de scolarité) ; iii) les dépenses des collectivités locales pour les écoles tant pour le fonctionnement qu'en matière d'investissement, et iv) les dépenses financées par d'autres sources privées dont les organisations non-gouvernementales. Dans le contexte de cette étude, nous n'avons pas disposé d'informations globales plus récentes que celles provenant du travail détaillé fait par le groupe éducation de la revue des dépenses publiques pour l'année 1997. Au total pour l'année 1997, ce seraient environ 8,8 milliards Fcfa qui s'ajouteraient aux 31,6 milliards de ressources budgétaires, pour une dépense nationale du secteur de l'éducation et de la formation estimée à 40,4 milliards. Les ressources extrabudgétaires représentaient donc, en 1997, environ 20 % des dépenses globales nationales pour le secteur et un point du Produit Intérieur Brut du pays. Le primaire reçoit un peu plus que la moitié (51 %) des ressources extrabudgétaires et le secondaire 31 %. Cependant, alors que l'essentiel (82 %) des ressources pour le primaire concerne les écoles publiques, la moitié des ressources extrabudgétaires pour le secondaire concerne les écoles privées.

En ce qui concerne les dépenses publiques de fonctionnement pour l'année 2002, sur le plan structurel global le préscolaire et l'alphabétisation n'ont chacun qu'une faible proportion des crédits publics courants mobilisés pour le secteur, avec des chiffres respectifs de 1,8 et 1,5 % du total ; l'enseignement technique, avec 3,9 % des dépenses courantes vient ensuite. L'enseignement secondaire approprié 21,5 % des crédits publics courants du secteur, qui se répartissent en 16,0 % pour le cycle de base 2 et 6,5 % pour l'enseignement moyen. Avec 57 %, le cycle de base 1 se taille la part du lion. Si on défalque les 3,8 milliards Fcfa correspondant au financement des volontaires (contractuels dans l'appellation nouvelle) dans le cycle de base 1 dans la mesure où on peut arguer qu'ils sont de fait financés par l'aide extérieure sous forme d'appui budgétaire, la proportion des dépenses courantes pour le cycle de base 1 ressort tout de même à 52,7 %. » [Source : Banque mondiale. *La dynamique des scolarisations au Niger. Evaluation pour un développement durable*. Région Afrique, Département du développement humaine. Document de travail, juillet 2004.]

NIGERIA

Laws and other basic regulations concerning education

The National Policy on Education was enacted in 1977 and undergone three revisions, the most recent one in 2003. Since 1981, a number of decrees have been passed providing the legal framework of education in the country.

The **Decree No. 16** of 1985 places special emphasis on the education of the gifted and talented children within the National Policy on Education.

The National Commission for Mass Literacy, Adult and Non-formal Education, which was established by **Decree No. 17** of 26 June 1990 and formally inaugurated on 5 July 1991, is charged with the responsibility of developing strategies, coordinating programmes, monitoring and promoting literacy and post-literacy programmes nationwide.

The **Decree No. 96** of 1993 re-established the National Primary Education Commission (NPEC). It also provides the arrangement for funding primary education in the country.

In 1993, the National Minimum Standards and Establishments of Institution Amendments **Decree No. 9** was promulgated. It provides for religious bodies, non-governmental organizations and private individuals to participate in the provision of tertiary education.

By a recent decree, all companies operating in Nigeria which have up to 100 employees on their payroll shall contribute 2% of their pre-tax earnings to the Education Tax Fund for the funding of education.

The most crucial strategy for sustainable education development in Nigeria is the Universal Basic Education (UBE) Scheme, which was launched in 1999. In May 2004, the Nigerian Legislature passed the UBE bill into law. The **Universal Basic Education Act** represents the most significant reform and addresses comprehensively the lapses of the Universal Primary Education (UPE) and the issues of access, equality, equity, inclusiveness, affordability and quality. In the context of Nigeria, basic education includes primary and junior secondary education. The main policy objective is to provide universal free and compulsory education at the primary and the first three years of secondary school, as well as to provide functional literacy for adult illiterates.

Administration and management of the education system

Nigeria is a federation of thirty states with a Federal Capital Territory in Abuja. It has altogether 593 local governments and is divided into six geo-political zones.

The management of education in Nigeria is dictated by the country's political structure based on federalism. Consequently, the administrative mechanism devolves some power to the state and local governments. By the law which resuscitated the National Primary Education Commission (NPEC, now the Universal Basic Education Commission) in 1993, responsibility for the management of primary education is shared among the federal government, state governments, local governments, community committees and school committees. Measures have been introduced in the past few years which encouraged active participation of local communities in the running of schools.

The basic policy of education with regard to structure, curriculum and school year is centrally determined. Other areas of educational delivery are modified to suit local requirements.

The **Federal Ministry of Education** is charged with the responsibility of harmonizing educational policies and procedures of all the states of the Federation through the **National Council of Education (NCE)**. The NCE is the highest policy-making body in educational matters in the country. It consists of the Federal Minister of Education, and all the state commissioners for education. It is assisted by the **Joint Consultative Committee (JCC) on Education**, which is composed of all the federal and state directors of education, chief executives of education parastatals and directors of university institutes of education. The Committee is headed by a director of the Federal Ministry of Education and it advises the NCE on a wide variety of educational matters. The **National Universities Commission** is a parastatal entity under the Federal Ministry of Education; the Commission is responsible for the development of universities in the country. The **National Examinations Council** conducts examinations for some junior secondary schools, and for senior secondary schools jointly with the West African Examination Council. The **National Business and Technical Examinations Board** administers technical and business examinations. The **National Commission for Colleges of Education** provides advice to the Federal Ministry and co-ordinates all aspects of non-degree teacher education in the country. The **National Commission for Polytechnics** has been established following the 2003 revision of the National Policy on Education. Other relevant bodies include: the National Board for Technical Education; the National Commission for Mass Literacy, Adult Education and Non-formal Education; the National Commission for Nomadic Education; the Joint Admissions and Matriculation Board; and the Nigerian Educational Research and Development Council.

The Federal Ministry of Education owns and funds twenty-five universities, thirteen polytechnics, fifteen technical colleges, twenty colleges of education, and sixty-six secondary schools, which are evenly located in every state in the country. The remaining tertiary institutions are owned and funded by state governments, while other secondary schools are owned and funded by state governments, communities and private organizations. The administration of the different types of tertiary institutions is defined by the federal and state governments' instruments which established them.

State governments own a large proportion of secondary schools in the country. With regard to state secondary schools, administration and management fall within the purview of the State Ministries of Education and their proprietors, but they have to comply with minimum standards which are prescribed by state laws. The administration of public primary schools is under local education authorities, while pre-primary schools

are essentially maintained and administered by their proprietors. Federal and state governments maintain quality control through inspection of schools.

Other ministries involved in education are the ministries of: Women's Affairs and Social Welfare; Health; Agriculture; Information and Culture; Finance; and the National Planning Commission. For example, the Ministry of Information undertakes publicity and sensitization for educational policies and programmes. The Federal Ministry of Women's Affairs and Social Welfare and the State Commissions for Women collaborate with Ministries of Education in the promotion of the education of women and girls. The Ministries of Finance provide funding while the National Planning Commission and state ministries of planning approve educational plans.

There are networks of non-governmental organizations (NGOs) which collaborate with the federal and state ministries of education in the management of the non-formal education system. They operate private primary schools and offer literacy and other educational programmes. Women's education centres have been established in most of the states. They are involved in mobilization and advocacy in aid for the education of women and girls.

Universities are supervised by the National Universities Commission (NUC) which is responsible for the orderly development of university education, maintenance of standards at the level, and for funding. The day-to-day running of the universities is secured by the Vice-Chancellor acting on the directives of the University Governing Council. There is a Standing Committee on Accreditation charged with the responsibility of coordinating and conducting accreditation in the Nigerian university system. The committee set up panels that drew up minimum academic standards for all undergraduate programmes. External examiners are also invited to assess the long essays/dissertations of students in order to ensure that the research work is of good standard. Public institutions within the technical education sub-sector are largely self-governing, but with some instruments of government control. These instruments include the Governing Councils and National Standards Control Agencies. Institutions of the technical education sub-sector are largely public institutions. The National Commission for Polytechnics has been established following the 2003 revision of the National Policy on Education. There are thirty-eight polytechnics; fifteen are owned by the federal government, while the remaining twenty-three are owned by the states.

Private education in Nigeria is the responsibility of entrepreneurs, agencies or groups such as religious bodies, communities, universities and corporate bodies. There are also schools which are run by foreign communities. The majority of private secondary institutions offer the junior and senior secondary programme. Decree No. 16 of 1985 prescribes minimum conditions for the establishment of institutions at primary and secondary levels. The provisions were expanded in Decree No. 9 of 1993 (National Minimum Standards and Establishment of Institutions Amendment Decree) to allow the establishment of private universities under certain guidelines determined by the government. The monitoring and supervision of private primary and secondary schools is secured by the federal and state ministries of education, while parastatal bodies with appropriate mandates supervise the various categories of tertiary institutions. The structure and content of private primary and secondary education comply with the requirements of the National Policy on Education. Private schools use curricula which are

designed by the federal government for the national system, with modifications to meet special needs and interests.

Once a policy decision has been taken at the level of the Federal Government, after discussions at the level of the Joint Consultative Committee on Education and the National Council on Education, the Monitoring Unit of National Policy on Education together with the Nigerian Educational Research and Development Council (NERDC) and in collaboration with relevant curriculum/content panels (consisting of educators, experts, curriculum developers and teachers), provide guidelines, materials and training to implement the innovation or change.

The 1969 National Curriculum Conference was the first national attempt to change the colonial orientation of the education system and to promote national consciousness and self-reliance through the educational process. A seminar held in June 1973 on the National Policy on Education adopted several recommendations of the 1969 Conference, including the proposal concerning the new structure of the education system.

The various subjects included in the curricula of primary and secondary education have been specified in the National Policy on Education (the last revised Policy was adopted in 1998). The 1997 NERDC National Feedback Conference provided five broad categories of subjects: languages, humanities, sciences (including mathematics), social sciences and technology (including vocational electives). Integrated science and social studies represent a broad field approach to various disciplines. Other content areas have a non-examination status such as population education, environmental education, citizenship education, peace education and drug abuse prevention. These subjects are to be "infused" into identified subjects in the curriculum and are mostly at the pilot project stage.

[Source: WDE]

“Following the decision of the Federal Government to introduce the 9-year Basic Education Programme and the need to attain the Millennium Development Goals (MDGs) by 2015 and, the critical targets of the National Economic Empowerment and Development Strategies (NEEDS), which can be summarized as: value- reorientation, poverty eradication, job creation, wealth generation and using education to empower the people, it has become imperative that the existing curricula for primary and JSS should be reviewed, re-structured and re-aligned to fit into a 9-Year Basic education programme. The National Council on Education (NCE) at its meeting in Ibadan in December 2005, directed the NERDC to carry out this assignment. The NCE also approved a new curriculum structure namely: Lower Basic Education Curriculum (Primary 1 – 3) Middle Basic Education Curriculum (Primary 4 – 6) and Upper Basic Education Curriculum (JSS 1 – 3), listing relevant subjects for each level. In response to these developments, a High Level Policy Committee on Curriculum Development (HLPC), made up of critical stakeholders and chaired by NERDC, took the initiative to provide the guidelines for re-structuring the curriculum.

Between January and March 2006, the NERDC convened a meeting of experts and also organized several workshops to produce the 9-year Basic Education Curriculum, which would ensure continuity and flow of themes, topics and experiences from primary school to junior secondary school levels.

The Curriculum reflects depth, appropriateness, and interrelatedness of the curricula contents. Also, emerging issues which covered value orientation, peace and dialogue, including human rights education, family life/HIV and AIDS education, entrepreneurial skills etc., were infused into the relevant contents of the new 9-year Basic Education Curriculum.

In general, the curriculum pays particular attention to the achievement of the Millennium Development Goals (MDGs) and the critical elements of the National Economic Empowerment and Development Strategies (NEEDS).

Since the curriculum represents the total experiences to which all learners must be exposed, the contents, performance objectives, activities for both teachers and learners, teaching and learning materials and evaluation guide are provided. The prescriptions represent the minimum content to be taught in the schools in order to achieve the objectives of the 9-year basic education programme. However, teachers are encouraged to enrich the contents with relevant materials and information from their immediate environment, but adapting the curriculum to their needs and aspirations. Thus the curriculum can be adapted for such special needs as nomadic education, non-formal education and education of the physically challenged.” [Source: NERDC. *9-year Basic Education Curriculum. Preface*. 2007.]

In 1991, the Early Childhood Care Development and Education—now called Early Child Care Project—was launched by the federal government in co-operation with UNICEF. Early childhood care is now being taught in the Curriculum Department of the faculty of education of one of the universities, and plans are under way to integrate the concepts of this project in the syllabus of colleges of education throughout the country.

Early childhood education has had increased focus of attention since 2000. Although the establishment of early child care centres and pre-primary facilities is mainly private-sector driven, the government has taken significant steps to regulate this sector using the report of several commissioned studies or surveys through the development of curriculum guideline and training manuals as well as teacher training programmes in colleges of education and quality assurance of early childhood care and education. According to 1999 data, only about 18% of Nigerian children aged 36–59 months attend pre-primary centres. Female enrolment is 19% while male enrolment is 18%, showing an insignificant difference between boys and girls in access. The report also shows regional disparities in access and very significant differences between urban (37%) and rural (12%) areas.

Early Child Development (ECD) centres, and day care centres and play groups, locally tagged ‘Jelesimi’, ‘Ota-akara’, ‘Ibviosukumehu’, etc. in local dialects, are usually for children aged 0-2 years and 2-3 years. The UBE Act (2004) has an expanded scope which includes programmes and initiatives for early childhood education and development. The UBE Programme has made provision for every public primary school to have a pre-primary school linkage to cater for children aged 3-5 years. An inventory of ECC facilities in Nigeria conducted by FGN/NERDC/UNICEF in 2003 showed that most of the ECC facilities are privately owned (42% of the sample population) and 34% by the government, followed by 21% by local communities. These findings are consistent with the ESA 2003 study, which also indicated a greater private ownership (57%) of ECC facilities, compared to ownership by the government (42%). Now that the Early Childhood Development programme is covered by the UBE law, government ownership at state/LGA/community levels is certain to increase, particularly regarding centres catering for the 3-5 year olds. Early childhood care has been included in the Bachelor’s degree curriculum of the Faculty of Education of one of the Nigeria’s universities since

1991. Two universities offer Master's/PhD degrees in early childhood care. Plans are underway to integrate the concepts of this project in the syllabus of colleges of education throughout the country.

The Child Rights Act (2003), the UBE Act (2004), the National Policies on Education, Food, Nutrition and Health are laws and policies which have given shape to different sectoral interventions on Early Childhood Care and Development in the country. Currently however, an Integrated Early Childhood Development (IECD) policy, that integrates interventions from the various sectors to promote an integrated holistic approach to the development of the child in its very earliest years. This stand alone policy is expected to bridge observed gaps in existing sectoral policies, e.g. the National Policy on Education and the UBE Act both of which did not make specific provisions for children age 0-3 years. [Source: WDE].

“Currently, the non-formal child centres are operated by private sector providers and other non-formal groups for children aged zero to three years. In view of the fact that the child needs a wholesome growth process, an integrated approach to child development is in place. In this vein, the Federal Ministry of Education in collaboration with other line Ministries of Health, Agriculture, Information, Water Resources and Women Affairs have produced a National Policy on Integrated Early Childhood Development. The Policy Framework was approved at the 53rd National Council on Education in December, 2006. The Basic Education Division of the FME is responsible for the monitoring the implementation of this policy, setting standards and ensuring that the private providers abide by these.” [Source: Website of the Federal Ministry of Education, January 2008.]

The book publishing industry in the country can meet all the textbook needs at the primary and secondary levels. There is a wide variety of titles in all subjects taught at these levels. However, textbooks are absent from primary and secondary classrooms because their prices are too high for the average parent to afford. For this reason, a high percentage of primary and secondary school children have no access to textbooks.

A World Bank study has demonstrated that the shortage of textbooks in the country's classrooms is real. Some of the findings are that less than 1% of primary school pupils have access to textbooks, and that textbook availability in the country generally is only 10%, while a very high proportion of schools have textbook availability ratios of 1% or less. It revealed further amazing disparities in textbook distribution, with some elite schools having availability ratios of 80% or higher, while many rural schools have virtually no textbooks. It has been estimated that in the 1994/95 school year, approximately 99 million textbooks were needed at the primary level; 42 million at the junior secondary, and 67 million at the senior secondary levels.

Scarcity of textbooks is most serious at the higher education level. Local publishing is almost insignificant, for the reason that it is unprofitable. A very high proportion of textbooks have to be imported, and the prices are exorbitant. Textbooks are, therefore, beyond the reach of the average tertiary education level student. Governments, however, devise various means to keep libraries of tertiary institutions stocked to a reasonable level to ease the problems.

The tremendous expansion in the educational system, which started in 1976 with the introduction of the universal primary education programme and the junior and senior secondary school system in 1982, has put heavy pressure on institutional facilities which have not been able to expand at the same rate as the school population. Efforts have been made, with the assistance of the Czech Government and the British ODA to improve the technical equipment and the school infrastructure in the country. UNDP and World Bank

grants and credits have provided instructional materials for mass literacy education, universities, polytechnics and primary schools.

A major local initiative is the intended intervention of the Petroleum Trust Fund in the provision of materials and equipment and the rehabilitation of infrastructure of institutions all over the country.

In-service teacher training has continued to receive priority attention. It may take one or more of the following forms: training in designated institutions and educational resource centres; training through seminars and workshops usually organized during long vacations; these usually provide opportunities for the dissemination of new ideas and innovations; distance teacher education programmes offered by the National Teachers' Institute for under-qualified or unqualified serving teachers; correspondence degree programmes of the Centre for External Studies of the University of Ibadan and the Correspondence and Open Studies Institute of the University of Lagos; the Teacher In-service Education Programme and the Nigerian Certificate in Education by correspondence course of the Institute of Education of the Ahmadu Bello University, Zaria; undergraduate course in education offered by the Open Studies Unit of the University of Abuja; correspondence courses run by the Abia State University College of Education, Uturu.

The usual avenue for in-service training of principals and inspectors is through programmes, seminars and workshops during vacation periods. These usually cover educational planning, administration and management. The National Institute of Educational Administration and Planning, set up in Ondo in 1992, is expected to play a crucial role in meeting this need. Refresher courses continue to be arranged for teachers to strengthen their pedagogical skills, as well as to increase their competence in handling continuous assessment data. The need for teachers to acquire this skill has gained urgency, because the issuance of primary school certificates has become the sole responsibility of each head teacher nationwide with effect from 1993. There is also an appreciable continuous assessment component in the award of the Junior School Certificate and the Senior School Certificate.

The scope of UBE implies that 40,000 teachers will be required per annum for the next nine years (starting from 2004) to cope with the massive increase in enrolment as well as quality delivery of instruction and quality learning. The main innovative strategies include: the pivotal teacher training programme (PTTP); the establishment in 2002 of the Teachers Registration Council; the establishment of the Federal Teachers Corps; the restructuring and reinforcement of the National Teachers Institute (NTI) in Kaduna, through significant capacity building and partnership. Furthermore, the Federal and State Education Inspectorate Services, with the assistance of UNESCO, are being restructured and reinforced including the production of guidelines for School Inspection in Nigeria, which highlights the parameters, performance indicators and benchmarks for improved quality control and uniform standard for schools.

The regulation of the teacher education curriculum by the National Commission for Colleges of Education (NCCE) extends to the pre-NCE programme (i.e. the remedial programme). Standards are also prescribed in detail for instructional factors; staffing, physical facilities, administrative leadership, discipline and funding. The NCCE enforces these standards through periodic accreditation visits, and completed the second round of such visits in 2000/01. Furthermore, teacher capacity building is taken seriously and teachers are expected to avail themselves of training and professional development opportunities provided by government, professional associations and the wide range of seminars and workshops that the Nigerian Educational Research and Development

Council (NERDC) organizes in the area of curriculum/syllabus review, educational material development, and innovative teaching and learning strategies. In July 2004 the NCCE embarked on a nationwide capacity building of lecturers in colleges of education in each of the 6 geopolitics zones of Nigeria.

[Source: WDE]

“The Federal Ministry of Education as currently constituted is made up of its Head Quarters in Abuja, 21 Parastatals and the 102 Unity Schools. The Ministry as constituted in July 2006 represented dysfunctional structures unable to articulate and deliver sound educational policy and planning for the development of our human capital. The reform of the Ministry is to address these weaknesses and ensure it begins to perform its key roles of policy formulation, defining and maintaining of standards and the management of the Federal Tertiary Institutions. The supervision of 21 Parastatals has in several instances led to a duplication of functions and a lack of synergy. The Ministry has embarked on a sector-wide convergence of the 21 Parastatals into 8 broad strategic groupings for effective management of financial and human resources, for precision and focus and the dismantling of silos and bureaucratic structures. The exception will be the Teachers Registration Council which will now stand on its own and perform its role and responsibilities like other registered Professional Bodies without direct Government support.

The broad strategic Groupings are based on two factors: Customer Focus - the stakeholders the Parastatals serve; and the Nature of the Specialized Functions performed by each Parastatal. The eight Groups are as follows:

- The Capacity/ Economic Development Group which encompasses the Parastatals that are responsible for the supervision of Higher Education: The National Universities Commission (NUC) Abuja, the National Commission for Colleges of Education (NCCE) Abuja and the National Board for Technical Education (NBTE) Kaduna. In addition the Inter-Varsity institutions such as the Nigerian French Language Village (NFLV)Badagry, Lagos State, the Nigerian Arabic Language Village (NALV) Ngala, Borno State and the restructured National Institute for Nigerian Languages (NINLAN) Aba, Abia will be supervised by the New Commission responsible for Tertiary Education.
- The Foundational Group with Parastatals/Departments responsible for Primary and Secondary School Education: The Universal Basic Education Commission (UBEC), Abuja and the Federal Inspectorate Services Department (FIS). FIS was one of the Departments of the Ministry requiring a semi-autonomous status in order to strengthen its function and enhance its impact.
- The Social Democratization Group covering Parastatals that focus on equity issues: The National Commission for Nomadic Education, (NCNE), Abuja, the National Commission for Adult Education Mass Literacy and Non Formal Education (NMEC) Abuja.
- The Examination Group with the mandate to manage examinations at the Secondary and Tertiary level. The Examination Bodies (Joint Admissions and Matriculation Board (JAMB), Abuja, FCT, West African Examination Council (WAEC), Lagos, National Examination Council (NECO), Minna, Niger State and National Business and Technical Examination Board (NABTEB)) will remain

autonomous but the proposed National Examination Regulatory Council (NERC) will supervise the convergence of ICT capabilities in order to derive the benefits of economies of scale in the implementation of e-examinations and other technology initiatives. The Nigerian Educational Research Development Council (NERDC) will also drive the consolidation of shared services for effective cost management of resources.

- The Educational Resource Group made of Parastatals that focus on Planning, Research and Resources (Teachers, the Curriculum and the Administrators) required to run an excellent education system: The Nigerian Educational Research Development Council (NERDC) Sheda, Abuja, the National Institute for Educational Planning & Administration (NIEPA) and the National Teachers Institute (NTI) Kaduna
- The Mathematical & Science Group: The Nigerian Mathematical Centre (NMC) will remain on its own and will in fact be enlarged to take responsibility for Science education reflecting the importance the Federal Government accords the Sciences and Mathematics Sector.
- The Educational Funding Group made of Parastatals that focus on financial resources: The Education Trust Fund
- The National Library which will continue to stand alone in view of the central role it plays.

To establish these 8 broad institutions, some of the Acts will need to be repealed and amendments made to legislations in order to align the objectives and terms of reference of each Parastatal under the respective Regulatory Authority.” [Source: Website of the Federal Ministry of Education, January 2008.]

“Financial, human and material resources are generally not allocated in an operationally optimal way or on the basis of any principles of equity. Often, allocation is based on historical precedent. Last year’s allocation serves as a benchmark for this year. Sometimes, no specific norms are used at all. But when norms are used they are based, by default if not by design, on proximity to the source and on management status. Those who are closer to the resource allocation process get more resources. There is indeed a clear difference in the availability of resources between organizations in the center and organizations in the periphery. State Primary Education Boards (SPEBs) get a lot more resources than Local Government Education Authorities (LGEAs), and the headquarters of SPEBs, LGEAs as well as State Ministries of Education (SMOEs) get a lot more than their field offices. There are big differences between the three groups of organizations: the SMOEs, SPEBs and LGEAs. But, there are also equally big or bigger differences among different organizations in the same group - among different SPEBs and MOEs, and even among LGEAs reporting to the same SPEBs. There is equally a clear difference between those who are in high-level management positions and all the rest. Top managers surround themselves with more human and material resources and give themselves much larger budgetary allocations for overhead, than all the rest. In both cases, operational requirements do not justify the big differences. MOEs, SPEBs and LGEAs are bloated with non-teaching staff. There is no link between the sizes of the education systems that need to be managed and the sizes of the administrations that manage and service them. Larger systems are managed and serviced by smaller administrations and smaller systems are managed and serviced by larger administrations. The proportion of people engaged in pedagogical matters is very low compared with the proportion of those engaged in non-pedagogical matters. In the MOEs and SPEBs, 27.9% and 18.9% respectively of all non-

teaching staff are deployed in the School Services Departments, where all pedagogical work is carried out, compared with 72.1% and 71.1% in all other departments, where no pedagogical work is carried out. In the LGEAs the percentages are 29.8 and 70.1. There is a great shortage of material resources in the education system. Generally speaking, the shortage has resulted from inadequate funding. But the funding is inadequate, among others, because of the huge proliferation of states and LGAs between 1975 and 1996, which affected not only the number of staff deployed in the system, but also the requirements for material resources. The lack of funds is so severe that the shortage of material resources includes even the most basic resources such as office space, desks, chairs, filing cabinets, typewriters and electricity. The shortage is 'mild' in the SPEBs and slightly worse in the SMOEs, but it is critical in LGEAs. It is also different among the LGEAs themselves.

In the education sector, there are a Federal Ministry of Education (FMOE), 36 State Ministries of Education (SMOE), and a Ministry of Education for the Federal Territory. There are also 37 State Primary Education Boards, 774 Local Government Education Authorities (LGEAs) operating as departments of Local Government Authorities (LGAs) and 20 parastatals under the FMOE. The Federal Government's role is primarily to provide funds for education from the Federation Account and to set up minimum standards for education throughout the Federation. The standards relate to the objectives of education, the content of the curriculum, and the provision of textbooks, other instructional materials and physical facilities. Other roles of the federal government are to maintain a national register of primary school teachers, to collect, analyse and publish national statistics on primary education and to monitor and enforce the compliance of SMOEs and LGEAs with its minimum standards. The role of the SMOEs is in turn to manage and run primary, secondary and post-secondary schools based on these standards, with the help of LGEAs in the case of primary and junior secondary (or basic) schools. To perform its role, the federal government has the FMOE, but it has also set up the 20 parastatals that are regulatory and professional bodies. These include the National Universities Commission, the National Board for Technical Education (Polytechnics), the National Commission for Colleges of Education, National Board for Technical Education, the Education Tax Fund, the Education Bank and the Joint Matriculation Board. The FMOE also participates in the West African Examinations Board. During the last fifteen years, the federal government has virtually taken over the management of primary education from the states. The process started in 1988, when the National Primary Education Commission (NPEC) was established for the first time to help revitalize primary education in Nigeria." [Source: E. Orbach. *The capacity of the Nigerian Government to deliver basic education services*. World Bank, Africa Region Development Working Paper Series, April 2004. Note: The study contains a very detailed description which cannot be summarized in the present compilation.]

The financing of education

The 1979 Constitution of the Federal Republic of Nigeria vested the management and funding of public education in the three tiers of government: federal, state and local. Public institutions are funded almost solely by the government. Students in these institutions pay very low fees and charges, which constitute an insignificant proportion of the finances of the institutions. On the other hand, privately-owned institutions which are mainly at the pre-primary, primary and secondary levels are funded with fees paid by

students. Figures of the expenditure of local, state and federal governments on education are not available.

Primary education is free of charge. Decree No. 96 of 1993 which re-established the National Primary Education Commission (NPEC), provides the arrangement for funding primary education in the country. Under this Decree, the federal government is responsible for the running costs of NPEC. It also provides funds for the general improvement of primary education and the procurement of primary school materials via the national Primary Education Fund. Furthermore, the federal government provides funds for the rehabilitation and renovation of classroom buildings as well as for providing new infrastructure. According to a NPEC's recent survey, the rehabilitation and renovation exercise will require 80,54 million Nigerian *naira* (N).

State governments are responsible for the operating costs of the State Primary Education Board (SPEB), while the local government councils are responsible for the operating costs of primary schools in their areas of jurisdiction. Teachers' salaries and allowances of teaching and non-teaching staff are paid from the funds disbursed by NPEC to the local governments through the SPEBs.

Secondary education is tuition-free. However, different forms of levies are imposed on parents to cover running costs of these institutions. The secondary schools and technical colleges owned by the federal government are funded directly by the Federal Ministry of Education. State governments and the Federal Capital Territory, Abuja, own and manage their own secondary schools. Statistics on budgetary allocations of state governments to the secondary level of education are not available.

Higher education is provided and funded by the federal and state governments, with insignificant private participation and contribution. All private primary and secondary institutions in the country charge tuition and boarding fees. No public fund is, therefore, granted to them. The only private tertiary institution in operation at present is a college of education which is run by a Christian organization. Figures of fees payable per student at each level are not available. However, fees paid in private primary and secondary schools in the country vary widely, according to their geographical location and the standard of service provided.

There is increasing support to public tertiary institutions by private companies. This usually takes the form of endowments and funding of infrastructural facilities. This support is still too low, however, to form a significant proportion of the funding to those institutions. The Education Tax Fund which was established to manage the recently introduced education tax is a viable source of revenue for education.

While the Federal Government is solely responsible for funding the training of teachers for UBE at the primary, junior secondary, adult literacy and nomadic education levels, it has joint responsibility with the State Government and minimally with the Local Government for: (a) teacher recruitment and remuneration, (b) provision of infrastructure and (c) provision of instructional and learning materials. The following Table shows the specific ratios:

1. Responsibilities for provision for infrastructure	
Primary School	Federal 75%, State 25%

JSS	Federal 50%, State 50%
Adult Literacy	Federal 25%, State 50%, Local 25%
Nomadic	Federal 100%
2. Responsibilities for funding instructional and learning materials	
Primary School	Federal 100%
JSS	Federal 50%, State 50%
Adult Literacy	Federal 25%, State 50%, Local 25%
Nomadic	Federal 80%, State 20%

[Source: WDE]

“The largest source of funds that the Nigerian government has is the revenue generated by federal taxes and duties. Taxes and duties on petroleum provide most of these revenues. In the year 2000, Nigeria’s oil exports accounted for about 95% of the country’s merchandise export, 90% of the Federal government’s revenues, and 70% of state and local governments’ revenues. Based on the Constitution, all federal revenues are pulled together and placed in the Federation Account and from there are divided among the three tiers of government, the 36 states and the Federal Capital Territory. A Finance, Fiscal and Allocation Commission (FFAC) was set up to develop and apply the formula by which the government divides the funds. For the federal government, the Federation Account is the only source of funding. For the states and the LGAs it is the largest but not the only source, since they collect additional revenues from state and local taxes. Thus, how much the federal government, the states and the LGAs can mobilize for the delivery of services depends almost totally on the size of the federation account and the revenue sharing formula. The size of the federation account depends, in turn, mostly on world oil prices, and to some extent also on the capacity of the government to collect the taxes and duties. There is generally a weak link between the resource allocation formula used by the FFAC to distribute funds to the states and the LGAs and the functions and responsibilities assigned to the states and LGAs by the Constitution, or given to them by the federal government. State and local governments are often ‘mandated’ by the federal government to deliver additional or different services, without receiving additional and adequate funding. The revenues that they receive from all sources are simply not sufficient to carry out the new or modified mandates.

During the years 1997 to 2002, recurrent expenditure on education as a share of the total federal expenditure has decreased from 12.3% to 9.1%. At a time when the Federal Government has declared the importance of achieving UBE, an objective that requires a very large capital investment, its capital expenditure has remained at the level of 6% (with a few ups and downs), and its total expenditure has decreased from 9.9% to 8.0%.⁸ UBE provides another example regarding commitment, illustrating the difference between statements and reality. UBE was declared not only important, but also the highest priority on the national education agenda. Yet, during the same period of time, while the share of primary education in the Federal Government’s expenditure has declined from 9.7% to 7.5%, the share of universities and polytechnics has remained stable around 52% and 16% respectively, and the share of secondary education has increased from 10.4% to 15.6%. A similar trend, though with different numbers, has emerged among the states.” [Source: E. Orbach. *The capacity of the Nigerian Government to deliver basic education services*. World Bank, Africa Region Development Working Paper Series, April 2004. *Note: The study contains a very detailed description which cannot be summarized in the present compilation.*]

RWANDA

Lois et autres règlements fondamentaux relatifs à l'éducation

Les structures de l'enseignement au Rwanda sont définies selon les dispositions légales figurant dans les textes suivants :

la **loi du 27 août 1966** sur l'éducation nationale ;
l'**arrêté présidentiel n° 175/03** du 28 avril 1967 fixant le règlement général de l'enseignement au Rwanda ;
les **mesures générales** d'application de la réforme scolaire de mars 1978 ;
la **loi organique n° 1/1985** du 25 janvier 1985 sur l'éducation nationale ;
la **loi n° 14/1985** du 29 juin 1985 portant organisation de l'enseignement primaire, rural et artisanal intégré et secondaire ;
la **loi n° 048/91** du 25 octobre 1991 portant modification de la loi n° 14/1985 ;
la **Constitution** de la République du Rwanda, qui abolit toute forme de discrimination notamment dans l'éducation.

On peut noter la multiplicité des textes légaux plus ou moins en vigueur, certains étant dépassés par rapport à la mission assignée à l'éducation dans la nouvelle situation socio-culturelle du pays. A ce sujet, la Conférence nationale sur la politique et la planification de l'éducation au Rwanda (Kigali, du 24 au 27 avril 1995) a noté les lacunes sur beaucoup d'aspects de la législation scolaire.

D'après la loi du 27 août 1966, l'école primaire est obligatoire à partir de 7 ans pour les garçons et les filles. La réforme scolaire de 1978-1979 préconisait une scolarisation obligatoire et gratuite de tous les enfants de 7 à 15 ans. La loi n° 14/1985 avait apporté quelques modifications aux dispositions légales précédentes : la durée de l'enseignement primaire avait passé de six à huit ans et on préconisait trois cycles. La loi n° 048/91 a modifié cette précédente loi et l'enseignement primaire dure désormais six ans et comprend deux cycles.

La nouvelle **loi organique n° 20/2003** du 3 août 2003 adopté par le Parlement fixe le règlement général de l'enseignement et stipule, dans son article 35, que l'enseignement primaire est obligatoire et gratuit dans toutes les écoles publiques et les écoles conventionnées. La **loi n° 29/2003** du 30 août 2003 fixe l'organisation de l'éducation préscolaire et de l'enseignement primaire et secondaire. L'éducation de base est devenue gratuite à partir de 2003-2004.

Administration et gestion du système d'éducation

Début 1997, le Ministère de l'enseignement primaire et secondaire et le Ministère de l'enseignement supérieur, de la recherche scientifique et de la culture, ont fusionné pour former un seul **Ministère de l'éducation, de la science, de la technologie et de la recherche scientifique** (MINEDUC), la culture étant transférée au Ministère ayant en

charge la jeunesse et les sports. C'est donc le MINEDUC qui a dans ses attributions la gestion de tous les degrés d'enseignement formel, à savoir le préscolaire, le primaire, le secondaire et le supérieur. Le Ministère est divisé en deux instances administratives : l'administration centrale et l'administration locale.

Au niveau central, les principaux responsables sont le Ministre, le Secrétaire d'Etat, le Secrétaire général, les directeurs et les chefs de division. Le Ministère organise, suit et évalue toutes les activités scolaires et parascolaires du pays. Le nombre de directions provinciales est passé de trente à quarante-cinq en 1996, puis ces nouvelles provinces ont été regroupées dans douze régions en 1998. Le nouvel organigramme qui prévoit douze directions régionales comme structures renforcées des inspections d'arrondissement (au niveau de la préfecture) laisse supposer une plus grande déconcentration du pouvoir de décision au niveau régional.

L'Université nationale du Rwanda (UNR) connaît depuis longtemps une plus large autonomie de gestion. Le séminaire de juillet 1997 sur l'UNR recommande le renforcement et l'élargissement de cette autonomie sur tous les plans : académique, administratif et financier.

L'administration locale est caractérisée par une double structuration de **Directions régionales** et d'**inspecteurs de secteurs** (au niveau de la commune) mais les directions d'établissements d'enseignement, notamment secondaire, constituent également des instances importantes de l'administration scolaire locale. Certaines actions éducatives sont planifiées et administrées au niveau d'un centre scolaire, de la commune ou de la préfecture, à travers les organes auxiliaires légalement mis en place *ad hoc*. Ces organes auxiliaires sont :

- **Le Conseil du centre scolaire pour l'enseignement.** Il a pour tâches : recenser et mettre en œuvre les moyens financiers et matériels en vue de la construction et de l'entretien des bâtiments scolaires ; émettre des recommandations à l'intention des maîtres et du Conseil de commune pour l'enseignement sur tous les problèmes relatifs à la discipline tant des élèves que des enseignants ; examiner et approuver le rapport financier et matériel du centre. Le Conseil scolaire est doté d'un Comité d'organisation composé de quatre membres élus parmi les enseignants.
- **Le Conseil de la commune pour l'enseignement.** Il est intégré par : le bourgmestre (président) ; l'inspecteur de secteur (rapporteur) ; un représentant de chaque association ayant une ou des écoles dans la commune ; les directeurs des centres scolaires primaires ; deux conseillers communaux ; un représentant des parents par secteur communal (une commune comprend plusieurs secteurs administratifs ; un secteur scolaire couvre une commune). Le Conseil communal pour l'enseignement a les missions suivantes : proposer à l'inspecteur de secteur toutes les mesures susceptibles d'améliorer la qualité, le rendement de l'enseignement et la discipline des maîtres et des élèves ; donner des avis à l'inspecteur de secteur sur le placement de personnel et sur l'ouverture ou la fermeture d'un centre scolaire ; établir les besoins prioritaires pour l'utilisation des diverses recettes scolaires ; émettre des avis sur les candidatures aux postes de directeurs de centres scolaires.
- **Le Conseil de la préfecture pour l'enseignement.** Il comprend : le Préfet (le pays est subdivisé en douze préfectures), qui en est le Président ; le Directeur régional (rapporteur) ; deux bourgmestres ; quatre représentants des parents

membres du Conseil communal pour l'enseignement ; deux directeurs d'établissements d'enseignement secondaire ; quatre inspecteurs de secteurs ; un représentant de chaque association ayant des écoles dans la préfecture. Ce Conseil a pour tâches de : débattre des questions d'ordre social relatives à la santé des élèves, à l'hygiène scolaire, aux affectations du personnel enseignant et à la collaboration entre les autorités religieuses et scolaires ; proposer l'implantation de nouvelles écoles secondaires dans la préfecture ; coordonner les apports du secteur privé et des organisations non gouvernementales (ONG) relatifs à la promotion de l'enseignement dans la préfecture ; examiner les propositions des Conseils de commune pour l'enseignement en matière de carte scolaire.

- Le **Conseil d'établissement d'enseignement secondaire**. Chaque établissement scolaire secondaire public ou privé a son propre Conseil. Il comprend obligatoirement l'inspecteur d'arrondissement (président), un sous-préfet (vice-président), le directeur de l'établissement (rapporteur), le bourgmestre de la commune abritant l'école, un représentant de l'Association propriétaire de l'établissement pour les écoles privées, un représentant des professeurs et un représentant des élèves. Ce Conseil examine tout problème relatif à la bonne marche de l'établissement.

Tandis que les organes auxiliaires susmentionnés sont déjà opérationnels, le **Conseil national pour l'enseignement** n'existe que dans les textes légaux et réglementaires et n'a jamais fonctionné. Il faut aussi noter que la plupart de ces textes réglementaires sont en train d'être revus pour être adaptés à la situation actuelle, car la plupart sont déjà dépassés.

Sur le plan de la structure, l'éducation non formelle n'est pas organisée de manière uniforme, mais présente plusieurs centres de développement qui relèvent de la responsabilité principale de divers organismes publics ou privés : le **Ministère de la jeunesse, des sports, de la culture et de la formation professionnelle** ; le **Ministère du genre, de la famille et des affaires sociales** ; les institutions religieuses ; les ONG.

Sur le plan de la structure, l'éducation non formelle n'est pas organisée de manière uniforme, mais présente plusieurs centres de développement relevant de la responsabilité principale et de la direction de divers organismes publics ou privés : le Ministère du genre, de la famille et des affaires sociales (MIGEFASO) ; le Ministère de la jeunesse, des sports, de la culture et de la formation professionnelle (MIJESCAFOP) ; les institutions religieuses ; les organisations non gouvernementales.

Au niveau du MIGEFASO, ces activités sont coordonnées par les structures centrales (Direction de l'éducation populaire) et décentralisées (Centres préfectoraux de développement et de formation permanente – CPFDP – au niveau de la préfecture et Centres communaux de développement et de formation permanente – CCDFP – au niveau de la commune). Ces centres ont pour mission de réduire l'analphabétisme parmi les adultes et la jeunesse déscolarisée ou non scolarisée.

Au niveau du MIJESCAFOP il existe des Centres de formation des jeunes (CFJ) qui dispensent une formation en métiers surtout aux jeunes déscolarisés. Cette formation concerne les filières telles que la maçonnerie, la menuiserie, la couture, la plomberie, la soudure, l'électricité, la mécanique auto, etc. La formation dure d'un à trois ans et est sanctionnée par un diplôme d'ouvrier semi-qualifié A₄ (les diplômes A₃, A₂, A₁ et A₀ sont

délivrés par le Ministère de l'éducation aux niveaux secondaire et supérieur de l'enseignement technique et professionnel).

[Source : WDE]

“There are four ministries, each with specific responsibilities, which have significant involvement in education provision and development:

- Ministry of Education, (MINEDUC) sets policy and standards for the education sector; oversees the formal system at pre-primary, primary, secondary and tertiary levels; provides non-formal education for adults, youth, and out of school children; is responsible for vocational training;
- Ministry of Local Government, Social Affairs and (MINALOC) administers salaries; oversees decentralisation functions of education;
- Ministry of Public Service, Skills Development, and Labour (MIFOTRA) sets salary levels and conditions of service for teachers
- Ministry of Finance and Economic Planning (MINECOFIN) sets broad policy and planning frameworks, oversees financial planning.

The Government is also implementing major reforms in the areas of decentralisation and Public Service. With decentralisation and public service reform currently being implemented, responsibilities for programme and plan implementation and monitoring at the district levels lie with the district education offices. It is anticipated that as school management is strengthened, schools themselves will make more decisions. Teachers provide formal education in schools through a deconcentrated system but the central ministries retain overall responsibility for education. The role of MINEDUC is to create an appropriate operating environment and to steer the education sector towards national priorities and goals. MINEDUC also works with civil and faith-based partners and the private sector to ensure education provision for all.

The policy on teacher development envisages teachers progressing through 3 professional stages – newly qualified, a probation of three years, and post-probation with emphasis on continuous development. Core teaching values and competence profiles will be structured according to areas of competencies and will lead to the establishment of a coherent teacher education curriculum and the introduction of a range of new qualifications framework. School-based training, at primary and secondary levels, supported by Teacher Training Colleges (TTCs) and Colleges of education (CoE) links and on-the-job mentoring will become increasingly important.

The 2005 Higher Education Law defines the operating environment for all higher education institutions (HEIs), both public and private. It specifies the roles, responsibilities and duties of all HEIs. The Law was approved by Parliament in March 2005. Higher Education Institutions will have two years to comply with all the requirements of the Law from the date it is gazetted. The Law mandates the establishment of two semi-autonomous organizations. Together these new organizations will oversee the development of higher education according to the Governments stated aims and priorities. These are outlined in the Higher Education Policy and Sub-sector Plan. Each institution will have a specific remit and set of responsibilities within the overall framework. The National Council of Higher Education (NCHE) will support the development of a National Strategic Planning Framework. It will establish a National Quality System and a National Qualification Framework. It will also have the power to accredit and approve the operations of all higher education providers. The Student

Financing Agency for Rwanda (SFAR) will manage all student financing, such as loans, grants, bursaries and scholarships. Both of these agencies have been approved by Cabinet, and are awaiting legal approval from Parliament.” [Source: Ministry of Education. *Education Sector Strategic Plan 2006-2010*. April 2006.]

Le financement de l'éducation

En 1998, le budget ordinaire prévisionnel du MINEDUC s'élève à environ 15,9 milliards de FRW soit 20,5 % des dépenses totales dont 52,8 % pour le niveau primaire, 15,5 % pour le secondaire, 28,6 % pour le supérieur et 3,1 % pour les services centraux. La part des salaires est en moyenne de 65,9 % du budget : 92,7 % (primaire), 70,5 % (secondaire) et 19,8 % (supérieur). Les bourses d'études absorbent près de 10 % ; les frais de nourriture occupent respectivement 16,2 % et 15,1 % des crédits alloués au niveau secondaire et au niveau supérieur. La part du budget de développement consacrée à l'éducation est de 9 % du total dont 96 % proviennent du financement extérieur.

Les autres sources internes de financement comprennent : les parents d'élèves à travers les frais de scolarité : mais après le génocide et la guerre, les familles en milieu rural en particulier sont actuellement incapables de faire face aux frais de scolarisation ; les budgets des communes (maigres pour la plupart) ; les institutions religieuses : leur contribution est évidente mais ne peut pas être évaluée avec précision sans recours à une enquête exhaustive ; les Associations de parents d'élèves surtout pour les écoles privées. La plupart des parents sont pauvres et ne parviennent pas à payer régulièrement les frais de scolarité très élevés (jusqu'à 200 \$US par élève et par an) des écoles privées.

[Source : WDE]

“Government's financial commitment to education has steadily improved over the last few years, although there are some areas for improvement. Positive trends include the following:

- Recurrent expenditure on education has averaged about 27% of total public recurrent expenditure over the period 2003-06.
- Primary education's share of education recurrent expenditure rose from 40 to 45 percent between 2003- 2006. However, this is still low compared to other SSA and low-income countries and is projected to increase towards 50%.
- Recurrent non-salary expenditure increased from 16 to 43 percent over the period, raising nominal recurrent expenditure per student from US\$ 28 to US\$ 40. The increase is mainly due to the capitation grant.
- Current salary expenditure per staff is around 3.3 times GDP per capita at primary level and 6 times GDP per capita at secondary level.
- The share of the education recurrent budget allocated to secondary education has increased from 18% in 2003 to a budgeted 20% in 2006.

Of the recurrent budget, expenditure on higher education has been falling (31% in 2006, down from 35% in 2003), most of which (42%) supports student subsidies. Targets for gradually scaling down the extent to which students are supported by the state in higher

education are being introduced. Therefore cost savings are expected from cost-sharing, payback of student financing agency for Rwanda (SFAR) loans, and improvements in internal efficiencies of higher learning institutions, one of the tasks by the National Council for Higher Education (NCHE) recently passed by the parliament and soon to be operational. Despite these positive trends, public expenditure on education has fallen as a share of the total Government expenditure (from 19.3% in 2003 to 16.3% in 2006). Development expenditure fell from over 10% of total Government development expenditure in 2003 to 7% in 2005/6.” [Ministry of Education. *Long-term strategy and financing framework 2006-2015*. September 2006.]

SÃO TOMÉ AND PRÍNCIPE

Laws and other basic regulations concerning education

En 1990, le pays s'est doté d'une nouvelle constitution politique basée sur la démocratie multipartite avec un pouvoir reparté entre quatre institutions : le Président de la République, l'Assemblée Nationale, le Gouvernement et les tribunaux. Du point de vue administratif, le pays est organisé en districts qui sont au nombre de six dans l'île de Sao Tomé et une région administrative spéciale, la région de Príncipe avec un statut politico-administratif particulier.

Le système éducatif de Sao Tomé et Príncipe est régi actuellement par la loi de base (LSBE, décret –loi n° 53/88).

Le décret-loi n° 58/93 a fusionné les directions de l'enseignement préscolaire et de l'enseignement primaire dans une seule direction de l'enseignement de base avec comme objectif de s'occuper de la scolarité obligatoire jusqu'à six ans (de la première à la sixième classe) comme étant une des volontés politiques de l'état d'accroître de niveau scolarisation des enfants. Mais dans la pratique, cette direction ne s'occupe pas encore des classes de 5e et 6e. [Source : Ministère de l'éducation et de la culture. *Education pour Tous. Plan national d'action 2002-2015*. Novembre 2002.]

Administration and management of the education system

“Sao Tome and Principe’s public sector is characterized by a weak institutional capacity, limited financial resources, poor working environment, an oversized civil service and high transaction costs, compounded with a lack of effective donor coordination and a general unreliability of donor flows. This makes the exercise of public sector function and sound public resource management difficult. To correct this situation, the Government has adopted new organizational and staffing plans for the administration and is preparing, with donors' assistance, a full administrative reform, which includes a civil service retrenchment program. This will be done by realigning the roles and functions of each ministry, mapping functional responsibilities and introducing new management capacities. An important aspect of these reforms will be the establishment of effective linkages between development planning, policy making, resource allocation and staffing deployment.

The overall quality of education has declined as a result of the lack of classrooms, sufficient and suitable textbooks, and a lack of professional and qualified teachers (only 45 percent of teachers are qualified). To respond to the high student demand for a very small number of classes, the Government decided to use both double and triple shift classrooms. These shifts are conducted by the same teacher and take place the same day, meaning that children have only 4 hours of class time per day. Consequently, the system's effectiveness has declined since 1990.” [Source: World Bank. Memorandum of the president of the International Development Association on a country assistance strategy of the World Bank group for the Democratic Republic of São Tomé and Príncipe. Report No. 21031-ST, October 2000.]

« L'éducation préscolaire est destinée aux enfants d'un mois à six ans d'âge, elle a pour objectif de promouvoir le plein épanouissement de l'enfant et sa préparation pour accéder à l'enseignement primaire dans les conditions d'équité pour tous.

L'éducation préscolaire fonctionne dans les crèches et dans les jardins d'enfants situés principalement dans les centres urbains et leurs banlieues. Les jardins d'enfants se retrouvent surtout en milieu urbain et acceptent les enfants de trois à cinq ans alors que les crèches se situent en particulier en milieu rural et reçoivent les enfants de zéro à six ans. Jusqu'au début des années 1990, les crèches fonctionnaient dans les entreprises agricoles qui les prenaient totalement en charge. Actuellement, avec le processus de privatisation agricole qui a entraîné le démantèlement d'une grande partie de ces entreprises, beaucoup de crèches tendent à disparaître ou ont déjà disparu pour cause d'abandon alors que la tendance générale est pour une grande demande à ce niveau. La fréquentation de l'éducation préscolaire est facultative et est conditionnée au paiement d'une participation parentale destinée à couvrir partiellement les charges d'alimentations des enfants. L'enseignement est assuré par les jardinières d'enfants et des moniteurs d'enfants actuellement formés au CPD (Centre Pédagogique Didactique).

L'enseignement secondaire de base est assuré dans les capitales des districts où existent des écoles secondaires alors que l'enseignement préuniversitaire fonctionne seulement dans deux des principaux districts du pays, Agua Grande, Lobata et dans la région de Principe. Au niveau du privé, l'enseignement secondaire est donné à peine par une institution religieuse catholique qui promeut la formation secondaire jusqu'à la 12^e année de scolarité basée exclusivement sur le modèle portugais d'enseignement.

Le sous système de formation et perfectionnement de cadres enseignants est composé de l'école de formation et de perfectionnement des cadres enseignants (EFSQD) qui assure la formation de professeurs pour l'enseignement primaire et secondaire et par le Centre Pédagogique Didactique (CPD) qui forme les moniteurs et auxiliaires des crèches et jardins d'enfants pour le préscolaire. L'objectif de ce sous système est de garantir de manière régulière la formation et la disponibilité des cadres techniques à mettre à la disposition du système éducatif. Toutefois, malgré les efforts entrepris dans ce domaine, la formation des professeurs se fait de manière irrégulière.

Le sous système de l'éducation des adultes est dirigé par la direction de l'éducation des adultes qui a pour objectif d'éradiquer l'analphabétisme qui sévissait dans le pays au moment de son accession à son indépendance. Si les campagnes d'alphabétisation des adultes ont donné des résultats probants dans les premières années de l'indépendance, elles sont actuellement abandonnées et la direction d'alphabétisation des adultes en voix de restructuration.

La formation des cadres s'est toujours faite à l'étranger à travers l'attribution des bourses d'études mises à la disposition du pays par coopération internationale. Par des raisons diverses, liées à l'efficacité et à la grande demande de bourse par les jeunes ce principe a été légèrement modifié et actuellement il a été créé dans le pays des institutions de niveau supérieur parmi lesquels on note, dans le secteur public, l'institut supérieur de formation (ISP/STP) créé en 1996 par le décret n° 88/96 du ministère de l'éducation, de la jeunesse et des sports. Et dans le secteur privé, l'institut universitaire des comptabilité, administration et informatique (IUCAI) créé en 1994. L'ISP, institution publique de formation supérieure, a comme objectif principal d'organiser et de donner des cours dans le domaine de la formation initiale des enseignants et d'autres formations qui deviendront importantes. Depuis sa création, l'ISP s'occupe de la formation des professeurs du

secondaire alors que l'IUCAI institution privée de formation dispense des cours dans les domaines de l'administration et de l'informatique.

Du point de vue institutionnelle, les organismes qui appuient les initiatives les projets de l'éducation de formation non formelle sont : les ministères de l'éducation et de la culture (MEC), de l'agriculture, de pêche et du développement rural, du travail et de la solidarité, de la jeunesse et des sports. Les actions qui sont appuyées par le MEC se concentrent sur les interventions suivantes : l'éducation des filles qui n'ont pas terminé l'enseignement de base ou avec des niveaux incomplets de scolarité ; l'alphabétisation des adultes ; le développement des domaines d'expression dans le cursus scolaires pour les enfants les plus défavorisés.

Dans le domaine de l'agriculture, les activités sont liées au processus d'animation rurale associée à la distribution des terres et à la vulgarisation agricole. Ainsi le perfectionnement des personnes dans les communautés agricoles passe par leur préparation minimum à travers des cours pratiques orientés vers l'amélioration de leur niveau individuel et qui exige l'alphabétisation.

Dans le domaine du travail et de la solidarité existent des projets formation professionnelle de caractère ponctuel dans les secteurs considérés nécessaires pour un complément de développement des micro-entreprises et de résolution du problème de l'emploi. C'est ainsi que nous avons enregistré des projets de formation en arts et métiers, en administration et gestion. Les projets de l'éducation non formelle engagés par le ministère de la jeunesse et des sports visent fondamentalement la formation des jeunes pour une demande du premier emploi et aussi pour l'occupation du temps libre.

Le Plan National d'action EPT est une opportunité pour créer un environnement participatif en vue d'un développement et une consolidation de partenariats plus amples mais efficaces de manière à ce que les ressources puissent être investies au profit de l'Etat. La décentralisation et la déconcentration de la gestion du système éducatif vont constituer la toile de fond pour la garantie d'une meilleure équité et une participation plus active de tous les acteurs éducatifs. Dans une perspective d'une plus grande implication des communautés locales, le système favorisera l'exercice du pouvoir au niveau local, mobilisant et affectant les ressources nécessaires à l'expérimentation des stratégies de l'EPT. La décentralisation devra passer par l'institutionnalisation de nouveaux modèles de gestion du système éducatif où les unités au niveau central se complètent et s'articulent avec les unités locales et régionales plus dynamiques et plus fonctionnelles. [Source : Ministère de l'éducation et de la culture. *Education pour Tous. Plan national d'action 2002-2015*. Novembre 2002.]

The financing of education

“The education sector employs the largest group in the civil service, but the ability of the Ministry of Education and Culture to use these human resources cost-effectively is hampered by its weak capacity for personnel planning and management, supervision of teachers, and monitoring resource use. In addition, teachers are de-motivated and untrained. Teachers' salaries are very low and correspond to about 1.5 times the GDP per capita. There is no career development path for teachers. School inspection for supporting and improving the quality of teaching is quasi nonexistent. The quality of school Mapping (*Carta Escolar*) and annual reports and data collection is also weak. Moreover, while expenditure in education is relatively high - 14% of total government expenditure, efficiency in the use of funds is very low. To address these issues, the government

developed a Ten-year Education Strategy which covers the entire sector for the period 2003-2013.

The ministries of Education and Health highlighted that they have little control over budget spending as this function is managed by the Ministry of Planning and Finance. Although all directorates prepare their annual budgets for approval by the Minister, the approved overall budget is simply forwarded to MOPF for its subsequent release. Actual utilization of the funds are not under the immediate responsibility of the *Direcção da Administração e Finança* of the Ministries, but rather under the Ministry of Planning and Finance. Since the information on expenditures in the social sectors is kept by the Ministry of Planning and Finance, it is only given by administrative budget lines, as such expenditures are not recorded by districts and the purpose for which the funds have been used is not known. There is an impression that there is inefficient use of resources due to uncoordinated planning, duplication and overlap. Capacity for financial planning and management is very limited. The importance of linking output and resources is however increasingly recognized at the higher ministerial level, but not necessarily throughout the system. Lack of knowledge of real costs is found to be a major obstacle in cost control and contributes to the inefficient utilization of resources.” [Source: World Bank. *Project appraisal document on a proposed credit and a proposed grant to the Democratic Republic of Sao Tomé and Príncipe for a social sector support project*. Report No. 28319-STP, April 2004. FOR OFFICIAL USE ONLY.]

« Malgré le contexte national difficile dû à l’application des mesures du plan d’ajustement structurel (PAE) que le pays connaît, les dépenses publiques courantes pour l’Education ont augmenté ces 5 dernières années, passant de 10 à 15% des dépenses publiques de l’Etat et de 1,2 à 2,2% du PIB en 2000.

La distribution du budget courant du MEC a révélé qu’il n’existe pas de grandes différences dans l’affectation des ressources entre les niveaux d’enseignement ; l’Education de Base étant la partie prioritaire avec 51% du total ; l’éducation secondaire bénéficie d’environ 33% et pour l’éducation préscolaire, il est affecté environ 7% du total. Les niveaux de financement de l’Education à Príncipe sont relativement différents de ceux de S. Tomé et le taux d’exécution budgétaire est de 88,7% pour la région de Príncipe contre 79,5% pour S. Tomé. Pour la partie spécifique de l’Education de base, la dotation budgétaire pour Príncipe représente environ 4,9% au total destinés à environ 4,3% des effectifs scolarisés. Les coûts unitaires par élève à Príncipe à tous les niveaux sont toujours supérieurs à ceux de S. Tomé. Les coûts unitaires par professeur dans l’Education de base représentent 1,5 fois le PIB par tête et 1,6 fois par tête correspondant au professeur de l’Enseignement Secondaire. Les dépenses privées des familles pour l’éducation des enfants, notamment les coûts concernant le matériel scolaires, le transport, l’uniforme, etc. ne sont pas négligeables même au niveau de l’Education de base dans la mesure où ils peuvent atteindre un montant de 10 dollars annuels par famille. » [Source : Ministère de l’éducation et de la culture. *Education pour Tous. Plan national d’action 2002-2015*. Novembre 2002.]

SENEGAL

Lois et autres règlements fondamentaux relatifs à l'éducation

Parmi les lois et règlements régissant l'éducation, les plus fondamentaux sont relatifs aux domaines suivants :

Le statut des enseignants :

Dès le début de l'indépendance, la loi n° 61-32 du 15 juin 1961 portant statut général des fonctionnaires avait exclu un certain nombre de corps dont celui de l'enseignement, compte tenu de leur spécificité. C'est ainsi que les enseignants sont régis entre autres par les textes suivants :

Le **décret n° 77-987** du 14 avril 1977 portant statut particulier des fonctionnaires de l'enseignement. Pour tous les corps d'enseignants, des professeurs agrégés aux instituteurs-adjoints en passant par les inspecteurs et les maîtres d'enseignement technique et professionnel, ce décret détermine les grades, les classes et les échelons, de même que le recrutement et les modalités d'avancement.

Le **décret n° 75-1106** du 6 novembre 1975 relatif aux indemnités de sujétion qui fixe le taux et les fonctionnaires et agents bénéficiaires de ces indemnités.

Le **décret n° 65-541** du 21 juillet 1965 portant détermination des maxima de service. Il fixe l'horaire hebdomadaire que chaque catégorie d'enseignants est tenue d'effectuer, sans rémunération supplémentaire.

L'organisation de l'Education nationale :

La **loi n° 91-22** du 6 février 1992 portant orientation de l'éducation nationale. Elle abroge et remplace la loi n° 71-36 du 3 juin 1971 et donne, conformément aux conclusions des EGEF, les finalités et les principes généraux de l'éducation. Elle donne également le découpage en cycles d'enseignement, de même que les grandes lignes de l'administration et de la gestion du système.

Le **décret n° 86-877** du 19 juillet 1977 portant organisation du Ministère de l'éducation nationale (MEN). Ce décret établit une liste exhaustive des directions et services du MEN, en précisant leurs missions et leur structuration.

L'organisation des différents niveaux d'enseignement :

La **loi n° 75-70** du 9 juillet 1975 relative à l'éducation préscolaire. Elle définit les différents établissements pouvant assurer cette éducation, de même que les conditions d'ouverture, la reconnaissance, les activités éducatives à y pratiquer et le contrôle administratif et pédagogique.

Le **décret n° 75-1261** du 26 novembre 1975 fixant les conditions d'ouverture d'un établissement préscolaire semi-public ou privé.

Le **décret n° 79-1165** du 20 décembre 1979. Il régit l'enseignement élémentaire, du cours d'initiation au cours moyen deuxième année. Il détermine les conditions d'admission des élèves, les autorités scolaires, la discipline et l'utilisation des locaux scolaires. Ce décret contient en annexe les horaires et programmes de ce niveau d'enseignement.

Le **décret n° 72-863** relatif à l'enseignement moyen général dont il détermine l'organisation des études et le type d'établissement.

L'organisation des examens :

Chacun des textes ci-après définit de façon précise toutes les modalités relatives aux examens professionnels des enseignants (candidature, épreuves, organisation etc.) :

Le **décret n° 76-0123** du 3 février 1976 portant création et organisation du Certificat d'aptitude à l'éducation préscolaire (ce décret est devenu caduc par suite de la polyvalence de la formation initiale des enseignants qui peuvent servir aussi bien dans l'enseignement préscolaire que dans l'enseignement élémentaire).

L'**arrêté interministériel n° 11486/MEN/IE** du 14 août 1967 fixant les modalités et programme des examens professionnels de l'enseignement du premier degré : Certificat d'aptitude pédagogique (CAP), Certificat élémentaire d'aptitude pédagogique (CEAP), Certificat d'aptitude aux fonctions de moniteur (CAM). A signaler que le corps des moniteurs est en extinction.

Le **décret n° 84-1183** du 13 octobre 1984 organisant le Concours de recrutement des élèves inspecteurs-adjoints (CREIA).

Le **décret n° 75-1022** du 10 octobre 1975 organisant le Concours de recrutement des élèves inspecteurs (CREI).

Les modifications légales les plus récentes concernent respectivement l'enseignement privé et l'organisation des Inspections au niveau des régions et des départements.

L'enseignement privé :

La **loi n° 94.82** du 23 décembre 1994 portant statut des établissements d'enseignement privés. Le concours de l'enseignement privé à l'œuvre d'éducation a été clairement perçu par la loi d'orientation de l'Education. Toutefois, jusqu'à la fin de 1994, l'initiative privée se trouvait fortement limitée par des formalités administratives trop rigoureuses. Ces formalités ne suffisaient pourtant pas à assurer le respect des règles par les établissements. C'est ainsi que la loi n° 94.82 a été votée pour faciliter la création d'écoles privées et le recrutement de leurs enseignants, tout en concentrant l'activité de l'administration sur l'inspection des établissements et la sanction éventuelle de leur dysfonctionnement. C'est ainsi que l'ouverture des établissements d'enseignement privé est désormais soumise à la simple obligation d'une déclaration préalable. En effet, avant, une école ne pouvait être ouverte qu'après réception d'un récépissé, ce qui prenait un temps trop long. De même, si les établissements d'enseignement privé sont tenus de suivre les programmes officiels lorsqu'ils existent, ils pourront élaborer leurs propres programmes dans le cas contraire. Ils pourront également délivrer des diplômes particuliers, l'Etat conservant le monopole de la délivrance des diplômes d'Etat. Toutefois, la délivrance de diplômes d'Etat pourrait être déléguée à un établissement d'enseignement privé par décret.

Enfin, la loi n° 94.82 institue un Conseil consultatif de l'enseignement privé qui constitue un cadre de concertation entre l'Etat et ses principaux partenaires de l'enseignement privé. Trois décrets d'application de cette loi ont été pris en 1998 :

le **décret n° 98.562** du 26 juin 1998 fixant les conditions d'ouverture et de contrôle des établissements d'enseignement privé ;

le **décret n° 98.563** du 26 juin 1998 fixant les conditions et les titres exigibles des directeurs et du personnel enseignant des établissements privés du cycle fondamental et du cycle secondaire et professionnel ;

le **décret n° 98.564** du 26 juin 1998 fixant les conditions de la reconnaissance et les modalités d'attribution des subventions et primes aux examens aux établissements d'enseignement privé.

L'organisation des IA et des IDEN :

Le **décret n° 93.789** du 25 juin 1993 portant création des Inspections d'académie (IA) et des Inspections départementales de l'Education nationale (IDEN). Au terme du décret n° 79.1165 du 20 décembre 1979, l'Inspecteur régional de l'enseignement élémentaire exerce sa compétence sur les établissements d'éducation préscolaire, les écoles élémentaires, les collèges d'enseignement moyen général, les centres d'orientation scolaire et professionnelle et les centres de formation pédagogique. Il n'avait aucune autorité sur les lycées, ni sur les écoles et les centres de formation pédagogique autres que les CFPP. Or, l'action éducative formant un tout, la continuité au niveau régionale a été rétablie par le décret de 1993.

Par ailleurs, il met à la tête des régions des inspecteurs d'académie à la place des inspecteurs régionaux de l'enseignement élémentaire. De la même façon, ce décret met à la tête des départements des inspecteurs départementaux de l'Education nationale à la place des inspecteurs départementaux de l'enseignement élémentaire.

Les moyens actuels du Sénégal ne permettent pas de scolariser la totalité des enfants en âge de bénéficier de l'éducation. Dès lors, la scolarité obligatoire consiste en un maintien de ceux qui sont dans le système, jusqu'au cours élémentaire deuxième année au moins, quelles que soient leurs dispositions intellectuelles. Au demeurant, cette disposition n'empêche pas des abandons scolaires à ce niveau. En revanche, l'éducation est gratuite dans les établissements publics qui admettent les élèves sans aucune distinction, dans la limite des places disponibles.

Administration et gestion du système d'éducation

Le système éducatif est géré par le **Ministre de l'éducation nationale** (MEN) secondé par d'autres ministres (par exemple en 2000 le **Ministre délégué chargé de l'alphabétisation et de la formation professionnelle**, le **Ministre chargé de l'enseignement technique** et le **Ministre de l'enseignement supérieur**). L'administration du secteur de l'éducation est assurée au niveau central par plusieurs directions nationales et services et divisions rattachés au cabinet.

Au niveau régional, le MEN compte une **Inspection d'académie** (IA) dans chacune des dix régions, et 43 **Inspections départementales de l'Education nationale** (IDEN), dont plusieurs pour la région de Dakar, la capitale, qui dispose du réseau d'écoles le plus dense et des effectifs les plus importants.

L'Inspecteur d'académie est responsable de tous les niveaux d'enseignement pré-universitaires publics et privés. Il exerce sa compétence sur l'ensemble des établissements, du préscolaire au secondaire en passant par les centres de formation pédagogique et professionnelle, les centres d'orientation scolaire et professionnelle, les structures de formation continuée des enseignants et les centres de santé scolaire situés dans sa région.

L'IA est le supérieur hiérarchique des IDEN et de tous les personnels servant dans les établissements précités. Délégation de pouvoirs lui est donnée, au nom du MEN, pour prendre tous actes et décisions dans nombre de domaines (contrôle et encadrement des enseignants de l'élémentaire, carte scolaire, construction et réhabilitation des

infrastructures, examens, affectation, sanctions, permissions et congés, subventions aux coopératives etc.). L'IDEN est délégataire de pouvoirs dans :

- la gestion de la part du budget de l'Etat affecté aux établissements d'éducation préscolaire et aux écoles élémentaires, et des personnels de ces structures ;
- l'organisation des examens et concours des élèves et des maîtres de sa circonscription ;
- la collecte et l'analyse de données statistiques ;
- la planification et la gestion des opérations d'entretien préventif et de réhabilitation des établissements de son ressort, en liaison avec les communes et les communautés rurales concernées.

Le **Directeur d'école** assure la bonne marche de son établissement. Il est le premier conseiller pédagogique de ses adjoints et peut assister à leur classe. Lorsqu'il est déchargé de classe (un directeur est déchargé s'il est à la tête d'une école de douze classes et plus), il doit établir son emploi du temps, visiter régulièrement les classes et remplacer dans ses fonctions tout maître absent temporairement. Il est responsable de la liaison avec les familles des élèves et les employés subalternes de l'école sont placés directement sous ses ordres. Il préside le Conseil des maîtres.

Le **Conseil des maîtres** a pour but, au niveau de chaque établissement de l'enseignement élémentaire, d'étudier en commun tout ce qui concerne les horaires, l'organisation du travail, les problèmes pédagogiques, le passage des élèves d'une classe à l'autre, l'organisation du service et le règlement intérieur.

Le **Conseil des professeurs**, dans les collèges et les lycées, il joue le même rôle que le Conseil des maîtres dans l'élémentaire alors que les Comités consultatifs et les Comités de gestion ont compétence dans les domaines respectifs du climat social et des finances.

Le principe de l'unicité des caisses avait fait qu'au Sénégal, les établissements de formation professionnelle, entre autres institutions, n'avaient pas le droit d'utiliser les recettes de leurs prestations de service qu'ils reversaient au trésor public. A présent, la possibilité leur est donnée de jouir intégralement de ces produits. A cet effet, depuis 1991, chaque établissement abrite en son sein un **Comité de gestion** de ces fonds.

La **Commission administrative paritaire** a compétence en matière d'avancement des enseignants exclusivement. Le **Conseil de discipline**, composé en nombre égal de représentants de l'administration et de représentants des enseignants, est consulté avant toute sanction disciplinaire du troisième degré (radiation du tableau d'avancement, rétrogradation, exclusion temporaire ou révocation). Le **Conseil de santé** donne un avis sur le cas des enseignants malades en vue de leur réaffectation ou de leur éventuelle réforme. La Commission administrative paritaire, le Conseil de discipline et celui de santé ont un caractère consultatif.

En dehors du Ministère de l'éducation nationale, d'autres départements ministériels ont un rôle d'éducation assez important, notamment au niveau du post-secondaire et de l'alphabétisation fonctionnelle. Concernant les ONG, l'intervention de certaines d'entre elles est exclusivement consacrée au secteur non formel, en l'occurrence,

dans l'alphabétisation. Quant au secteur privé son intervention se développe de plus en plus dans le secteur de l'éducation, tous niveaux confondus.

Le **Conseil supérieur de l'éducation et de la formation (CONSEF)**, présidé par le Premier Ministre, est un organe de concertation chargé de l'orientation et de la supervision des politiques mises en œuvre dans le cadre du Programme décennal de l'éducation et de la formation (PDEF). Le Secrétariat exécutif du CONSEF est assuré par le ministre de l'éducation, assisté par les autres ministres en charge du secteur de l'éducation et de la formation. Le **Comité national de coordination et de suivi (CNCS)** assure, pour le compte du CONSEF, des missions de coordination, de programmation, de suivi et d'évaluation des activités du PDEF. La Direction de la planification et de la réforme de l'éducation (DPRE) du Ministère de l'éducation assure le secrétariat technique du CNCS et en voie de conséquence la coordination globale des activités. Au niveau régional, le Comité régional de coordination et de suivi (CRCS) est présidé par le Président du Conseil régional et le Secrétariat exécutif du CRCS est assuré par l'Inspecteur d'académie. Des instances de coordination et suivi existent également au niveau départemental et local (communes, communautés rurales).

La Division de l'enseignement privé (DEP) du MEN, directement rattachée au Cabinet du Ministre gère les écoles privées de l'éducation préscolaire à l'enseignement secondaire, général et technique. Les enseignements privés supérieur et professionnel sont respectivement gérés par la Direction de l'enseignement supérieur (DES) et la Direction de la formation professionnelle (DFP). Ces trois organes responsables travaillent en étroite collaboration entre eux et en rapport direct avec les autres directions et services du MEN et avec les Inspections d'académie et les Inspections départementales.

Les bases légales de l'enseignement privé sont déterminées par une loi de 1994 portant statut des établissements d'enseignement privés, et trois décrets d'application de cette loi pris en 1998. L'enseignement privé offre les mêmes options que le public, du préscolaire au supérieur, en enseignement général, technique et professionnel. Cependant, l'enseignement supérieur long est très peu développé avec une seule université privée.

Les programmes d'études sont les mêmes que ceux des établissements publics et les déclarants responsables sont tenus de les respecter. Cependant, les textes réglementaires prévoient l'éventualité de programmes spécifiques conçus par un établissement. Dans ce cas, ces programmes sont déposés auprès de l'autorité compétente.

L'éducation permanente de base est destinée à ceux qui n'ont pas pu fréquenter ou qui ont dû quitter prématurément les structures purement scolaires. Elle vise à satisfaire les besoins en formation des communautés de base d'une part, et d'autre part à élever et à perfectionner le niveau culturel des citoyens dotés d'une formation professionnelle, en leur permettant d'actualiser et d'enrichir leurs connaissances et leur formation, en vue de leur promotion sociale. L'éducation permanente de base inclut l'alphabétisation des adultes et la promotion des langues nationales. Au niveau de l'alphabétisation et de la promotion des langues nationales, le Département s'est fixé comme objectif final l'éradication de l'analphabétisme à travers une démarche accordant une large place à des modules alternatifs d'éducation non formelle et à la promotion des langues nationales. A ce propos, la stratégie adoptée est celle du *faire faire*. Cette stratégie consiste à permettre à des opérateurs en alphabétisation, de présenter des projets qui, une fois validés par la Direction de l'alphabétisation et de l'éducation de base (DAEB), sont mis en œuvre.

Depuis 1993, une politique éditoriale nationale est mise en œuvre par l'Institut national d'étude et d'action pour le développement de l'éducation (INEADE). Les manuels produits par cet institut ont un double avantage : leur contenu est adapté aux réalités sénégalaises et leur prix exceptionnellement abordable, comparativement aux manuels importés. De 1987 à 1992, le Sénégal a connu une politique de gratuité des fournitures. Durant cette période, chaque région, à tour de rôle, a vu ses élèves dotés chacun d'un paquet minimum comprenant un manuel scolaire et du petit matériel : cahiers, règle, crayon à bille etc. Actuellement, les élèves paient eux-mêmes leurs manuels scolaires.

[Source : WDE]

“School infrastructure in Senegal is poor in general. An assessment done in 2005 of the construction conducted during the first phase of the program showed that: (i) the gap in latrines for the new elementary classrooms built during Phase 1 is estimated at 6,853 boxes (87% of the need) and; (ii) the various types of and norms for latrines at the school level need to be updated. This situation highlighted the lack of an adequate Government strategy for ensuring a minimum physical package for each school. Wherever local governments and community-based organizations were involved in the planning and implementation of their basic services in education, the school environment was found to be much better. Since 2002, the growth in middle school enrolments has been accelerating: student enrollments increased from 277,106 in 2004 to 311,863 in 2005. The increase in the number of middle schools was primarily in the public sector (313 collèges in 2004 to 427 in 2005). However, this increase is more a result of the opening of “new” schools in temporary structures financed and built almost entirely by communities using local materials, or in rented buildings ill-adapted for use as schools. This situation is due to the limited investment by Government in this level of education, and the relatively few donors involved in the sub-sector. In the first phase, all actors involved in construction, including Government, had an approach that favored the classroom over the school; therefore, rather than considering the school in its entirety, all development projects constructed classrooms. This, in turn, contributed to the fact that there is a gap of more than 6,800 latrines nationally, as projects tended to focus their resources on building latrines for the new classrooms they created (if at all) rather than in considering the school as a whole, existing and new classrooms included.

Before the introduction of the contractual teaching corps (also called *volontaires* and *maitres contractuels* in elementary and *vacataires* and *professeurs contractuels* in middle schools) in 1994, all teachers were civil servants, and received relatively high wages and other benefits. Given the challenge of reaching EFA by 2015, the prevailing wages could not be maintained; nor could the system afford to provide the number of years of training to its new elementary teachers. During the first phase, therefore, several alternative teacher corps emerged: Contractual teachers in elementary (*volontaires de l'éducation nationale* and then *maitres contractuels*) and in middle schools (*vacataires* who then became *professeurs contractuels*) quickly grew to become essential actors in education provision. Under the new alternatives, all elementary teachers were hired as *volontaires*, who became *maitres contractuels* after two years. Both categories were still contractual teachers, and their wages were significantly below those of civil servants. After four years, contractual teachers in elementary could pass an examination that qualified them for civil service status, though this transition was not guaranteed. Instead, each year Government would agree with unions on the number of new civil service

positions that would open for this category, within the parameters of its macro-economic environment, and that would determine the number of contractual staff who would enter the civil service. At the middle school level, new entrants were hired as *vacataires*, paid on an hourly basis to cover the number of hours they taught. They can enter the civil service primarily by entering the teacher training institution (*Ecole Normale Suprieur*). During the period 1997-2003, the number of teachers in the public school system increased on average by 8.4 percent annually, from 16,705 to 27,615, with the share of *volontaires* and *vacataires* growing rapidly.

Currently each region has an EFI (*Ecole de formation des instituteurs*), which permits the recruitment of at least 3,500 contractual teachers annually. In-service training is provided at the regional level, as well, under the regional training entities called *Pôles régionaux de formation* or *PRF*. There are important efficiency gains to be made by coordinating the work of the EFIs, which have students only for six months out of every year, and the PWs, which have skilled personnel and transportation means but no physical space. A new comprehensive Regional Training Center concept is being developed by the *DRH* and the relevant ministry directorates, and the IDA project will support the reforms necessary to put this into place.

Government and donors, including IDA, have provided some support for the purchase and provision of learning materials, though never quite enough to attain the ambitious goal of 3 textbooks per child. Therefore, the textbook:student ratio in elementary, which had reached 2.15 at the highest point in the first phase, is now at 1.9. The new target for the second phase is to reach 2 textbooks per child in the first two grades of elementary (CVCP) and then to have a 5:1 ratio for the remaining years in elementary and middle schools. But this solves only half of the problem; in those schools visited by missions over the years, those that had textbooks rarely used them effectively, often preferring instead to keep them in good condition in the storage units at the school level. The project will ensure training for, and verification of, effective use of textbooks in classrooms.

Curriculum development has been an ongoing process for the past 10 years: Although the process appears to have finally found its rhythm, even under the most ambitious planning process it is clear that the full elementary cycle will not have the new curriculum in place before 2010. In the meantime, district and regional education officers have begun to provide training for teachers on how to adapt the existing curriculum and learning materials to achieve a set of priority curricular goals. The IDA team will support this process, placing primary emphasis on reading as the most important factor that will determine whether or not a child can learn effectively.

The Ministry of Education is the primary governmental body responsible for the implementation of educational policies and management of the education system through directorates corresponding to the different sub-sectors: Pre-school Directorate (*DPE*), Elementary Directorate (*DEE*), the Middle and General Secondary Directorate (*DEMSG*), the Local Languages and Literacy Directorate (*DALN*), the Higher Education Directorate (*DES*), to name just a few. Since 2005, the Ministry of Education shares its responsibilities with the Ministry of Technical Education and Vocational Training, which has been established as an independent ministry. In addition, there are two Cabinets of Delegate Ministers under the Minister of Education, one in charge of literacy and national languages; and the other of pedagogic issues. The administrative, technical, and financial management of the education sector is ensured by the Planning and Educational Reform Directorate (*DPRE*) for overall planning and technical coordination, and by the General Administration and Equipment Directorate (*DAGE*) for all matters to do with financial management and procurement.

The regional education structures or *inspections d'académie (IA)* are charged with the management of activities at the regional level (11 in total), and the district education structures or *inspections départementales de l'éducation nationale (IDEN)* at the district level (44 in total). The *IA* have overall responsibility for the *IDENs* as well as for the training institutions that do pre-service training for elementary school teachers, called *Ecoles de la Formation des Instituteurs* or *EFI*, and in-service training, called *Pôles régionaux de formation*. In addition, they have oversight over all middle and secondary schools. The *IDENs* are responsible for providing support to schools, and recruiting contractual teachers for vacant positions. They are closely involved in the site selection for new schools, and serve as the technical advisors to the local governments on matters to do with education. At the school level, school directors are responsible for managing schools, including personnel, financial and pedagogic management. They report directly to the *IDEN* for pedagogic matters and to the *IA* for administrative issues. Schools usually have management committees (*comités de gestion de l'école* or *CGE*), comprising representatives from the school staff, parents, and community members, and in charge of financial management of the funds collected from parents and communities, or sometimes even from non-governmental or donor organizations. The Parents' Association (*Association des Parents d'élèves* or *APE*) serve to strengthen the links and cooperation between the schools and families. They are advisory bodies with an important fundraising role at the school level, and the level of their involvement varies. The roles of the *CGE* and the *APE* overlap enough to create tensions in some areas, as the former include members from the school and the community that the latter normally does not include.

Human resource management is weak in a sector that has one of the largest wage bills in Government. After almost three years of continuous discussion on the issue, the Minister named a Director of Human Resources about a year ago who has put together an ambitious action plan to solve problems of, inter alia, (a) poor coordination and personnel data tracking between the Finance, Education and Civil Service Ministries; (b) outdated information regarding the number and location of personnel in the education system; (c) uneven deployment between rural and urban/peri-urban areas; (d) perverse incentives for addressing the education system's needs, as evidenced by the imbalanced distribution of scarce civil service positions. A first, important task concluded has been a cleaning of the teaching rolls, where ghost teachers have been identified and their salaries suspended.” [Source: World Bank. *Project appraisal document on a proposed credit to the Republic of Senegal for a quality Education for All project*. Report no. 35798-SN, August 2006. FOR OFFICIAL USE ONLY.]

Le financement de l'éducation

L'enseignement public, formel comme non formel, est essentiellement financé par l'Etat qui assure la rémunération du personnel, les dépenses de matériel et d'entretien, et une bonne partie des investissements, à travers son budget annuel.

En appoint, l'enseignement public reçoit des contributions, par le biais de la coopération bilatérale et multilatérale, et aussi des organisations internationales et non gouvernementales, à travers des projets s'échelonnant sur plusieurs années. Ces projets sont consacrés pour l'essentiel à la construction et à l'équipement de classes et à des renforcements institutionnels et, dans une moindre mesure, à la formation des enseignants. Les financements ne sont généralement pas intégrés au budget. Les contributions sont

déposées auprès des banques et sont mobilisées en fonction de la programmation des projets, sous le contrôle des structures compétentes du Ministère de l'économie, des finances et du plan. Les principales sources de financement extérieures sont : la Banque Mondiale, la Coopération japonaise, la Banque Africaine de Développement (BAD), l'Organisation des Pays Producteurs et Exportateurs de Pétrole (OPEP), la Banque Islamique de Développement (BID), la Coopération française, le PNUD, l'UNESCO, l'Agence Canadienne de Développement Internationale (ACDI), etc.

De manière ponctuelle, les collectivités locales (communes et communautés rurales) et les associations de parents d'élèves contribuent à l'achat de fournitures et à la construction de salles de classe, ou encore à la rémunération de personnel de service. Leur dynamisme et leur contribution varient selon les localités.

L'enseignement privé, compte tenu de sa diversité, présente plusieurs mécanismes de financement. Dans le privé laïc, le financement provient du fondateur qui supporte les premières dépenses d'investissement et de fonctionnement. Une école est seulement autorisée à son ouverture, c'est dans une seconde étape, après avoir fait ses preuves, qu'elle est reconnue. L'Etat subventionne les écoles reconnues compte tenu de l'enveloppe prévue à cet effet. Le décret n° 98.564 du 26 juin 1998 en fixe les modalités d'attribution. Les parents supportent les frais de scolarité de leurs enfants.

Dans le privé catholique, le rôle principal dans la gestion est tenu par la Direction diocésaine de l'enseignement catholique, à la fois autorité de tutelle et véritable gestionnaire des écoles. La Direction diocésaine est l'employeur de tous les personnels travaillant dans les écoles catholiques. Elle recrute, affecte et rémunère les personnels enseignants et éventuellement non enseignants (des gardiens). Les écoles catholiques perçoivent des frais de scolarité de leurs élèves, des cotisations diverses et bénéficient de la subvention de l'Etat, une fois reconnues.

Entre 1992 et 1998, les dépenses totales d'éducation ont augmentées en passant de 85,7 milliards de francs CFA (FCFA) à 109,6 milliards. Mais cette évolution n'a pas été régulière puisqu'à l'augmentation record de 1994 a succédé une baisse en 1995, immédiatement suivie d'une légère hausse en 1996. Cette évolution irrégulière a résulté d'un taux de croissance des dépenses totales d'éducation de 7 % en moyenne par an. Ces données doivent être analysées en tenant compte du changement de parité intervenue en 1994 et qui a substantiellement renchéri les *inputs* (à la fois locaux et importés) nécessaires au maintien de la qualité et du taux de scolarisation. Il apparaît alors en valeur réelle, les dépenses d'éducation ont au total diminué de 13 % entre 1992 et 1998, ce qui correspond à une baisse de 2,7 % en moyenne par an.

L'évolution des dépenses publiques d'éducation n'a pas été la même pour les différents sous secteurs de l'enseignement public. En passant de 19,4 milliards en 1992 à 25,1 milliards de FCFA en 1998, les ressources allouées à l'enseignement supérieur ont, dans la période, enregistré le taux de croissance le plus élevé : il s'établit pour la période à 29,6 % soit une moyenne annuelle de 6,9 %. L'enseignement supérieur est suivi du niveau primaire qui se voit allouer des ressources totales de 41,8 milliards de FCFA en 1996 contre 34,3 milliards en 1992, enregistrant ainsi une augmentation de 21,8 % en quatre ans. Les autres niveaux d'enseignement ont également connu des taux de croissance annuels positifs de leurs dépenses, à l'exception du sous-secteur de l'enseignement technique et de la formation professionnelle pour lequel la baisse relative

moyenne est de 2 % par an. Quand aux dépenses totales de l'enseignement moyen et secondaire général, elles n'ont augmenté que très faiblement, en passant de 19,4 milliards en 1992 à 21,7 milliards en 1996.

On constate que, malgré la priorité accordée à l'enseignement technique et à la formation professionnelle dans les objectifs de politique éducative de l'Etat, ce sous-secteur ne cesse de voir ses ressources décliner en terme tant absolu que relatif. Celles-ci sont en effet tombées de 8,3 milliards de FCFA en 1992 à 7,3 milliards en 1996, soit une chute de 12,2 % en valeur absolue et un recul de la part du sous-secteur dans les dépenses totales d'éducation de 10,1 à 7,6 %.

Un montant de 92,2 milliards de francs, soit 96,3 % des ressources totales allouées à l'éducation, est dépensé chaque année en moyenne pour financer le fonctionnement des différents niveaux d'enseignement, contre seulement 3,9 milliards pour les dépenses d'investissement (3,7 % du total). Sur la période 1992-1998, l'enseignement public a bénéficié d'un investissement total cumulé de 28,8 milliards, ce qui, compte tenu des énormes besoins d'infrastructures scolaires, s'avère nettement insuffisant.

La contribution des ménages aux dépenses d'éducation connaît une croissance continue mais irrégulière. Estimée à 5,8 milliards en 1992, elle est passée à 8,9 milliards en 1998, soit une augmentation totale de 53,4 % et une croissance moyenne annuelle de 13,4 %. La part des dépenses d'éducation financée par les ménages s'élève d'autant plus rapidement que les dépenses publiques d'éducation se ralentissent, leur faisant ainsi jouer un rôle à la fois complémentaire et de substitut à celui de l'Etat. Pour toute la période considérée, la proportion des dépenses totales financées par les ménages, s'élève en moyenne à 7,2 %.

Les collectivités locales participent au financement des dépenses d'éducation de façon modeste. Cette contribution s'oriente de préférence vers l'enseignement élémentaire, suivi des niveau moyen et secondaire général. Quoique de façon encore plus marginale, les communes financent même l'enseignement supérieur à travers l'octroi de bourses aux étudiants (Communauté urbaine de Dakar). L'effort global des collectivités locales dans le financement de l'éducation a diminué de 1,2 milliards en 1992 à 1,1 milliards en 1998. Cela représente pour la période considérée une proportion moyenne de 1,1 % seulement des dépenses totales d'éducation. Cependant depuis 1998, dans le cadre de la politique de régionalisation, l'Etat a transféré aux collectivités locales la gestion d'une bonne partie des ressources publiques destinées à l'éducation.

En 2000 le pays a consacré 3,2 % de son PIB aux dépenses publiques d'éducation. En 2003, l'enseignement élémentaire a absorbé 48,1 % des ressources publiques courantes allouées à l'éducation.

[Source : WDE]

“The overall allocation for education continues to improve as demonstrated by the increasing share of education expenditures. Budget resources for education are not lacking but allocations are uneven. Government allocates more than 30 percent of its recurrent budget for education, and of that, around 44 percent has been devoted to primary education. The second highest allocation within the sector is for higher education,

which received 27.4 percent in 2004 not including mid-year budget resources that are often added. The middle school level is the hardest hit, dropping to 7 percent in 2004 (down from 13 percent in 2001). With the growing demand for middle school places, and with Government committed to ensuring equity in access, this position favoring higher education over middle schools is unsustainable. The Government is the largest financier in education. Funding sources for the education sector include the national budget in addition to funds from local governments, households and external donors. The budget finances more than 75 percent of all expenditures education. Although the state provides a large share of the total spending to the sector during the first phase, when salaries and transfers (including scholarships) are taken out, it only provides 50 percent of the financing for quality inputs, the other 49 percent of which was financed under donor programs.” [Source: World Bank. *Project appraisal document on a proposed credit to the Republic of Senegal for a quality Education for All project*. Report no. 35798-SN, August 2006. FOR OFFICIAL USE ONLY.]

SEYCHELLES

Laws and other basic regulations concerning education

The **Education Act** of 1982 (amended in 1991) embodies the vision and principles of the Constitution of the Second and Third Republic respectively. One of the key features of the Education Act is the assertion of the right of all Seychellois to receive equal access to compulsory education opportunities in accordance with their abilities, aptitude and creed.

[Source: *National Report*, 2004.]

Administration and management of the education system

The national education and training system is principally under the responsibility and management of the **Ministry of Education and Youth** although at the further education and training level, this responsibility is shared with other Ministries, as shown in the table below:

Level of Education and Training	Mode of Instruction	Responsibility
Crèche, Primary and Secondary	Full-Time	Ministry of Education and Youth
Further Education & Training: Seychelles Polytechnic	Full-Time & Part-Time	Ministry of Education and Youth
National Institute of Education (NIE)	Full-Time & Part-Time	Ministry of Education and Youth
Industrial Training Center (ITC)	Full-Time & Part-Time	Ministry of Education and Youth
Adult Learning & Distance Education Center (ALDEC)	Part-Time	Ministry of Education and Youth
Skills Training Center	Full-Time & Part-Time	Ministry of Employment and Social Affairs
Seychelles Hotel and Tourism Training College (SHTTC)	Full-Time & Part-Time	Ministry of Transport and Tourism
National Institute of Health and Social Studies (NIHSS)	Full-Time & Part-Time	Ministry of Health
Seychelles Institute of Management (SIM)	Part-Time	Ministry of Administration
Farmers Training Center (FTC)	Full-Time & Part-Time	Ministry of Environment & Natural Resources
Maritime Training	Full-Time & Part-Time	Ministry of Environment & Natural Resources

Center	Time	Resources
National College of the Arts (NCA)	Full-Time	Ministry of Sports, Local Government and Culture

The Ministry of Education is organized into five main divisions: Human Resources, Administration and Finance Division (HRAF); Education Planning Division (EP); Schools Division (S); Technical & Further Education Division (TFE); and the Educational Technology Division (ETD).

Non-formal education which essentially takes the form of adult and continuing education is offered by the Adult Learning and Distance Education Center (ALDEC) and is coordinated by the Ministry of Education and Youth. The service provides fee-paying academic upgrading and/or skill training opportunities to principally the following category of adult learners: early school leavers, school-leavers who have under-achieved during the full cycle of formal education; learners who abandoned or were denied access to the full cycle of formal education, employees who want to improve their employability prospects. The majority of the courses are usually offered after working hours on week days with a few courses offered on Saturdays. The service falls under the responsibility of the Department of Education.

[Source: *National Report*, 2004.]

“Some 85% of teachers have received pedagogical training ranging from one-year certificates to a Bachelor of Education (B Ed) and postgraduate certificates. At present the minimum qualification for primary teaching is a four-year diploma which may lead to a B Ed in two more years of study; for secondary teaching it is a B Ed. Almost all primary school teachers are Seychellois but in secondary and post secondary institutions 11% of teachers are expatriates originating mainly from Sri Lanka, India, and Kenya. This makes for a certain degree of instability in staffing at that level, along with wide differences in teacher expectations. School infrastructure is generally of a good standard, most schools having been rebuilt or renovated over the past ten years.

Pre-school or crèche education is not compulsory but it is available free of charge and 85% of all children in the 3½ to 5 year age range attend crèche. There are 33 crèches and they are usually located close to district primary schools and are run by the same management team. There are also 27 private day-care centres that cater for 52% of children aged 2 months to 5 years.

Primary education is compulsory for all children starting from the age of 5 years and there is 100% enrolment. A zoning policy for government schools obliges children to attend school in the district of their family’s residence. Four of the 26 primary schools in the country are located on three other islands (Praslin, La Digue and Silhouette) and three are privately owned and run. Primary schools range in size from six groups per year level to one group. A broad-based curriculum is offered throughout the six years of primary schooling, organised in three primary cycles (Crèche – P2: Cycle 1, P3/P4: Cycle 2 and P5/P6: Cycle 3). In the first four years of schooling (i.e. in Cycle 1), Creole, the mother tongue of 99% of Seychellois, is the medium of instruction, after which there is a gradual shift to English. Children also learn French as a foreign language.

Secondary education is also compulsory (a minimum of four years and a maximum of five) and students have to attend one of the 10 regional secondary schools

found on the three main islands or one of the two private schools. Enrolment in state secondary schools is 94%, while 4% attend the private schools. The regional schools are inclusive in nature and are generally quite large in size.

The secondary school curriculum offers a certain amount of subject choice through an option system that includes core, academic, and technical subject combinations. Information technology is taught on a rotational basis in the first three years of secondary school, after which it becomes an optional subject. The academic curriculum leads to a national examination at the end of the fifth year, when students may also sit for international Cambridge 'O' level examinations (General Certificate of Education) provided they meet the entry criteria. (The country's examinations system has been linked to the University of Cambridge Local Examination Syndicate - UCLES - since colonial times). Private schools also follow international curricula, with the two main ones offering the Cambridge International General Certificate of Secondary Education (IGCSE).

Most training institutions offer a range of one-year to four-year training programmes in a number of different technical and vocational areas. Entry into full-time postsecondary education is competitive and generally about 70% of the full year group population gain access to full-time courses. The remaining 30% may join part time training programmes or seek employment.

The reforms of 1998/99 completed the move to more conventional styles of schooling with the closure of the National Youth Service, the addition of a fifth year to secondary schools and a broadening of the secondary school curriculum to offer a wider range of subject options at upper secondary, including combinations of academic and technical subjects. Schools were also encouraged to move away from their traditional practice of rigid streaming according to academic ability to more mixed ability groupings but as yet the alternatives proposed have not become institutionalised. Another objective of the 1998/99 reforms was to raise the profile of the teaching profession and improve the quality of teacher training programmes. A new National Institute of Education was established, with the mandate to provide both pre-service and in-service training as well as taking on a leading role in the development of the national curriculum for schools. The convergence of teacher training and curriculum development within one institution intended to optimise the use of the system's most experienced education professionals and to bring about a better integration of curriculum innovations and action-research into teacher training.

Reviews of training provisions within the Seychelles Polytechnic resulted in the decentralisation and transfer of basic level training programmes to a number of institutions based in related ministries other than education. For example, the Schools of Agriculture and Maritime Studies became attached to the Ministry of Agriculture and Marine Resources, while the School of Hotel and Tourism to the Ministry of Tourism. Intake into the Polytechnic is now restricted to entry onto more advanced level programmes in three main areas: technical studies, business studies and academic studies.

The inherited curriculum model of grammar school education, linked to external examining bodies (UCLES) has strongly influenced the development of the comprehensive system, resulting in a certain amount of mismatch between the curriculum, school policies, teaching strategies and the profiles of the learners. The disparities are especially apparent at secondary level where the curriculum has a strong tendency towards the traditional academic subjects, with a clear focus on the requirements of international examinations, which are actually taken by a minority of students. The technical or applied subjects, introduced to provide a broader range and better balance of

subjects, are generally considered to be more suited to the less academically able (the majority) or for students who do not achieve through the traditional methods of schooling.

The language policy, promoting trilingualism and the development of the mother tongue in schools, whilst generally valued by the majority of Seychellois, has brought about problems of its own in relation to curriculum planning and implementation. The primary school curriculum tends towards language overload, thus limiting the time available for other subjects and activities. Adequately resourcing mother-tongue teaching remains a challenge, especially in view of the cost of sustaining the local production of good quality materials on such a small scale. Teacher training in first language methodology also requires further development. These factors, along with the residual negative attitudes (linked to our colonial past) towards using Creole in formal education, have all contributed to the mother tongue being relegated to a lower status in terms of curriculum importance. Nevertheless, it is now widely accepted that the mother tongue has an important role in the socialisation of children into schools and in their initiation to learning to read and write.

A considerable number of teachers - about 20% of the total - are either untrained or have only the most basic level of training, especially at primary level. The quality of teaching throughout the system is another area of concern. A rather didactic and teacher-centred approach tends to be the norm, one that is not often effective in the context of comprehensive schools and the need to cater for all abilities. While the newly revised teacher training programmes and teacher support provided through the recently established School Improvement Programme (13) all advocate for differentiated teaching and learning and group work, it is likely that practices will change only when other related factors such as improved leadership, greater accountability, improvements in support and school-based curriculum development take place in parallel.” [Source: Marie-Therese Purvis. “Education in Seychelles: an overview.” *Seychelles Medical and Dental Journal*, Special Issue, vol. 7 no. 1, November 2004.]

“In the case of the Seychelles the decision to develop a National Qualifications Framework (NQF) was also influenced from abroad, but in this case the influence was much closer and more difficult to ignore. By 2003 most member states of the Southern African Development Community (SADC) had embarked on NQF development, with South Africa, Mauritius and Namibia furthest advanced. In addition the region made it clear that a regional qualifications framework would be developed with increasing political support. Recognising the potential benefits of having its own NQF as early as 1999, the Seychelles embarked on a well-planned and gradual plan of action. By 2005 the Act was promulgated, by 2006 the Seychelles Qualifications Authority (SQA) had started developing regulations and policies for the NQF. Concurrently, with support from Canada, a process was initiated to develop local capacity in competency-based curriculum development. Similar to the strong influence of outcomes-based education in the early years of the development of the South African NQF, good progress with the competency-based initiative made a significant impact on the development of the NQF in the Seychelles.” [Source: Jean-Michel Domingue et al. *Occupation qualifications in the Seychelles and South Africa: a critical reflection on progress to date*. Paper presented at Q Africa 2007, Gallagher Estate, Midrand, South Africa, 22-23 November 2007.]

The financing of education

“The budget allocation to education has remained between 11% and 13% of national expenditure annually over the period 1977 to 2003.” [Source: Marie-Therese Purvis. “Education in Seychelles: an overview.” *Seychelles Medical and Dental Journal*, Special Issue, vol. 7 no. 1, November 2004.]

SIERRA LEONE

Laws and other basic regulations concerning education

The **Tertiary Education Commission Act 2001** was established for the development of tertiary education in the country and to provide for other matters connected therewith. The Commission functions include: the monitoring of academic programmes of each tertiary institution to ensure that their respective programmes are not at variance with the overall socioeconomic aims and aspirations of the country; acting as a depository of all academic and non-academic programmes of every tertiary institution in the country; acting as a depository of all rules and regulations binding the conduct of students and staff of each institution; and approving the establishment of new universities, polytechnics, or new campuses.

The **Polytechnic Act 2001** was established with corresponding Polytechnic Councils and to make provision for the management and supervision of polytechnic institutions throughout the country. So far three Polytechnics have been established, integrating with existing Technical-Vocational institutions for wide course options.

The **National Council for Technical, Vocational and other Academic Awards Act 2001 (NCTVA)**, was established for the evaluation and certification of certain academic courses and programmes and to provide for certain related matters. The NCTVA succeeds the Institute of Education, University of Sierra Leone in the awards of certificates in the country. It is an independent national body of both the university and other tertiary institutions.

The **Education Act 2004** was also passed by Parliament to replace the one enacted in 1964. A significant provision in the Act is to make basic education free and compulsory for all citizens with punitive measures for those who cause hindrance in accessing education.

A new **University Act** has been approved in 2005. It separated the two existing sets of institutions making up the then single university into two self-sufficient entities – Njala University and the University of Sierra Leone. It also allows for university autonomy in matters of administration and academia and for the creation of private universities.

Both the **Local Government Act 2004** and the New Education Act 2004 now enforce decentralisation of educational management. In effect, steps are being taken to integrate the Inspectorate with the established Local Government Councils, as managing national education in a centralised manner does not yield the required quality. The Ministry has therefore devolved authority for the supervision of pre-primary and primary schools, Junior Secondary Schools, Adult Literacy Centres, and Community Education Centres, to District Education Committees. The District Inspectorate Division should now act as the technical arm of the District Education/Council to monitor and evaluate educational output at district level. The Ministry is encouraging community ownership of

schools. This is done at the primary level through the establishment of School Management Committees (SMC).

[Source: *National Report*, 2004.]

Administration and management of the education system

“In 1961 and 1971 Sierra Leone gained independence and Republican status respectively within the Commonwealth of Nations. A referendum of 1978 made the All People’s Congress Party (APC) the sole political party, heralding the practice of politics of exclusion. The climax was the outbreak of a civil war lasting for eleven years from 1991 to 2002. The devastating civil war fuelled by the country’s diamond resources which attracted various rogue elements and finally the intervention of foreign troops to restore constitutional democratic rule under the Sierra Leone People’s Party (SLPP). Adult literacy according to the 2004 Population Census is approximately 39%. This is a very low adult literacy rate. Nationally, 29 percent of females can read in a language, compared to 49 percent for males.

All educational institutions now operate under the Education Act of 2004. According to this Act, the control of education is in the hands of the **Minister of Education, Science and Technology** advised by various officials and bodies. With recent decentralization reforms, the management of basic education has been devolved to local governments. Outside of central government, the recently re-established local councils are going to have the biggest influence on education in Sierra Leone. District Education Councils (DEC) and City/Town Councils are to take full control and supervision of all pre-primary, primary, and junior secondary schools by 2008, including such functions as the recruitment and payment of teachers, the provision of textbooks and teaching materials, and the rehabilitation and construction of schools. The process has already commenced.

The Local Government Act is important for education because it transfers the management and supervision of basic education to the local councils. One of the challenges highlighted by the recent County Sector Report on education is that there are ambiguities in the laws – in particular between the Education Act and the Local Government Act. This has resulted in some confusion about the roles and responsibilities of the national and local government regarding the management of education. The roles and responsibilities of MEST, local governments, school management committees, boards of governors, school proprietors are still not clearly demarcated. The devolution schedule has been very aggressive, and as such there has been little time to reflect on what has been learned so far or to fill in the cracks in the system. Another source of tension in governance is the relationship between the government and the proprietors of government-assisted schools. Currently, the Government determines the composition of the school’s governing board or SMC. Government also provides most of the funds required for the day to day running of the school and for the payment of teachers’ salaries. As a result the government is asserting more control over the schools, which causes friction in the partnerships with proprietors. The roles of School Management Committees (SMCs), Boards of Governors (BoGs), education proprietors, MEST, etc regarding the delivery of basic education needs clarification. Currently, adequate resources (whether technical, financial, or equipment) to ensure the successful implementation of simple tasks do not exist. As a result, performance in the sector overall

is weak as reflected by indicators of completion and achievement. Building good accountability systems is also plagued by a general lack of reliable data on inputs, outputs and outcomes. The building of an Education Management and Information System is underway collection of data has already commenced, data entry will start soon and initial results would be available by the end of June 2007. In terms of finances, the Public Financial Management structure presently being finalised would, it is hoped, go some way to addressing concerns about financial accountability. School Management Committees (SMCs) and Boards of Governors (BoGs) are responsible for the day to day management of public primary and secondary schools respectively. Yet, many of these bodies have not received necessary training in management – and many are non-functional. Teacher absenteeism and lateness as documented in IRCBP Baseline Study of Primary point to a crucial need for better monitoring and management of teachers and schools. Many senior teachers and heads of institution lack management training and make limited effort to develop their capacity and competence whilst in office.

The **Non-Formal Education Council** is a partnership body that has responsibility for national non-formal education programmes. It mobilizes resources and oversees the implementation of various partners. Literacy and numeracy are its main priorities but it also supports skills training. Amongst other things, it gives guidance to partners on policy matters. Through its Monitoring Committee, MEST is kept abreast with development needs and projects in the non-formal education sector.

As a result of the high percentages of damaged schools, classrooms are inadequate leading to overcrowding. More spacious classrooms needed for effective teaching and learning to take place. Desks and chairs of teachers and pupils are inadequate and where available are of poor quality. The provision of adequate quality teaching and learning materials is an issue that could not be dispensed with as we strive towards the accomplishment of quality primary education. The provision of core text books at a 1:1 ratio is the policy of MEST but is yet to be realized nationwide. The intention is to provide books in sufficient quantity that each child will have a set and readers to not only use in school but to take home. Phased replacement will be made every 3 years as necessary and as the curriculum is revised. MEST is yet to commission writers so that it owns the copy write to key books written using its syllabuses. Many primary schools do not have school libraries, and if they do they are ill equipped. Much improvement needed in that area. The high cost of books is not helpful to those schools wishing to start libraries from their meagre resources. A book policy can help matters greatly. A large number of schools lack toilets and clean water. Contributing to poor education quality is the large numbers of untrained and uncertified teachers in the system. Nationally, 40% of teachers are unqualified, and in the Northern region, over half of all teachers are unqualified. The female teachers in primary constitute 32% of all teachers.

Providing good quality ECCE programs is a huge challenge for the Government. Competing demands for funds and prioritization of basic education (defined as primary and junior secondary) as well as few donors for education has meant that ECCE has largely been ignored. What programs do exist are uncoordinated and in the hands of various entities including MEST, Ministry of Health, and the Ministry of Social Welfare, Gender and Children. The New Education Policy of 1995 stipulates that every child shall be encouraged to have between 1-3 years of early education at either a nursery or kindergarten school. Since then MEST has recognized the importance of early childhood care, but there is no comprehensive policy for the sector. Although ECCE is widely recognized to include more than just education, the New Education Policy only discussed formal schooling options as the ECCE strategy. Access to formal pre-school education is currently very low. The MEST pre-school survey carried out in December 2005 revealed

a total pre-school enrolment of 19,147. Of this number, 8619 (45%) were boys and 10,528 (55%) were girls. The results of the Rapid Assessment of ECCE in 2003, as cited in the PRSP education sector review, show that there were 153 preschool institutions in urban and semi-urban areas, and that nearly two-thirds of these were located in the Western Area and over 40% of them were not on permanent sites. In summary, the provision of ECCE is almost exclusively by private proprietors (individuals or missions) and mainly for children of the wealthy. The small number of pre-school institutions, their cost and very uneven distribution is partly responsible for some under-age enrolment at the primary level. The quality of pre-school institutions is mixed, with some quite good institutions catering to the wealthiest households in urban areas. But as the Rapid Assessment of ECCE shows a majority of the ECCE providers are of relatively poor quality.” [Source: Ministry of Education, Science and Technology. *Sierra Leone Education Sector Plan. A Road Map to a better future 2007-2015*. 2007.]

The financing of education

“Adequate mobilization of resources and judicious management of these resources is crucial to achieving Sierra Leone’s education goals. Actual education spending by the Government has increased rapidly since 2000 but in relation to total expenditure and to GDP, it has remained relatively steady over that time period. The share of total government expenditure allocated to education hovered around 19 percent between 2001 and 2004. Over the period 2000-2004, the largest multilateral donors to education in Sierra Leone were the World Bank (through IDA), the African Development Bank through the (AfDF) and the European Community (EC). The largest bilateral donors were the UK, Germany and Norway. Domestic public funding represents only 35 percent of total spending on education; contributions from donors are about 22 percent; and the main contributors (with 44 percent of the total) are households. In primary education, households finance about half of total recurrent spending, this proportion rises to over 60 percent in secondary education.

Approximately 20% of current government spending, the largest of any of the sectors, is allocated to education. An estimated 48% to 50% is allocated to primary education, and about 25% of the rest to secondary education with junior secondary having around 19%. In GDP terms, around 4.9% of government expenditure is presently on education. Expenditure on education is not only by the GOSL, households contribute significantly to education. Research has shown that about 50% of the spending on primary education comes from households. For secondary education the percentage is even higher at approximately 60%. In terms of consumption, the CSR estimates that only about 43% of the expenditure on education is consumed by females. With the resuscitation of local councils and their responsibility for education at the basic education level, primary school fees subsidies are now being given by the Ministry of Finance (MOF) to councils to be paid directly to schools. In the case of examination fees, payment is by the MOF directly to the West African Examinations Council (WAEC).” [Source: Ministry of Education, Science and Technology. *Sierra Leone Education Sector Plan. A Road Map to a better future 2007-2015*. 2007.]

SOUTH AFRICA

Laws and other basic regulations concerning education

All policies, laws and programmes introduced by the Ministry of Education since 1994 have aimed at transforming the national system of education and training. The mission statement of the Department of Education declares that: 'Our vision is of a South Africa in which all its people have equal access to lifelong education and training opportunities, which will contribute towards improving their quality of life and building a peaceful, prosperous and democratic society. This statement points the way toward a system that is freed from discrimination and inequality, and united on a foundation of opportunity and democracy.

Education rights are provided in section 29 of the **Constitution** (1996) as follows: (i) everyone has the right to a basic education, including adult basic education, and to further education which the State, through reasonable measures, must make progressively available and accessible; (ii) everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable; and (iii) everyone has the right to establish and maintain, at their own expense, independent educational institutions that: do not discriminate on the basis of race; are registered with the state; and maintain standards that are not inferior to standards at comparable public educational institutions.

The **South African Qualifications Authority (SAQA) Act No. 58** of 1995 provides for the development and implementation of a National Qualifications Framework (NQF) and for the establishment of the SAQA. The NQF establishes an integrated national framework for learning achievements, aiming at enhancing access and mobility as well as quality in education and training. In accordance with the Act, the NQF consists of eight levels grouped into three broad bands: (i) general education and training (NQF Level 1, including adult basic education and training Levels 1–4); (ii) further education and training (Levels 2–4); and (iii) higher education (Levels 5–8).

The **National Education Policy Act No. 27** of 1996 spells out directive principles for policy, as well as the consultative processes the Minister of Education must observe in determining policy or legislation. The Act also established the Committee of the Heads of Education Departments and the Council of Education Ministers, whose main function is to promote a national education policy which takes full account of the policies of the government, the education interests and needs of the provinces, and the respective competence of Parliament and the provincial legislatures.

The **South African Schools Act No. 84** of 1996 replaced Education Acts based on the principle of separate provision of education for the different ethnic groups ('apartheid') and asserts that all learners have a right to access basic and quality education without discrimination of any sort. The Act has paved the way for a single, non-racial school system. It provides for two types of schools—public and independent schools. A significant change introduced by the Act is that the previous differentiation of state-funded schools no longer exists, and now these schools are all referred to as public

schools. The Act also provides for conditions of admission for learners to public schools and for the governance of all public schools.

The **Higher Education Act No. 101** of 1997 provides for the establishment of a single national coordinated higher education system. The key features of a single coordinated system are: (i) a programme-based definition of higher education, i.e. all learning programmes leading to a qualification beyond Grade XII, or NQF Level 4; (ii) introduction of a national and institutional planning process linked to a new funding formula that would enable the higher education system to be steered to meet national development goals; (iii) democratization and reform of the governing structures of higher education institutions, including the establishment of institutional forums, representing stakeholders, to advise the councils of institutions on all aspects of institutional policy and governance; (iv) incorporation of colleges offering higher education programmes into the higher education system; and (v) establishment of a regulatory framework for the registration of private providers of higher education programmes. The Act also provides a statutory basis for the Council on Higher Education. The **Higher Education Amendment Act No. 63** of 2002 clarifies and brings legal certainty to labour and student matters regarding the mergers of public HE institutions. It provides clarity on the authority to take the decision to merge and to give a name and physical location to a new institution.

The **Further Education and Training Act No. 98** of 1998 provides for: the establishment, governance and funding of public further education and training institutions; the registration of private further education and training institutions; and quality assurance and quality promotion. The purpose of this Act is to establish a national coordinated further education and training system which promotes co-operative governance and provides for programme-based further education and training. This Act, together with the Ministry of Labour's **Skills Development Act No. 97** of 1998 (amended in 2003) and the National Skills Development Strategy 2005–2010 (March 2005), represent the legislative basis for a progressive re-orientation of further education and training towards the needs of the society and the economy, and a major re-conceptualization of funding sources for the sector.

The **Employment of Educators Act No. 76** of 1998 provides for the employment of educators by the state, and the regulation of conditions of service, discipline, retirement and discharge of educators. This Act clarifies a number of areas of the law that have caused confusion in the past, especially with respect to the identity of the employer, and the definitions of misconduct and incapacity. The Act also provides a statutory basis for the South African Council for Educators.

The **South African Council for Educators (SACE) Act** of 2000 establishes that all teachers have to register with SACE in order to practice as qualified teachers.

The **Adult and Basic Education Training Act No. 52** of 2000 regulates adult basic education and training (ABET) and provides for: the establishment, governance and funding of public adult learning centres; the registration of private adult learning centres; and quality assurance and promotion in adult basic education and training.

The **General and Further Education and Training Quality Assurance Act No. 58** of 2001 provides for the establishment of the Council for Quality Assurance in

General and Further Education and Training (*Umalusi*), which in 2002 replaced the South African Certification Council.

According to the Schools Act of 1996, school attendance is compulsory for all children between 7 and 15 years of age.

[Source: WDE]

Administration and management of the education system

The **Ministry of Education** was established in May 1994 to deal with education and training at the national level. It is assisted by the **Department of Education**. Education at all levels—excluding tertiary education—is listed as one of the functional areas of concurrent national and provincial legislative competence (Schedule 4, Part A of the Constitution). Thus, Parliament may pass a law with regard to any level of education, and provincial legislatures may pass a law with regard to any level of education, except higher education.

In terms of the Constitution, the national Department of Education is responsible for matters which cannot be regulated effectively by provincial legislation, as well as for matters that need to be coordinated in terms of norms and standards at the national level. Relations with the nine **provincial departments of education** are guided by the national education policy, within which the provincial departments have set their own priorities and implementation programmes. The **Council of Education Ministers**, consisting of the Minister of Education, the Deputy Minister and the nine provincial Members of the Executive Council for Education, meets regularly to discuss matters related to the national education policy, share information and views on all aspects of education in the country, and co-ordinate actions on matters of mutual interest. The **Heads of Education Departments Committee** (HEDCOM) consists of the Director-General of the Department of Education, the Deputy Directors-General, and the heads of the provincial departments of education. The functions of HEDCOM include: facilitating the development of a national education system; sharing information and views on national education; coordinating administrative actions on matters of mutual interest; and advising the national Department on a range of specific matters.

The provincial departments of education are the examining authorities for the School Certificate examination, but the Minister of Education is publicly accountable for the quality of education. In consequence, the Department of Education has undertaken the monitoring of the examination, and has provided professional support to ensure credibility and uniformity across the provincial departments. In 1998, a National Policy on Senior Certificate examinations was completed. It is within the framework of this policy that provincial departments have developed their management plans and regulations.

The **Council on Higher Education** (CHE) was appointed in June 1998. The CHE is an independent statutory body, responsible for advising the Minister of Education on all aspects relating to the transformation and development of higher education in South Africa. The CHE is also responsible for accreditation, quality assurance and quality

promotion through a permanent sub-committee—the Higher Education Quality Committee (HEQC).

The **South African Qualifications Authority (SAQA)** is a body of twenty-nine members appointed by the Ministers of Education and Labour. The members are nominated by identified national stakeholders in education and training. The functions of the Authority are essentially twofold: (a) to oversee the development of the National Qualifications Framework (NQF), by formulating and publishing policies and criteria for the registration of bodies responsible for establishing education and training standards or qualifications and for the accreditation of bodies responsible for monitoring and auditing achievements in terms of such standards and qualifications; and (b) to oversee the implementation of the NQF by ensuring the registration, accreditation and assignment of functions to the bodies referred to above, as well as the registration of national standards and qualifications on the framework. It must also take steps to ensure that provisions for accreditation are complied with and, where appropriate, that registered standards and qualifications are internationally comparable. The Authority is required to perform its tasks after consultation and in co-operation with all bodies and institutions responsible for education, training and certification of standards which will be affected by the NQF. It must also comply with the various rights and powers of bodies in terms of the Constitution and Acts of Parliament. In 1998, SAQA published the National Standards Bodies (NSB) Regulations whereby provision was made for the registration of national standards bodies and standards generating bodies. These bodies will be responsible for the generation and recommendation of qualifications and standards or registration on the NQF. The Education and Training Quality Assurance (ETQA) Regulations were also published in 1998 and provided for the accreditation of ETQA bodies. These bodies will be responsible for: accrediting providers of education and training standards and qualifications registered on the NQF; monitoring provision; evaluating assessment and facilitating moderation across providers; and registering assessors.

The **National Skills Authority**, established under the Skills Development Act 1998, advises the Minister of Labour on the national skills development policy and strategy, and liaises with **Sector Education and Training Authorities (SETAs)** on the national skills development policy and the National Skills Development Strategy (2005–2010).

The **Department of Social Development** is one of the government departments that have to ensure that young children are taken care of in the best way, in particular within the framework of ECD services and programmes. Other government departments that work with the Department of Social Development include the Departments of Education, Health, and Justice as well as local municipalities.

The **National Centre for Curriculum Research and Development** was formally established as a Directorate in the Chief Directorate **National Institute for Lifelong Learning and Development** in 1998. The Centre supports the Department's mission of quality lifelong learning and training for all, through a number of projects that will culminate in a policy framework on lifelong learning development. The Centre's research and development projects support policy formulation and implementation, and contribute to a reflexive and rigorous approach to transformation, equity and increased performance in the education system.

The **Centre for Educational Technology and Distance Education** was established in the national Department of Education in 1994, but could start functioning only in January 1996 with the appointment of the Director and other staff. The Centre undertakes research and development work on technology enhanced learning, school libraries, educational broadcasting and distance education, with a view to supporting developments in the field of education.

Certificates for the vocational programmes offered by technical colleges and other training institutions were awarded by the South African Certifications Council (SAFCERT), established according to Act No. 85 of 1986 in order to ensure that all certificates awarded by the Council represent the same standard of education and examination. The functions of SAFCERT have been incorporated into those of the new **Council for Quality Assurance in General and Further Education and Training (Umalusi)**, which was constituted in June 2002 on the basis of the General and Further Education Act of 2001. The Council ensures that education-and training-providers have the capacity to deliver, and also assesses qualifications and learning programmes to ensure that they conform to set standards. The **Certification Council for *Technikon* Education (SERTEC)** was established to ensure that comparable standards of teaching and examination are adhered to by all *technikons*. The SERTEC awards certificates to successful candidates at *technikons* that comply with the examination requirements, norms and standards.

The **National Board for Further Education and Training**, appointed in 1999, provides advice on the implementation of the *White Paper on further education and training* (White Paper 4), which establishes the government's policy for post-compulsory education and training.

The **South African Council for Educators (SACE)** has been established to act as the guardian of the professionalism of teachers. All teachers have to register with SACE in order to practice as qualified teachers. The SACE has laid down certain criteria which have to be met before a teacher can be registered and it has a code of conduct with which teachers have to comply.

The **South African Universities Vice-Chancellors Association (SAUVCA)**, formerly the Committee of University Principals) is a statutory committee that considers policy initiatives and other matters of common interest to the universities. The Advisory Council for Universities and *Technikons* (AUT) brings together representatives of the SAUVCA and of the **Committee of *Technikon* Principals**, experts from commerce and industry, statutory institutions, and the public sector. It advises the Minister of Education on a wide range of matters, including student subsidies, course development, and the allocation of programmes to universities and *technikons*.

According to the South African Schools Act (1996), the **governing body** of a public school must: promote the best interests of the school and strive to ensure its development through the provision of quality education for all learners at the school; adopt a constitution and develop the mission statement of the school; adopt a code of conduct for learners at the school; support the principal, educators and other staff of the school in the performance of their professional functions; determine times of the school day consistent with any applicable conditions of employment of staff at the school; administer and control the school's property, and buildings and grounds occupied by the

school; encourage parents, learners, educators and other staff at the school to render voluntary services to the school; and recommend to the Head of Department the appointment of educators and non-teaching staff. The membership of the governing body of an ordinary public school comprises the principal, co-opted members and elected members. Elected members shall comprise a member or members of each of the following categories: (i) parents of learners at the school; (ii) educators at the school; (iii) members of staff at the school who are not educators; and (iv) learners in the eighth grade or higher, elected by the representative council of learners at the school. According to the Further Education and Training Act (1998), every public further education and training institution must establish a council, an academic board, a student representative council and such other structures as may be determined by the council subject to the approval of the Member of the Executive Council.

Although some of the provincial departments of education provide pre-primary education, the scale is still limited and the field of early childhood development (ECD) is dominated by the private sector. Where departmental provision exists, it usually caters to children from the age of 3. The Department of Education has focused most of its work on developing policies and implementation programmes for the reception year (Grade R), the first year of the proposed ten years of compulsory education. The Interim Policy for ECD was released in 1996. Subsequently, the Department developed the National ECD Pilot Project to develop and test systems and models of educational provisioning for the 5–6-year-olds, with a view to phasing in the reception year. The *White Paper 5 on ECD* which establishes a national system of provision of Grade R for children aged 5, was launched in May 2001. The medium-term goal is for all children entering Grade I to have participated in an accredited Grade R programme by 2010. The White Paper also focuses on expanding ECD provision, correcting imbalances, ensuring equitable access, and improving the quality and delivery of ECD programmes. These interventions aim to break the cycle of poverty by increasing access to ECD programmes, particularly among poor children. The programmes are implemented with other departments.

In May 2006, the Department of Social Development in collaboration with UNICEF published the *Guidelines for ECD services*, a product of a long and intensive consultation process. The document focuses on ECD services aimed at interventions and programmes for parents and/or primary caregivers as well as community-based services and ECD centres. These Guidelines were developed to facilitate the Department of Social Development's mandate towards ECD in South Africa. They also refer to important core aspects in the early childhood phase of life such as nutrition, health care, environmental safety and early education and learning. It remains, however, the role and mandate of other departments to provide guidance and information on their contributions and mandates towards young children through policies, guidelines and other methods of communication.

The SACE Act 2000 provides for the registration of ECD practitioners. In terms of the Act, all educators must be registered before they can be responsible for the care and education of children. When ECD practitioners are registered, they undergo professional development sponsored by the Council and are subject to the Code of Ethics. All practitioners must be trained and must receive ongoing training in ECD and the management of programmes and facilities for young children. Training of caregivers should include training on HIV and AIDS. The minimum qualification of practitioners is the registered Basic Certificate in ECD, National Qualifications Framework (NQF) Level 1 of the South African Qualifications Authority. This qualification entails basic knowledge and skills about child development from birth to 6 years of age. The

practitioner must at this level demonstrate how to facilitate growth and skills development in early childhood development programmes. ECD centre supervisors should have a minimum qualification of the National Certificate in ECD at NQF Level 4. Supervisors should demonstrate a theoretical and practical knowledge and experience in managing ECD centres. They should have management skills that enable them to tackle the various daily responsibilities at a centre, as well as communicate, liaise and meet the needs of all stakeholders at an ECD centre.

In 1998, the Department of Education, in collaboration with the provincial departments of education, began the phasing in a new outcomes-based curriculum, named *Curriculum 2005*. In line with the emerging requirements of the NQF, a curriculum policy document for Grades R–IX (i.e. the compulsory general education and training programme) had been released in 1997, and an assessment policy document in 1998.

The new framework was adopted after extensive consultation and research, and represents a radical break from the apartheid past. Apartheid education was dominated by pedagogical doctrines based on theories of racial and religious determinism. By contrast, the basis of outcomes-based education (OBE) is that learning is essentially an interactive process between and among educators and learners, with the learner at the centre of the process, and the teacher serving as facilitator. It places strong emphasis on co-operative learning, especially group work on common tasks. The goal is active, lifelong learners, with a thirst for knowledge and a love of learning.

Expected levels of performance—which are part of the new assessment policy—are being developed for the foundation phase (Grades R–III) and the senior phase (Grades VII–IX) of general education and training. The programme is being monitored, and the Department intends that systemic evaluation of learner attainment will take place at Grades III, VI and IX. The curriculum, and the new pedagogy associated with OBE, has been widely welcomed, but extreme budget pressure in 1997 compelled provincial education departments to reduce textbook orders and teacher development programmes.

The School Register of Needs Survey (SRNS) was conducted by the Department of Education in 1997 as part of its commitment to equity in education provision and to improving the quality of teaching and learning. The SRNS provides a frightening picture of neglect and deprivation in the South African education system. While privileged and relatively well-equipped schools exist, the vast majority of learners continue to be educated in conditions of extreme neglect in terms of infrastructure, geographic location, services provided, equipment and resources available, learning environment, and the quality of teaching and learning.

The SRNS indicates that in 1996 about a quarter (25.3%) of primary and combined schools have no access to water within a walking distance and 11% of schools get their water from dams and rivers. The majority of primary and combined schools (56.2%) have buildings that are not wired and have no electricity supply, at least 13.5% have no toilets, and nearly half use pit latrines.

About 62% of schools have adequate stationery and only 49% have adequate textbooks, 73% have no learning equipment, and 69% have no materials. Nationally, about 57,500 classrooms are needed with shortages in three provinces being very high—Eastern Cape, KwaZulu-Natal and Northern Province. Provision of libraries is a luxury, with 72% of schools having no media collection and 82% no media equipment. Over 2,000 schools have buildings which are in need of serious repair. Between 44% and 47% of schools in KwaZulu-Natal, Free State and Eastern Cape and Northern Cape have no

sports facilities. Less than half of schools in KwaZulu-Natal, North West and Mpumalanga have facilities for specialized subjects in secondary schools.

Educator/classroom ratios are alarming as where the ratio exceeds one, it means that teachers have to share classrooms or teach in shifts. The most affected provinces in this regard are the Northern Province, with a ratio of four educators per classroom, and North West—three educators per classroom. The SRNS also indicates that of the country's 27,864 schools, 69.9% are primary, 19.6% are secondary, 9.4% are combined and 1% are special schools. The Eastern Cape and KwaZulu-Natal provinces have the greatest share of primary and combined schools—23.4% and 18.7%, respectively.

Research studies conducted nationally under the auspices of the President's Education Initiative (PEI) project in 1998 found that textbooks were generally available at schools although not always effectively and sufficiently used. The PEI studies also found that very few educators use textbooks in their classes in any systematic way. This was the case even when textbooks were available at schools.

Since 1994, under the Reconstruction and Development Programme, programmes led by the President have tackled the backlog of school facilities. These are known as the National School Building Programmes. The Departments of Finance and Education have been collaborating in finding a budgetary solution to the problem of accumulated classroom backlogs in predominantly rural provinces. Many provinces still face a shortage of classrooms and the Department of Public Works estimates that the elimination of classroom shortages could cost to the government nearly 3 billion *rands* (R). Between 1994 and 1996, R1.3 billion was allocated to school building and rehabilitation. The rate of implementation has varied from province to province. Most have concentrated on situations where schools operate with virtually no buildings in order to provide a physical campus for every school. Derelict and dilapidated schools have also been targeted.

SchoolNet South Africa was established in 1998 to support educators and learners in the application of information and communication technologies by providing leadership experts and developing effective partnerships in the areas of Internet connectivity and appropriate technology, human resource development and capacity-building, content and curriculum management and development, as well as advocacy and marketing. The *Draft White Paper on e-Education* was approved in August 2003. It sets out government's approach to an ICT environment in education. The government wants to ensure that every school has access to diverse and high-quality communications services. The goal is to ensure that every learner is ICT-capable by 2013 (able to use ICTs confidently and creatively to help develop the skills and knowledge they need as lifelong learners), and that all schools are connected to the Internet by that time. The need for teacher-training and ICT equipment is recognized, which will require additional resources from provincial budgets and other innovative sources.

The National School Nutrition Programme was funded to the tune of over R838 million in 2004/05 from an amount of R460 million in 1999 enabling the programme to reach 5 million learners in 16,000 schools. There has been some considerable improvements with the learner/classroom and learner/educator ratios getting closer to the of 1:40 and 1:35 at primary schools and secondary schools respectively compared to 1:60 and 1:80 that were inherited particularly from the former Bantustans.

The government's policy for Adult Basic Education and Training (ABET) must be understood within the overarching goal of building a just and equitable system which provides good quality education and training to adult learners throughout the country. The term ABET 'subsumes both literacy and post-literacy as it seeks to connect literacy with basic (general) adult education on the one hand, and with training for income generation

on the other hand. According to the Department of Education, ABET 'is the general conceptual foundation towards lifelong learning and development, comprising of knowledge, skills and attitudes required for social, economic and political participation and transformation applicable to a range of contexts. ABET is flexible, developmental and targeted at the specific needs of particular audiences and, ideally, provides access to nationally recognised certificates.'

The new education and training system in South Africa emphasises the formal articulation of education and training through the National Qualifications Framework. In the context of adult learning, however, it is important that lifelong learning encompasses both the formal and the non-formal or informal, developmental approaches to lifelong learning. This is essential in order to ensure that learners can use the knowledge, skills, values and attitudes learnt through ABET in their daily lives.

The envisaged institutional infrastructure for ABET has the following components: (i) National and Provincial Education and Training Councils are being planned to co-ordinate the wide range of interests in the education and training sector; (ii) ABET sub-councils are viewed as an essential mechanism to mobilise support and resources for the sector's ongoing development; (iii) the National Institute for Lifelong Learning Development and its provincial counterparts will interact with the ABET (sub-) council(s) to build an adequate institutional infrastructure for ABET, through partnerships and co-ordinating committees at different levels of the Department of Education. The status of ABET and qualitative improvements has been enhanced through the inclusion of ABET practitioners in the Employment of Educators Act of 1998, the implementation of the new outcomes-based curriculum, and the training of adult educators.

The Higher Education Act of 1997 incorporates teacher education into higher education removing colleges of education from provincial control and enabling the emergence of a single national system of qualifications for professional educators. Most colleges of education offer a three-year programme leading to the Diploma in Education—four years of study in the case of higher diplomas. The college sector trains almost all the primary teachers, and in the rural areas almost all of the primary and secondary teachers.

Universities offer a range of first degree courses that are normally followed by a one-year post-graduate teaching diploma programme. This type of programme is designed specifically to train secondary teachers. Integrated four-year teaching degree courses—such as the B Paed and B.A.(Ed)—are offered at a number of universities, usually in association with a college of education. The degree of Bachelor of Primary Education is specifically designed as an integrated teaching degree.

Recently, there has been a dramatic increase in the number of Further Diploma in Education (FDE) programmes offered by colleges, universities, and *technikons*. FDE programmes follow a teaching qualification and are usually taught on a part-time basis or through distance education. They offer teachers the opportunity to improve their qualifications and to specialize in a particular field. The pass rate in most FDE courses is significantly higher than distance education degree programmes and concern has been expressed regarding the standard, relevance and appropriateness of some FDE courses.

Most educators in South Africa are employed by the departments of education as teachers in the schooling system. Their conditions of employment are spelt out in the Educators' Employment Act, the Labour Relations Act, and in the Personnel Administration Measures. In addition, conditions of employment are negotiated on an on-going basis in the Education Labour Relations Council.

The Department of Education determines whether or not a qualification fulfils the criteria laid down in the *Evaluation of Qualifications for Employment in Education* (1997). The Relative Education Qualification Value (REQV) is based primarily on the number of recognized prescribed full-time professional or academic years of study at an approved university, *technikon* or college of education and taking into account the level of school attained. The evaluation of the REQV is a complex process because not all qualifications are recognized as relevant. An educator may have three different qualifications, but only one of these may be recognized as being relevant to employment in education. Given that the evaluation of an educator's qualifications determines his or her salary, the criteria for recognition of a qualification are of significance.

The South African Council for Educators (SACE) has been established to act as the guardian of the professionalism of teachers. All teachers have to register with SACE in order to practise as qualified teachers. The Council has laid down certain criteria which have to be met before a teacher can be registered and it has a code of conduct with which teachers have to comply. A teacher who is found guilty of breaching the code of conduct can be cautioned and/or penalized and/or de-registered. The *Report of the Ministerial Committee on Rural Education* (2005) highlighted specific challenges facing teachers in rural schools. The report noted a shortage of qualified and competent teachers, problems of teaching in multigrade and large classes, under-resourced school facilities, and limited access to professional development programmes for teachers.

The recent National Policy Framework for Teacher Education and Development (2006) draws on the work of the Ministerial Committee on Teacher Education, which was appointed in 2003 and reported to the Minister of Education during 2005. The Committee conducted a wide-ranging study and consulted extensively with key stakeholders. The policy considers teacher education in terms of two complementary sub-systems: initial professional education of teachers, and continuing professional teacher development. The overriding aim of the policy is to properly equip teachers to undertake their essential and demanding tasks, to enable them to continually enhance their professional competence and performance, and to raise the esteem in which they are held by the people of the country.

Despite a huge effort and the commitment of resources by schools, Provincial Departments of Educations, Universities, NGOs, community-based organizations, teachers' unions and faith-based organizations that have been applied to in-service education, current provision remains fragmented and un-coordinated and therefore makes a rather limited impact. The report of the 2003 TIMMS Study showed that South African teachers have extensive development opportunities, but the evidence of poor learner performance shows that these have limited impact.

In the new Continuing Professional Teacher Development (CPTD) system it is intended that the South African Council for Educators (SACE), as the statutory body for professional educators, will have overall responsibility for the implementation and management of the CPTD. The PD points method is an internationally recognized technique used by professional bodies in many fields to acknowledge their members' continuing professional development. Each teacher will be expected to earn PD points by choosing professional development activities that suit their own requirements and that have been endorsed by SACE. Some CPTD activities will be compulsory and others self-selected. The relevant education department will pay for compulsory activities, which may be at national, provincial, district, or school level. Teachers themselves will pay for self-selected activities though provincial bursaries will be available in priority fields of study.

[Source: WDE]

The financing of education

In terms of budgetary arrangements introduced since 1996, approximately 85% of budgetary expenditure on education is at provincial level; the remaining 15% is allocated to the national level.

Of all the social services education consistently has received the largest share of the national budget, with the bulk of this money allocated to the provinces. Only a small part of it remains with the national department, most of which goes to the higher education sector. Expenditure on education increased from 33.51 billion of Rands (R) in 1995/96 to R44.1 billion in 1997/98. The proportion of the total national budget allocated to education has virtually remained constant between 1995 and 1998, averaging 22%. The highest percentage allocation to education (22.8%) was in 1996/97. Similarly, the percentage of the Gross Domestic Product (GDP) allocated to education was highest in 1996/97 (7.5%).

Since 1997/98, the Minister of Education has had no direct influence on the allocation to provincial governments. In that year, provincial governments were allocated an 'equitable share of national revenue and for the first time were responsible for dividing their own budgets. A crisis overtook provincial education departments, most of which overspent their budgets as personnel costs rose steeply for a combination of reasons. The national and provincial treasuries enforced severe cutbacks and controls. Provincial education budgets suffered severe distortions from which most have not yet recovered.

In 1997, the Department of Finance introduced the Medium Term Expenditure Framework (MTEF), as part of its reform of the budget process. The main features of the MTEF are: (a) three-year forward estimates of expenditure; (b) a focus on outputs and outcomes of government spending; (c) a co-operative approach to expenditure analysis and planning; (d) more detailed budget information to promote understanding and debate; and (e) political ownership of budget priorities and spending plans. In 1997 and 1998, an Education Sectoral MTEF Review Team, representing national and provincial finance and education departments, has undertaken significant analyses of provincial education spending patterns and policy priorities. The 1997 report included an analysis of cost drivers, a computer model of education spending, and strong recommendations on the necessity to curb enrolment bloating and to control personnel costs through improved management practices. The government was warned that no effective improvement in education attainment could be expected unless efficiency savings were directed toward measures for qualitative improvement. Local empirical research was required to determine the best combination of investments to stimulate enhanced learning attainment. The national and provincial education departments have taken these proposals seriously and acted on many of them. For example, in 1998 the Minister published the admission policy and age-grade norms for public schools, and the assessment policy, which are aimed at reducing out-of-age enrolment and excessive repetition.

The 1998/99 provincial budget process involved greater participation and realism, as far as personnel budgets were concerned. However, the 1998 Review Team concluded that the 1998/99 provincial education budgets, as a whole, were neither financially nor

educationally credible. Although, on average, education takes up 40% of provincial budgets, 90% of education budgets is spent on personnel costs. This ratio needs to be reduced over time to 80:20, in order to ensure that the correct level of investment is undertaken in non-personnel functions, including programmes to improve quality and expand access. The Review Team set an intermediate target of 85:15, and proposed a package of measures to shift funding progressively to non-personnel functions, while retaining educationally defensible staffing levels. These matters were discussed in detail with the national teachers unions, as part of a consultation process on the education budget which should become routine. In the 1998/99 financial year, education was allocated a budget of R43.7 billion. This amount includes R6 billion for universities and *technikons* and R37.7 billion for college and school education. About 70,000 students benefited from the government's National Student Financial Aid Scheme.

In October 1998, Parliament approved an extra allocation of R200 million for textbooks to provincial education departments. The money was allocated to the provinces according to the education component of the equitable shares formula, which took into consideration the size of the school-age population and the number of pupils enrolled. In the same month, the Minister of Education announced new National Norms and Standards for School Funding in terms of the South African Schools Act. These norms became national policy on 1 April 1999 and will apply uniformly in all provinces. It is aimed at achieving equity in the distribution of resources.

The norms entail provincial education departments directing 60% of their non-personnel and non-capital resources towards the poorest 40% of schools in the province. All provinces will have to compile a list of schools based on physical condition and relative poverty of the community and the school. The schools will then be divided into five categories, based on needs. The poorest 20% will receive 35% of resources, while the richest 20% of schools will receive 5% of the resources available to provincial education departments.

Between 2001 and 2004, the country spent on education an average of 5.5% of GDP. Despite major wage increases for teachers in 1996, there was a decline in public school budgets between 1997 and 2001 at an annual rate of 1.5%. Public funding for education inputs such as infrastructure, textbooks, and nutrition programmes reflect an average increase of about 7% per year in spending from R46.7 billion in 1999 to just under R60 billion in 2002/03. Education reform has reduced inequality in spending per learner by 60%, owing to the progressive Norms and Standards for School Funding, which came into effect in April 1999 which ensure that the poorest learners receive seven times more of non-personnel funding per head than the least poor in a province, contributing to intra-provincial equity. The norms and standards are being revised with an emphasis on allocating more funds to the poor.

In the 2004/05 financial year, R75.862 billion was allocated to education. This amount included R9,908,545 for higher education institutions and R65,192,026 for college and school education. Conditional grants amounting to R960,8 million were allocated to the National School Nutrition Programme (NSNP) and the HIV & AIDS Programme in 2004/05. Responsibility for the NSNP was shifted from the Department of Health to the Department of Education with effect from 1 April 2004. The funds allocated for this Programme were to be used to serve daily meals to five million learners at 15,000 schools for the period April 2004 to March 2005. An amount of R912 million has been

recommended for 2005/06 and R937 million for 2006/07. By August 2004, the Programme was reaching about 85% of the 15,000 targeted schools.

[Source: WDE]

SWAZILAND

Laws and other basic regulations concerning education

The basic law governing education in Swaziland is the **Education Act** of 1981 (**Act No. 9**). This repealed the Education Act of 1964, the Medical Inspection of Schools Act of 1928, and the Inspection of Schools Act of 1934.

The **Teaching Service Act** was promulgated in 1982. It repealed the Unified Teaching Service Act of 1962 and established a Teaching Service Commission. The powers of the Minister and the Director of Education are established, as are the composition of the Teaching Service Commission and its powers and functions—including proceedings of the commission, offences and penalties, pensions and other terminal benefits. Under the Teaching Service Act, the **Teaching Service Regulations** (1983) were promulgated. These regulations provide for: registration of teachers; point of entry into service; confidential reports; general leave; liability for misconduct and inefficiency; retirement; subsistence allowance; etc.

The **University of Swaziland Act**, 1983 (**Act No. 2**) provides for the establishment and functions of the University. A schedule of the statutes is provided in the **Statutes of the University of Swaziland** of 1983.

A schedule outlining a **Minimum Standard of Professional Conduct for Teachers in Swaziland** has also been prepared and signed by all teachers. It provides for recognition of responsibilities for the child under the teacher's care, the community in which the teacher lives, the teacher's profession and the employer. Various circulars are prepared from time to time and distributed to schools and administrative units. These are collected in a booklet form and published as *Selected Circulars* for the benefit of teachers and administrators. A *Guide to school regulations and procedures* is updated regularly, with the oldest dating back to 1978.

There is no compulsory schooling in Swaziland.

Administration and management of the education system

The **Ministry of Education** is responsible for most educational activities, including some technical and vocational institutions. The **National Curriculum Centre** (NCC) is charged with the responsibility of designing and developing curriculum materials for the primary and secondary levels.

The **Teaching Service Commission** (TSC) is a department responsible for the recruitment, deployment, promotion, discipline and the welfare of teachers. The **Swaziland Examinations Council** administers the school examination system and assessment of students' performance.

The **Ministry of Labour and Public Service** is responsible for the Swaziland Institute of Public Administration and the Directorate of Industrial and Vocational Training.

The **Adult Literacy and Community Development Institute** is a parastatal entity which receives an annual subvention from the Ministry of Education.

The Director of Education, assisted by the Chief Inspector for Curriculum Development and Teacher Education, is responsible for institutions of higher education in Swaziland. These include teacher training, and technical and vocational institutions. A report entitled *Skills for the Future* recommended the establishment of a department responsible for this level. Despite the fact that it gets a large portion of its funds from the government, the University of Swaziland (UNISWA) is an autonomous institution with its own Governing Council.

In addition to the formal system there is the non-formal system that includes the SEBENTA National Institute, Rural Education Centres, and other NGOs. The main educating NGO is SEBENTA, which also operates under the aegis of the Ministry of Education. This organization was initially tasked with the education of adults. However, due to prevailing poverty, the inequitable distribution of resources and the HIV/AIDS pandemic, it has been focusing on educating both adults and those school-aged individuals who did not get a chance to get a formal education. SEBENTA enjoys nationwide recognition and broad grassroots support. Its executive committee provides guidance from a wide range of senior officials from numerous sectors.

Most primary and secondary schools in Swaziland are designated as “government” or “aided”. The majority of schools are supported by the government, which means that one or more teachers are provided by the Teaching Service Commission. A few private schools exist and they are typically rural primary schools established by communities and awaiting government support. All pre-primary schools are privately owned or established by communities in rural areas. They are required to register with the Ministry of Education. A number of commercial entities provide a variety of training programmes at the post-secondary or tertiary levels. These institutions are required to register with the Ministry of Education.

[Source: WDE]

“The overall management of formal education is highly centralized in Swaziland. Education service delivery is administered by the central Ministry of Education through its rules and regulations. The responsibility for policy and planning rests with the central government, mainly the Ministry of Education. MOE has the mandate to develop sector plans and to exercise administrative and regulatory control over education services. Together with the Teaching Service Commission (TSC), Examinations Council of Swaziland (ECOS), and other departments, MOE sets the curriculum, administers public examinations, and trains, deploys, and pays public school teachers. MOE is also responsible for the supervision and monitoring of schools through Chief Inspectors together with Regional Education Officers (REOs) who represent MOE at the regional level, one REO for each region. REOs also serve on the Regional Education Boards

which are responsible for education affairs including pre-approval of the establishment of new public and private schools in specific regions. Besides supervising primary school inspectors in each region, REOs also work with teacher training colleges for planning in-service teacher training.

Since 2002, education financing has been mainly through the Government budget for teacher salaries, training, and some school supplies such as textbooks and workbooks. Other costs at primary and secondary schools are largely covered by school fees paid by parents. Over the years, MoE also allocates a small amount of money to support school bursaries for poor students. Since 2003, there have been increased resources through a supplementary budget for school bursaries to support orphans and vulnerable children.

Over 80 percent of the schools are grant-aided community schools and managed under elected school committees. School committees are elected at least every four years and are responsible to the parents for the receipt and expenditure of schools funds through school fees. Government schools are managed by the MoE appointed Board of Governors. Currently, all schools are audited by the auditors at the Accountant General's office. Due to the large number of schools as compared with the number of auditors, school auditing is often sporadic. The establishment of private schools comes under the purview of the Regional Education Board for overall oversight. These schools are financially independent and responsible to the School Board under the oversight of the Regional Education Board which controls quality and standards.

Swaziland currently has a dual system of regional administration under the Deputy Prime Minister's Office. Regional offices oversee eight urban/town councils in urban areas and 65 traditional Thinkhundla in rural areas. Each Thinkhundla is composed of several chiefdoms. Urban councils usually have very limited administrative and technical capacities, but a fairly large amount of authority is vested in the chiefdoms. Although there is no legal framework giving mandates to local governments for education service delivery, there are many activities organized by the Thinkhundla to help the communities. For example, school and teacher housing construction is financed by the Thinkhundla Empowerment Funds.

The Ministry of Education is organized into four major divisions of professional, planning, finance, and administration. The professional division is headed by the Director of Education who is responsible for all professional matters and for spear-heading all programs and projects related to education service delivery. The Director's office is assisted by three Chief Inspectors for primary, secondary, and teacher education, and the professional support unit of guidance and counseling.

The professional support unit is headed by the Director of Guidance and Counseling Services. The Planning Division is headed by a senior education planner. The division is essentially second to MoE from the Ministry of Planning and Economic Development (MoEPD). The planning process so far has mostly incremental budgeting, without systematic linkage of sector development targets to budgeting. Although there is an Education Management Information System (EMIS) unit within the research and planning department, currently essential education data are collected and tabulated by the Central Statistics Office. This arrangement often results in MoE receiving statistics two years late. Regional Education Officers (REOs) and some Senior Inspectors are based in MoE's regional offices. These officers report directly to the Chief Inspector for Primary and Secondary Education. They are responsible for direct support of education services and quality assurance in the region. They work closely with the communities through School Committees and Regional Education Advisory Boards. Therefore, they are an important link between the MoE headquarters and the schools. Information and communication from the Ministry to the regions and schools is done through circulars and

formal letters. In the case of circulars, the regional education offices receive a single copy from the headquarters and are expected to reproduce adequate copies for circulation in all the schools in that region. The system depends on visits by the head teacher to the Regional Education Office. Overall, the communication within the system is costly and takes a long time to process. Education data is managed by the Central Statistical Office (CSO), with limited consultations with MoE professionals. The education managers and other professionals under MoE and its agencies are appointed through civil service, under the overall management of the Civil Service Board (CSB) and according to the professional criteria set by MoE. The deployment of staff within a ministry or sector is usually carried out internally. Redeployment of civil servants across ministries would be with CSB's involvement. CSB is also responsible for promotion and discipline of staff in the civil service.

Teacher management is under the broad mandate of the Teaching Service Commission (TSC), which is responsible for teacher recruitment, deployment, promotion and discipline in accordance with the "Teaching Service Act" (1982). The Act does not recognize TSC as a separate legal entity from MoE. TSC operates under MoE without authority to manage its own resources. TSC's function is also supported by MoE's EMIS unit for teacher database management and the accounting unit for teacher payroll management, and also relies on feedback from head teachers, school inspectors via REOs and Chief Inspectors at MoE. The number of teachers each school is entitled to is determined by the "quota" of teachers according to standard formulas. An established position with a specified civil service grade level has to be approved by the Ministry of Public Service and Information (MoPSI). Teachers are appointed and assigned to an established position that matches their grade, which is determined by their qualifications and job function such as teaching or managing the school as a head teacher. Since 2001, MoE and MoPSI have been working towards updating the teacher database and re-establishing the quota system, starting with a review of the disparity between available positions and existing teachers. The staffing quota of an individual school is determined by the total enrollment, number of teaching periods, number of subjects offered, number of practical subjects offered, and number of class streams.

Teachers are paid by their grade, which is determined mainly by their qualifications. A premium grade is given to head teachers, deputy head teachers, and heads of departments at the secondary level. Once a head teacher is appointed, this becomes her or his grade level. The current payment scale of teachers is in par with that of civil servants with similar qualifications. In addition, teachers usually get benefits such as housing that regular civil servants do not. The limited number of promotion steps within a grade gives limited scope for rewarding long tenure and further fuels the incentive to upgrade qualifications." [Source: World Bank. *Swaziland. Achieving EFA: Challenges and policy directions*. Africa Region Human Development Working Paper Series No. 109, June 2006.]

The main body for curriculum development is the NCC. Its principal function is to interpret the Ministry's educational policy to formulate objectives, and to produce educational programmes for use in the school system. The process of curriculum development involves the following sequence of steps. From the national educational goals formulated by policy-makers, curriculum developers articulate national educational aims, which state the knowledge, skills and attitudes that learners are expected to have acquired by the end of a given level or programme. They then develop more specific objectives and related educational content. In formulating goals and objectives, policy-makers and curriculum developers consider the aspirations of society, the needs of the

learner, and the specific requisites of the subject area according to the discipline. At each educational level, the objectives reflect the scope of what will be covered. Government-approval structures are in place to evaluate the suitability of instructional/learning materials bound for the school system. Hence, four fundamental elements form the framework for systematic instructional planning: objectives, content, teaching and learning methods, and assessment and evaluation.

At the level of the NCC, four components (Design and Preparation, Evaluation, Production, and Teacher Education) work in a cooperative and coordinated manner to design, produce, trial-test, and evaluate curriculum materials. The four components have specialized functions, and make decisions about curriculum development. The Design and Preparation component writes materials based upon objectives that appear in policy documents. These materials, for each grade level, include teachers' guides, childrens' workbooks, posters and other teaching aids. All designed materials are reviewed and improved by national subject panels and other educational bodies before they are printed and piloted in specific schools. After the first trials the materials are revised and piloted again. They are revised a last time, and are introduced nation-wide once they have been commercially published.

The evaluation function serves a two-pronged purpose. It assesses the efficacy of the instructional materials by eliciting feedback from the teachers and pupils. It also includes continually assessing the pupils' achievement of the curricular objectives and making the assessment data available for the teachers to use in diagnosing and correcting learning deficiencies in a timely manner. The production component is responsible for producing the trial materials for teachers and pupils of pilot schools and includes all the technical processes of illustration, photography, printing, collating and binding. In addition, this component is commissioned by the MOE and other organizations to print special bulletins, reports, and other publications. The main work of the teacher education component is to distribute the materials to the pilot schools, assist the teachers in using and understanding the materials, and getting feedback from both teachers and pupils about the effectiveness of the materials. The ideas of the teachers are reported back to the designers so that they may revise them. This component is also responsible for planning and coordinating workshops for pilot schools.

Workshops are an integral part of NCC activities. Orientation workshops are conducted to introduce school-teachers to the philosophy and approach of new NCC materials. Feedback workshops help the curriculum developers, pilot school teachers, teacher educators and evaluators to share ideas on the curriculum materials being trial-tested in pilot schools. Infusion workshops bring together the NCC teacher educators, curriculum developers, inspectors, in-service teachers (INSET) and classroom teachers to familiarize them with the materials to be implemented nation-wide, and to plan implementation strategies. Revision workshops bring together all the above-mentioned groups, including classroom teachers, to give feedback on the impact of specific NCC materials used nation-wide, and to initiate the revision process on such materials.

In 1999, a Draft National Assessment Framework was developed to spell out student evaluation and assessment policy. The main purpose of this document is to establish a direction for continuous assessment of students by providing answers to a number of questions pertaining to its implementation. From 2000 onwards, the Framework for National Assessment has formed a basis for the assessment of pupils from Grade 1 to 10. Assessment of pupils has been in the form of school-based continuous assessment with National tests in grades 4, 7, and 10, administered by the Examinations Council of Swaziland.

Assessment occurs at four levels. Classroom tests are developed, administered and scored by the teacher for instructional and remedial purposes. Term tests and annual tests correspond to the second and third levels of assessment, respectively. Annual tests are developed, administered and scored by the teachers and are used to monitor the effectiveness of the system and to validate term test scores. National tests developed by the Examinations Council are administered by teachers under the supervision of headteachers, scored by the teachers and submitted to the Council for moderation at the end of the year.

Recently, the major thrust in the curriculum has been a shift from a “white collar” curriculum to one that promotes a sense of entrepreneurship attitude in the children. This is also motivated by the demand placed upon the country by the levels of poverty and unemployment that are made worse by the HIV & AIDS situation. The Ministry has decided to formally establish “practical subjects” in the primary education cycle. Practical arts will be introduced from Grade 3 of basic education. Schools already offering agriculture and home economics shall continue to offer these as an extended curriculum. The business strand will be spread across all five components to ensure that children see each strand in the light of a business opportunity.

Another major reform has been the introduction of the General Certificate of Secondary Education (GSE) form of curriculum, which is of higher and relevant standard than the former O-level examination syllabus. This form of curriculum paradigm shift advocates for a normal progression throughout the system, this in turn will mean the country will have to introduce a system that will continuously monitor the achievement of students throughout their school life.

The expansion of practical subjects to cover all secondary schools is much slower than the public expectations due to financial constraints. Such expansion in schools requires construction of appropriate laboratories/workshops and trained personnel. For this reason, a significant proportion of schools still offer a traditional and academic curriculum, which does not provide life skills for the majority of pupils. In schools where the curriculum is broad, practical subjects are well received with a motive for further education and training as opposed to self-employment.

In recognition of the need for early childhood care and development (ECCD) the Ministry of Education has established a pre-school department to take care of this important aspect of education. A national curriculum for pre-schools has been developed and is designed to achieve high standards. It provides for a well-rounded educational programme focused in five major areas: language competence (in English and/or *siSwati*, the national language); academic and social skills; emotional development; intellectual development; and healthy physical development. The curriculum is used as a basis for the scheme of work and daily lesson planning. Teachers utilize many different story books, pre-reading and pre-numeracy activities to complement the curriculum. The Montessori method is used in several pre-schools.

The South Africa Development Community (SADC) is looking into introducing a concept of a “reception year” that is called “grade zero” as a pre-requisite for entry into Grade 1. ECCD centres include pre-schools and care centers (day-care as well as home-based). A survey funded by UNICEF and carried out by officials from the Ministry of Education in 2001, was intended to produce a comprehensive description of the status of ECD provision in Swaziland. The survey collected returns for 813 centres, catering for 17,281 children, or an estimated 15% of the 3 to 6 years old population. Approximately 34% of the centres were run privately, while 66% were community-based, although the categorization of ‘community’ or ‘private’ is rather fuzzy. Generally, the higher the

income of the preschool, the better the services it offered. Very few community based preschools in rural areas had books, play or writing materials, furniture or outside play equipment. The premises were most frequently bare huts in bare grounds, with a pit latrine or no facilities. Thus, for poorer communities, ECD centres were makeshift arrangements, surviving on very few resources. However, for more affluent communities, ECD offered a good preparation for school: children were taught the alphabet, and had access to visual aids, books and writing materials. The data about staff qualifications are not very clear. There is no prerequisite qualification for working in a preschool. Many of the staff had not gone beyond grade 5 of primary school.

The recruitment of teachers is done both locally and outside the country. All vacant positions are advertised, and a recruitment process takes place. Teachers who qualify in terms of the advertisement are encouraged to apply. Interviews and appointments are the prerogative of the Teaching Service Commission (TSC). Although teachers are administered by the TSC, they draw their salaries from the same pool as civil servants. The salary scale is commensurate with qualifications. In the teaching profession for every additional qualification there is a monetary compensation, which does not happen with other professions.

The Inspectorate based both at the Ministry of Education and at regional level, is charged with the responsibility of providing professional support in the form of meetings, workshops or visits to schools. Notwithstanding, the support is hampered by the poor working conditions which exist in a number of schools. Lack of interest and motivation frequently leads to teachers giving up their profession. Teachers' efforts to supplement their meagre salaries lead to increased absenteeism in a number of schools in both rural and urban areas. There is no specific training for the inspectors, except for workshops lasting one or two days. However, when there is a specific teacher training to be done, inspectors and members from other departments participate in the training sessions.

The types of centres for in-service training can be classified into three types: teacher centres, zones and schools. Teacher centres are mainly used for monthly, open-day workshops for teachers and headteachers. Zones are mainly used for the dissemination of new materials, as it was felt that calling teachers to a central venue, which sometimes might be too far from their schools, was not an appropriate solution. Zones are becoming popularly used as distribution centres for learning materials (e.g. textbooks).

At the primary level, textbooks are prepared by the National Curriculum Centre and published by a local publishing company on a commercial basis. The Ministry of Education operates a rental system whereby pupils pay one-fourth of the value of the book for its use. Each textbook is expected to be used for a period of four years. In general, primary school pupils have access to all the available textbooks in the country. Instructional materials, on the other hand, are in much shorter supply. Secondary school textbooks are imported and easily accessible in commercial bookstores, but are more costly.

At the primary level the majority of classrooms are constructed by communities. At the secondary level, a few schools provide residential facilities.

[Source: WDE]

“Public provision of primary school textbooks started in 2002. Before 2002, schools collected fees to purchase textbooks and rented them to pupils. Books were kept for four

years, with four students sharing the cost. While secondary schools have a choice of textbooks from various publishers approved by MOE, Macmillan Swaziland has had several 10-year contracts with MOE to be the sole publisher of primary school textbooks since the 1970s. In the early 90s, MOE and Macmillan Swaziland established a joint venture with 30 percent of the shares owned by MOE. Currently Macmillan remains the only supplier of primary school textbooks. It also assists MOE in collecting school textbook orders as well as distributing books to regional offices.

In 2005, while upgrading the system, the Teaching Service Commission working with EMIS found out there were a large number of teachers on the payroll who were “ghost” teachers. MOE stated that this was due to negligence of database maintenance rather than as a result of fraudulent activities. Whether any funds were disbursed to these “ghost” teachers is still under investigation.

Currently, in-service training in Swaziland is organized at the regional level by the Regional Education Officer (REO) in collaboration with WPTTC’s (William Pitcher Teacher Training College) regional in-service training (INSET) offices. The training programs include refresher courses for certain subjects under curriculum revision, as well as problem solving courses that are requested by schools. The length of these courses is generally short, lasting for several weeks. The in-service training budget is allocated under WPTTC, leaving little room for REO to plan the training and cater to rising demands by teachers.

In a recent school survey, pupils in primary schools have on average 2.7 books. In most cases, this ratio has ensured that most students have core subject textbooks for math, English, and siSwati. The centralized procurement process leaves schools with no flexibility of choosing textbooks and no incentives to maintain these books in good condition for at least four years, the assumed life of a book. At the secondary level, schools place book orders at local booksellers two months before the school year starts; and books are rented to pupils for four years. Parents pay book rental at a quarter of the book cost. In the secondary schools surveyed, a shortage of textbooks on mathematics, English or siSwati does not appear to be an issue. However, schools are often in debt to the booksellers due to difficulties collecting school fees. Also there is no guarantee of timely delivery of textbooks by the booksellers. Besides textbooks, other important learning materials include exercise books, notebooks, and pencils. In 2004, the Ministry of Education announced the provision of workbooks to all primary schools in addition to textbooks. This is reflected by the recent school survey. Many schools received workbooks beginning in 2004.

The total number of classrooms is adequate. However, the condition of many classrooms do not provide a good learning environment. Half of the primary schools do not have electricity, thus classrooms are in the dark when natural lighting is not good. Furthermore, many classrooms are not furnished with enough desks and chairs in working condition. The problem of sanitation is also a concern for many schools. Two-thirds of the schools surveyed do not have an adequate water supply. [Source: World Bank. *Swaziland. Achieving EFA: Challenges and policy directions*. Africa Region Human Development Working Paper Series No. 109, June 2006.]

The financing of education

The Ministry’s share of the overall government budget for the financial year 2003/04 was 16%. Of the total government recurrent allocation, the Ministry of Education received 21% (of which 62% for teachers’ salaries).

[Source: WDE]

“The overall deteriorating fiscal condition has led to the decline of allocation to education. The policy decision to pass an oversized and escalating wage bill has seriously reduced the funds available for other areas of public spending. For example, resources allocated to education declined from over 25 percent of total public spending in 1999/2000 to below 21 percent in 2004/05. In 2004/05, total education spending was 4.9 percent of Swaziland’s GDP, higher than the average of the EFA on-track countries in Sub-Saharan Africa (3.8 percent). Total budgetary allocation to education was also higher (21 percent). Only 35 percent of total sector allocation is spent on primary education

In 1999, spending on tertiary education was equal to 69 percent of expenditures on primary education. This ratio declined sharply in 2002/03 to 58 percent mainly due to the provision of primary textbooks in school year 2002. However, the actual spending data in 2003/04 has shown that the ratio of tertiary versus primary spending reached as high as 77:100, after UNISWA received a supplementary budget. Overall, despite the policy of prioritizing primary education, expenditure remains heavily skewed towards tertiary education. Tertiary education accounts for less than 1 percent of the student body, but accounts for 23 percent of the country’s education budget. By contrast, primary education accounts for 77 percent of the students but only 35 percent of total education expenditure.

Between 2000 and 2003, capital spending in secondary education was 20 times as much as that for the primary level, primarily because of infrastructure needs for the Pre-Voc schools.

Currently the inadequate financial management system in Swaziland is an obstacle to improved efficiency. Historically, there was only limited, non-salary public resources available to schools. School fees paid by parents largely financed school operational costs. Presently, elected school committees discuss the school budget, establish fees, and monitor the spending at schools managed by head teachers. This is a well-established system of adequate accountability. The Education Act stipulates that schools should be audited by the Auditor General’s Office. In practice, however, auditing is sporadic due mostly to a shortage of auditors to cover all the schools, and limited public funds at the schools’ disposal. In addition, until most recently, the internal auditing at MOE was practically nonexistent.

Unlike many other countries, no ministerial tendering board exists for public procurement, only a central tendering board at Treasury, together with all public works managed and coordinated by the Ministry of Public Works. The rationale for a centralized public resource management system is to ensure accountability for use of public funds. However, the centralized system lengthens the process of decision making to actual implementation. This inefficiency is often referenced by non-autonomous public institutions such as teacher training colleges. For example, even routine maintenance will wait for the response of the Ministry of Public Works, which in many cases is bombarded by needs from all over the government and causes unavoidable delays.

Swaziland has a strong partnership between government and communities in financing basic education, and between schools and communities in managing and supporting education. The government does build classrooms, teacher houses and laboratories, but the number is grossly inadequate. Communities help to increase the number by collecting money and providing labor to build and furnish classrooms and teachers houses. While the government also pays teachers in all public schools and provides free textbooks to primary schools and targets bursaries to disadvantaged children, communities must provide all of the other inputs: additional instructional materials, maintenance of buildings and equipment and other consumables and administrative costs.

School fees also cover temporary teachers' salaries when needed. The amount of school fees charged is determined by the school committees that represent the parents in each school. They also take full responsibility for fund utilization. It is estimated that out of the total non-salary spending, over three quarters at the primary level, and over 90 percent at the secondary level is contributed by households." [Source: World Bank. *Swaziland. Achieving EFA: Challenges and policy directions*. Africa Region Human Development Working Paper Series No. 109, June 2006.]

TOGO

Lois et autres règlements fondamentaux relatifs à l'éducation

Hormis la réforme de 1975, le texte fondamental relatif à l'éducation reste la **Constitution** de la IV République (1992) qui dispose en son article 35 « l'Etat reconnaît le droit à l'éducation des enfants et crée les conditions favorables à cette fin. L'école est obligatoire pour les enfants des deux sexes jusqu'à l'âge de quinze ans. L'Etat assure progressivement la gratuité de l'enseignement public. » La scolarité obligatoire s'étend de 5 à 15 ans, soit dix années scolaires.

L'**arrêté n° 042/MEPS** du 20 août 2004 fixe justement les conditions de création et de fonctionnement des établissements scolaires privés laïcs et confessionnels de l'enseignement général.

L'**arrêté n° 095/008/METFP-CAB** du 1er juin 1995 portant modalités d'ouverture d'institutions privées laïques ou confessionnelles d'enseignement technique et de formation professionnelle et l'**arrêté n°011/METFP/CAB/SG/CPO** du 17 juillet 2002 modifiant et complétant les dispositions de l'article 6 de l'**arrêté n°95//METFP-CAB** du 15 juillet 1995 portant procédures d'ouverture et conditions de fonctionnement d'institutions privées d'enseignement technique et de formation professionnelle fixent les conditions de création et de fonctionnement des établissements scolaires privés, laïcs et confessionnels d'enseignement technique et de formation professionnelle au niveau du Département de l'enseignement technique et de la formation professionnelle.

Administration et gestion du système d'éducation

Depuis septembre 1996 le système d'éducation et de formation au Togo était pris en charge par deux ministères : le Ministère de l'éducation nationale et de la recherche et le **Ministère de l'enseignement technique et de la formation professionnelle (METFP)**. Suite au dernier remaniement ministériel de juillet 2003, l'enseignement général a été restructuré et scindé en deux ministères qui sont le **Ministère des enseignements primaire et secondaire (MEPS)** et le **Ministère de l'enseignement supérieur et de la recherche (MESR)**.

La création du MEPS a entraîné, de facto, une organisation du département. Ainsi le décret n° 2004-068/PR du 17 mars 2004 portant attributions et organisation, structure le MEPS comme suit : le cabinet du ministre, le secrétariat général, les directions centrales, les directions régionales de l'éducation, les inspections d'enseignement et les organismes et institutions rattachés. Au titre des directions centrales il en est créé 7 : la direction des enseignements préscolaire et primaire (DEPP) ; la direction de l'enseignement secondaire, de l'information et de l'orientation scolaires et professionnelles (DESIO) ; la direction des examens et concours (DEX-C) ; la direction des ressources humaines (DRH) ; la direction des affaires financières (DAF) ; la direction de la prospective, de la planification de

l'éducation et de l'évaluation (DPPE) et la direction de la formation permanente, de l'action et de la recherche pédagogiques (DIFOP).

Le système d'enseignement au niveau du MEPS et du METFP est géré par une organisation administrative, financière et pédagogique centrale et déconcentrée. Les directions régionales de l'éducation, au niveau du MEPS, assument une gestion de proximité en s'appuyant sur les inspections d'enseignement et les directions des établissements. Au niveau du METFP, les inspections régionales d'enseignement assurent aussi une gestion de proximité avec le concours des conseillers régionaux et les directions des établissements.

En application aux dispositions de l'article 26 du décret n° 92-195/PM de 12 août 1992 portant réorganisation du Ministère de l'éducation nationale, un arrêté portant organisation et fonctionnement des directions régionales de l'éducation a été pris par le Ministre de l'éducation nationale. Six **directions régionales** ont été créées et un directeur a été nommé à la tête de chacune en 1997. Malgré les avancées réalisées, des problèmes demeurent notamment en ce qui concerne la répartition des compétences entre le niveau central et l'échelon déconcentré. Dans le but d'y remédier et de consolider la déconcentration, un processus de modernisation et de rénovation de l'administration a été enclenché en janvier 2002. Dans le cadre de cette réforme, de nouvelles structures issues du décret n° 2004-068/PR du 17 mars 2004 visant une meilleure gestion du système ont vu le jour. Cette réforme a modernisé l'administration scolaire par le renforcement de la déconcentration et une meilleure répartition des compétences entre les services centraux et les directions régionales de l'éducation.

Les directions régionales de l'éducation sont des structures décentralisées dans leur ressort territorial et sont compétentes pour toutes les questions relatives à l'éducation nationale et la recherche. Ils ont autorité sur l'ensemble des établissements de tous ordres et de tous degrés, sur les inspecteurs ainsi que toutes les autres structures relevant du département de l'éducation nationale et de la recherche. Au niveau de chaque circonscription pédagogique, l'**inspecteur** exerce un contrôle pédagogique et administratif sur l'enseignant. L'**Inspection générale de l'éducation** (IGE) est chargée de l'évaluation globale du fonctionnement et des résultats du système éducatif. Dans les écoles, le **directeur** assure l'encadrement et le contrôle pédagogique.

Outre les deux ministères chargés de l'éducation et de la formation, plusieurs ministères organisent eux-mêmes la formation professionnelle de leurs futurs employés. De plus, des organisations non gouvernementales (ONG) interviennent au niveau des programmes d'alphabétisation et de la formation professionnelle. Le **Conseil national des enseignements préscolaire, primaire et secondaire** (CNEPPS) est une instance de concertation chargée d'émettre des avis sur la politique éducative aux niveaux préscolaire, primaire et secondaire général.

La **Librairie des mutuelles scolaires** (LIMUSCO), établissement public à vocation sociale, est chargée de l'achat et de la distribution de fournitures scolaires, du matériel, du mobilier scolaire et de bureau et de tous articles à caractère pédagogique, ainsi que la diffusion d'ouvrages d'intérêt pédagogique et culturel.

L'ensemble des contenus des programmes de formation est défini au niveau des ministères chargés de l'éducation. Le système est donc caractérisé par une homogénéité

des programmes de l'enseignement primaire à la fin de l'enseignement secondaire. Le contenu des programmes dans son ensemble n'a pas été révisé jusqu'à 2003 ; néanmoins certaines disciplines ont été améliorées (calcul). D'autres ont subi d'innombrables aménagements telle que l'éducation civique et morale par l'intégration des éléments des droits de l'homme, l'éducation en matière de population et de développement durable, l'éducation en matière de protection de l'environnement et de protection contre les maladies sexuellement transmissibles et contre le VIH/sida. La langue d'instruction de l'ensemble du système scolaire est le français, langue officielle du Togo. Dans les écoles maternelles publiques et confessionnelles, les langues locales sont cependant utilisées, mais elles restent confinées à ce niveau de l'enseignement.

Le pays a entrepris en 2003 la refondation des curricula de l'enseignement primaire selon l'approche par compétences. En juin 2003, les curricula du cours préparatoire ont été rédigés ainsi que les guides d'appropriation par les maîtres.

L'enseignement privé se compose de deux types d'institutions : l'enseignement confessionnel dispensé par les établissements catholiques et protestants, et les établissements privés laïcs. Une timide émergence d'écoles islamiques est à noter.

Les établissements privés sont assujettis à l'autorisation préalable d'établissement délivré par le ministère dont relève l'établissement. L'obtention de l'agrément initial pour une période probatoire d'un an dépend de la qualité des dossiers présentés par les promoteurs. Les qualifications des enseignants, leur niveau de formation initiale, les salaires proposés, la proportion d'enseignants permanents par rapport aux enseignants à temps partiel et la qualité des infrastructures constituent les principaux éléments d'appréciation.

A la fin de l'année probatoire, le ministère de tutelle procède à une évaluation qui débouche soit sur la délivrance d'une autorisation de cinq ans renouvelables par tacite reconduction, soit sur le retrait de l'agrément. En pratique, une fois l'agrément obtenu, les établissements ne sont pas soumis à des critères de résultats, l'Etat considérant que les demandeurs de l'enseignement privé sont attirés par la qualité de l'établissement et que les mauvaises performances suffisent elles-mêmes à décourager la demande. De ce fait, il n'existe pas d'organe responsable de l'enseignement privé.

Pour ce qui est des programmes, les établissements privés suivent les programmes officiels en vigueur au Togo et hormis l'enseignement religieux dans les écoles confessionnelles, rien ne les distingue des établissements publics.

On peut retenir que jusqu'en 1996, les écoles, les collèges et les institutions d'enseignement supérieur souffrent une pénurie de matériels pédagogiques de base. Dans cette situation, l'acquisition de nouveaux moyens technologiques ne peut être envisagée dans les écoles.

Dans l'enseignement primaire et au premier cycle du secondaire, un réel effort de conception des manuels conformes aux programmes d'enseignement nationaux a été fait par des équipes pédagogiques togolaises. Toutefois, les ouvrages scolaires ayant souvent été produits en France, les éditeurs français sont les détenteurs des droits de reproduction. Dans l'enseignement secondaire et supérieur, la situation est radicalement différente. Même si des programmes nationaux ont été adoptés, la quasi-totalité des manuels est conçue et éditée en France.

En 1999, en moyenne, 50 % des élèves du primaire ont un livre de lecture. Autour de cette valeur moyenne, existe une grande dispersion. Ainsi, dans 15 % des écoles du premier degré, moins de 10 % des élèves disposent d'un manuel de lecture. Dans un tiers des écoles, moins d'un tiers des élèves ont un livre de lecture, mais il y a aussi 19 % des

écoles dans lesquelles plus de 80 % des élèves en disposent. La situation s'est un peu améliorée depuis lors, notamment pour les livres de lecture, en raison d'un programme de mise à disposition de manuels scolaires. Toutefois, des insuffisances subsistent toujours. En effet, en 2002, si le ratio élèves par manuel de lecture paraît relativement satisfaisant (1,2 c'est-à-dire 12 élèves pour 10 livres de lecture), celui de calcul est très insuffisant (18 élèves pour 10 livres). De plus, ce ratio varie fortement selon les cours : il est respectivement de 7 et de 5 élèves par livre de calcul au CP1 et au CP2 contre pratiquement 1 élève par livre de calcul au CM2.

La suppression des internats et des pensionnats résulte principalement de l'implantation d'établissements d'enseignement dans la majorité des localités qui en avaient besoin. Il faut signaler cependant quelques expériences de création de cantines scolaires dans les régions et villages à faible taux de scolarisation afin d'attirer et de maintenir une proportion élevée de jeunes enfants inscrits.

La situation du personnel enseignant est très différente selon le niveau et le type d'enseignement considérés et selon le statut des catégories d'enseignants. On distingue les enseignants permanents ou contractuels, les enseignants du secteur public et privé. Dans l'enseignement public, l'accès au corps enseignant est subordonné à un concours. Mais dans la réalité, la majorité des enseignants n'est pas soumise à cette réglementation. Tous les enseignants des écoles primaires quel que soit leur diplôme de base peuvent, grâce aux formations continues, accéder à des positions élevées. Toutefois, d'après certaines études, les chances de promotion sont très limitées pour les enseignants qui ne sont détenteurs que du diplôme de l'enseignement primaire. Dans les autres niveaux du système scolaire, les enseignants sont assimilés aux autres fonctionnaires de l'Etat. Après le concours de recrutement et une année de stage sanctionnée par le rapport d'un inspecteur, l'enseignant du secondaire est titularisé. Ses promotions deviennent automatiques jusqu'à la fin de sa carrière. La situation est différente dans l'enseignement supérieur. Le postulant est soumis à un entretien avec un jury d'enseignants expérimentés et passe des épreuves écrites. Ainsi recruté, l'assistant peut poursuivre sa carrière jusqu'au titre de professeur titulaire. Le rythme de progression dépend de celui des productions des recherches publiées dans des revues spécialisées.

Si la formation initiale fait parfois défaut, des structures nationales telles que la Direction de formation permanente (DIFOP) du Ministère de l'éducation nationale, les directions nationales de chaque degré d'enseignement et les écoles normales organisent régulièrement des formations continues destinées à l'approfondissement des connaissances ou au recyclage, à la formation pédagogique et à l'aide à la préparation des examens professionnels. Ces types de formation continue sont organisés pendant les congés ou les grandes vacances. Toutefois, au niveau de l'enseignement primaire, un système de formation à distance organisé par la DIFOP permet aux enseignants de se perfectionner et de préparer les examens professionnels.

Les chefs d'établissement sont nommés parmi les enseignants et ne reçoivent aucune formation préalable à leur entrée en fonction, ni lorsqu'ils sont en fonction. Au cours des prochaines années, un programme de formation basée sur le télé-enseignement et sur des formations présentiels devrait permettre de recycler tous les chefs des établissements publics. En revanche, les conseillers pédagogiques et les inspecteurs des différents niveaux reçoivent des formations initiales et généralement, ils suivent plusieurs séminaires de recyclage qui les préparent de façon permanente pour assister les enseignants. Le personnel para-enseignant ne reçoit pas de formation particulière en plus de leur formation de base spécifique à leur fonction.

La fonction de conseiller pédagogique n'est accessible qu'aux enseignants de niveau primaire, titulaires du certificat d'aptitude professionnelle (CAP) depuis au moins cinq ans. L'entrée au centre de formation est subordonnée à la réussite à un concours d'entrée. La formation dure deux années et comporte les disciplines telles que les fondements des sciences de l'éducation, la pédagogie et la didactique des disciplines, mais aussi de la culture générale et un stage pratique.

La fonction d'inspecteur est réservée aux enseignants titulaires d'au moins une licence de l'enseignement supérieur. L'admission et le déroulement des études se font selon le même schéma que dans le cas des conseillers pédagogiques. Le contenu de la formation diffère selon le niveau auquel l'élève-inspecteur accède. Ainsi, pour l'enseignement primaire, l'accent est mis sur les fondements des sciences de l'éducation, la psychologie de l'enfant, la pédagogie adaptée et l'approfondissement des contenus des programmes. Les inspecteurs de l'enseignement secondaire sont spécialisés dans des disciplines spécifiques et leur formation s'articule autour des points suivants : fondements des sciences de l'éducation, didactique appliquée, approfondissement des connaissances et des programmes, mémoire et stage.

La qualification professionnelle des enseignants s'est significativement détériorée ces dernières années. En 2002, seulement un tiers des enseignants (32,9%) ont reçu une formation initiale ou sont titulaires d'un diplôme professionnel, alors qu'en 1990, ce ratio dépassait trois quarts (76,2%). Les raisons de cette situation sont à chercher dans la suspension de la formation dans les écoles normales chargées de la formation des enseignants à cause des difficultés économiques.

[Source : WDE]

« L'offre de scolarisation dans le premier degré se répartit en trois grandes catégories : a) l'enseignement public ; b) un enseignement privé, que l'on peut qualifier de classique, qui regroupe privé confessionnel et privé laïc ; et c) les EDIL ou Ecoles d'initiative locale, qui ont commencé à fonctionner au milieu des années 90. Les enseignements public et privé confessionnel sont implantés sur toute l'étendue du territoire national. L'enseignement privé laïc est concentré presque exclusivement dans les grandes agglomérations, surtout à Lomé qui regroupe plus de 80 % des élèves scolarisés dans ce type d'établissement. Les EDIL (écoles d'initiative locale) se retrouvent surtout dans les zones rurales où l'offre scolaire classique (publique ou privée) est insuffisante—ou inexistante—pour satisfaire la demande de scolarisation locale.

Dans le premier degré public, 41 % seulement des enseignants sont fonctionnaires (18 % sont instituteurs et 23 % instituteurs adjoints), alors que 50 % sont des auxiliaires de l'Etat ou des stagiaires et un peu moins de 10 % des temporaires. Cette dernière catégorie est très majoritaire (79 %) dans les EDIL (écoles d'initiative locale) et la plupart d'entre eux sont payés directement par les parents d'élèves. Dans le deuxième degré public, la majorité des enseignants (62 %) sont des fonctionnaires et 38 % des auxiliaires ou des temporaires mais les proportions s'inversent dans le troisième degré : les fonctionnaires ne représentent qu'environ 25% des effectifs d'enseignants à ce niveau d'études.

L'enquête annuelle pour l'année scolaire 2000-2001 fait état de 27.033 salles de classe. Un peu plus de la moitié des bâtiments (61 %) sont construits en dur, 9 % en banco et 30 % en matériaux locaux dont la longévité, dans l'ensemble, est moindre. Outre la nature des matériaux, l'état d'entretien est également variable. Dans 35 % des salles de classe, murs et toiture seraient en mauvais état ; par contre, 45 % des salles de classe sont considérées comme en bon état (murs aussi bien que la toiture) ; restent donc quelque 20

% de salles de classe dans un état intermédiaire. En dehors des caractéristiques physiques des salles de classe, les écoles diffèrent aussi en matière d'accès à l'eau potable et à l'électricité : 43 % seulement des écoles disposent d'eau potable et 90 % n'ont pas l'électricité. » [Source : Banque mondiale. *Le système éducatif togolais : Eléments d'analyse pour une revitalisation*. Département du développement humain, région Afrique, mai 2003.]

« En 2003-2004, 39% des salles de classe sont en matériaux provisoires, ce chiffre variant fortement entre les régions (de 6% à Lomé à 57% dans les Plateaux) d'une part et les ordres d'enseignement d'autre part. Cette situation dans la Région des Plateaux s'explique notamment par le fait que la plupart (98%) des EDIL ne sont pas construites. La région maritime souffre également d'une insuffisance d'infrastructures adéquates (45% en matériaux provisoires). Par ailleurs, un tiers seulement (32%) des établissements dispose d'eau potable, 15% sont clôturés et 10% ont de l'électricité.

Le niveau académique des enseignants est acceptable (81% ont le niveau requis : BEPC, BAC II) mais du fait de la suspension de la formation initiale, peu ont subi une formation professionnelle (27%). De plus, on assiste à une démultiplication de leur statut : ainsi, distingue-t-on d'une part les fonctionnaires (ou titulaires), les auxiliaires (agents de l'Etat rétribués à 90% du salaire des fonctionnaires) et les volontaires qui sont rétribués la plupart du temps en nature. Les enseignants volontaires et les auxiliaires sans qualification professionnelle adéquate représentent 68% du personnel enseignant dans le public. Ces volontaires qui sont sous payés du fait qu'ils sont à la charge des parents d'élèves sans moyens financiers importants, représentent le tiers du personnel enseignant du primaire et se retrouvent aussi bien dans les établissements publics que dans les établissements privés confessionnels et surtout dans les EDIL. Les enseignants les mieux formés sont concentrés à Lomé (57% des fonctionnaires), les autres régions devant se contenter des auxiliaires et surtout des volontaires (63 % des enseignants des Savanes sont des volontaires ou des auxiliaires). Sur le plan pédagogique, le personnel d'encadrement (conseillers pédagogiques, inspecteurs) en nombre insuffisant travaille dans des conditions difficiles.

D'après les données de 2003-2004, le personnel disponible au niveau des établissements ne permet de couvrir que 35% des besoins globaux des lycées publics. Certaines disciplines, notamment les disciplines spécialisées (dessins, musique,..) sont sacrifiées. Les conditions d'apprentissage des élèves sont toujours difficiles du fait de l'insuffisance de dotation en manuels scolaires (ratio d'au moins 2 élèves pour 1 manuel dans chaque discipline) et de la surcharge des salles de classe. Les programmes d'enseignement ne sont pas adaptés car n'ayant pas été révisés depuis 1985.

L'université de Lomé souffre d'un certain nombre de manques qui influent gravement sur la qualité de l'éducation. Les infrastructures sont en nombre insuffisant et dans un état de délabrement avancé (salles de cours vétustes et mal éclairées, mauvais état des tables bancs, etc.). Ces infrastructures construites pour la plupart dans les années 80, et qui, durant les 10 dernières années n'ont connu aucun travail de remise en état, ont commencé à faire leur toilette depuis la rentrée universitaire 2004-2005. Dans les facultés, les amphithéâtres accueillent le double, voire le triple, de leur capacité réelle d'absorption. La seule bibliothèque qui existe à l'université de Lomé pour les étudiants est très pauvre en ressources documentaires qui, elles-mêmes, sont désuètes. Les laboratoires sont mal et sous équipés. Les services sociaux (transport, logements, restauration, soins) sont suspendus ou insuffisants. Les Universités de Lomé et de Kara ont un budget autonome alimenté essentiellement par les fonds de l'Etat, auxquels viennent s'ajouter dans une

moindre mesure les droits d'inscription des étudiants. Les écoles supérieures privées sont alimentées en matière de ressources financières par les fonds propres de leurs fondateurs, par les frais de formation des étudiants et parfois par les subventions de l'Etat. » [Source : MEPS. *Plan d'action national Education pour Tous, PAN-EPT*. Lomé, 2005.]

Le financement de l'éducation

En 1991, 41,6 % du budget a été consacré à l'enseignement primaire contre 38,1 % en 1992, 35,2 % en 1995 et 36,6 % en 1996. L'enseignement secondaire général a reçu sur la période entre 22 % et 27 %, tandis que le budget de l'enseignement technique ne dépasse pas 5 % du budget de l'éducation nationale. L'ensemble du supérieur se voit attribuer environ le quart du budget de l'éducation, mais le budget de l'université représente en moyenne 15 % du budget de l'éducation. En ce qui concerne la participation de l'Etat au financement de l'enseignement privé confessionnel, les données qui suivent ne sont qu'indicatives. Ainsi, l'enseignement primaire reçoit annuellement un budget qui varie entre 1,2 et 1,4 milliards de francs CFA entre 1991 et 1996, tandis que l'enseignement secondaire se voit attribuer en moyenne 0,5 milliard par année. La situation de l'enseignement privé laïc est difficile à appréhender car les coûts à la charge des parents constituent la seule indication disponible. Dans les enseignements maternelle, primaire et secondaire, la contribution des parents varient entre 40.000 et 70.000 francs CFA dans la capitale.

Le financement de l'Etat représente en moyenne 95 % des ressources de l'université. Les frais d'inscription qui sont stables depuis vingt ans constituent 4 % de ces ressources tandis que les autres revenus tels que la gestion des projets et les activités de production des fermes agricoles comptent pour 1 %. L'évolution du financement de l'éducation sur la période 1992-1996 est marquée par la crise que traverse le pays. Le budget que l'Etat alloue aux deux ministères de l'éducation est passé de 21,067 milliards en 1991 à 24,2 milliards en 1992. En 1995, les dotations publiques à l'éducation sont passées à 27,3 milliards pour fléchir légèrement en 1996 pour se retrouver à 26,9 milliards. A ces montants il faut ajouter environ 260 millions annuellement au titre des participations de l'Etat aux autres types de formation tant au niveau interne qu'externe. La répartition du budget entre les salaires et le fonctionnement indique que les salaires occupent en moyenne 98 % du budget de l'enseignement primaire contre 94 % dans le premier cycle du secondaire et 93 % au second cycle du secondaire. La situation de l'enseignement technique est meilleure du fait que les salaires ne représentent que 70 % du budget de ce secteur.

[Source : WDE]

« Dans un contexte général difficile pour les finances publiques, le secteur de l'éducation a cependant bénéficié d'une assez forte priorité puisque quelque 25 % des dépenses publiques hors service de la dette lui ont été alloués. Ce pourcentage global n'ayant guère varié au cours de la décennie, le niveau des dépenses publiques pour le secteur éducatif s'est réduit au fil des années 90 jusqu'à ne plus atteindre, à la fin de la décennie, qu'environ 4,4 % du PIB contre 5,8 % au début. En calculant le rapport entre le montant des dépenses publiques pour l'éducation et la population du pays, on observe dès lors, en valeurs constantes de l'année 2000, une dégradation de 12.600 Fcfa en 1991 à 8.500 Fcfa

en 2000, soit une baisse de 33 %. Mais on pourrait aussi faire valoir que le pays alloue tout de même, en 2000, 4,4 % de son PIB au système éducatif— un chiffre qui reste plus élevé que le chiffre observé chez la plupart de ses voisins. Dans le premier degré comme dans l'enseignement secondaire ou l'enseignement technique et professionnel, le pourcentage des effectifs scolarisés dans des établissements privés a été en notable augmentation au cours de la décennie. Dans le premier degré, de 24 à 31 % entre 1990 et 2000 et de 13 à 17 % dans le second degré cependant que, dans l'enseignement technique et professionnel, le pourcentage passait de 30 à 46 %. Le recours à l'enseignement privé peut être considéré comme un des moyens par lesquels le système a absorbé (sans doute de façon implicite) l'évolution de la contrainte budgétaire. C'est au niveau du premier degré (et dans une moindre mesure du deuxième) que la contribution des usagers est maximale. Ainsi, dans le premier degré, 34 % des enseignants sont payés par les usagers, qu'il s'agisse de personnels des établissements privés, des « maîtres des parents » enseignant dans certains établissements publics ou de la majorité des enseignants dans les écoles d'initiative locale (EDIL). L'incapacité de l'Etat d'offrir une couverture adéquate de services éducatifs de qualité convenable a induit en effet, pour les parents qui peuvent acquitter les frais de scolarité, un développement de l'enseignement privé en milieu urbain et, surtout en milieu rural, d'EDIL. » [Source : Banque mondiale. *Le système éducatif togolais : Eléments d'analyse pour une revitalisation*. Département du développement humain, région Afrique, mai 2003.]

UGANDA

Laws and other basic regulations concerning education

In 1995, Uganda adopted a new **Constitution** which further entrenched education in the country's laws. Article 30 provides that: "All persons have a right to education." The Constitution also made it the obligation of the government to provide basic education to its citizens, thus Article 30 (XVIII) states: "The state shall provide free and compulsory basic education. The state shall take appropriate measures to afford every citizen equal opportunity to attain the highest level of education standard possible."

In 1996, the Government enacted the **Children's Act**. Article 28 also underscores the state's responsibility in providing every child with free and compulsory education of good quality.

The **National Institute of Special Education Act**, 1998 provides for the establishment of Uganda National Institute of Special Education (UNISE), training of teachers for children with special needs, training of special education teachers, and official recognition of the UNISE structure with people with disabilities represented by the National Union of Disabled Persons of Uganda (NUDIPU) on the UNISE governing council.

The Government enacted the **University and Other Tertiary Institutions Act**, 2001 to give a legal framework for management and administration of Higher Education Institutions in the country and to give legal back up to the expansion and quality of Higher Education. A National Council for Higher Education has also been established as provided for in the Act. The Council is responsible for licensing private Universities and it sets academic and management standards for all universities in the country. The composition of the National Council for Higher Education reflects a wide range of national interests covering various areas of development.

The **Local Government Act** 1997 transferred primary and secondary education services to local governments. The **Revised School Management Committee Regulations** 2000, updated the framework for managing Primary Education

[Source: National Report, 2001 and 2004; MOES 2006, see below]

"The Universities and Other Tertiary Institutions Act defined "tertiary" and "higher" to include "both public and private universities and other tertiary institutions that provide post-secondary (post A-level) education, offering courses of study leading to the award to certificates, diplomas and degrees, and conducting research and publishing". The Act's goal is to establish a system of governing institutions of higher education so that same or similar courses offered by different institutions of higher education are made equal across the system—while respecting each institution's autonomy and academic freedom. The Act also establishes a National Council of Higher Education for quality assurance at all tertiary institutions. The functions of the council will include (a) advising the Minister of

Education and Sports, (b) establishing an accreditation system, (c) investigating complaints, (d) evaluating national manpower needs, (e) ensuring minimum standards of education, (f) setting national admissions standards, (g) ensuring that HE institutions have adequate physical structures, (h) publishing information about HE institutions, and (i) determining equivalence of academic and professional degrees and credits between institutions. However, the legal framework is not yet comprehensive. Major gaps include financing strategies, principles for allocating public funds, incentives for private institutions, accountability and operationalized quality assurance mechanisms. Amendments will have to be made in the near future to provide legal basis in these important areas.” [Source: World Bank. *Uganda tertiary education sector report*. Africa Region Human Development Working Paper Series, March 2004.]

Administration and management of the education system

“The overall responsibility for provision and development of education lies with the Ministry of Education and Sports (MOES) which is headed by a full Minister assisted by three Ministers of State responsible for various portfolios – Primary Education, Higher Education, and Sports. The MOES has seven technical departments headed by commissioners, who, except that of Education Planning, are answerable to the Director of Education. The departments are: Preprimary Education; Primary Education; Secondary Education; Technical, Vocational and Business Education; Higher Education; Special Education and Career Guidance; Teachers Education; and Education Planning. MOES also has semiautonomous institutions that deal with specific functions: the National Curriculum Development Centre, the Uganda National Examination Board, the Education Service Commission, the National Council for Higher Education, and the Education Standards Agency. There are also other ministries responsible for providing other forms of education and training. These include the Ministries of Health, Agriculture, Labour, Trade and Industries. The Ministry of Gender, Labour and Social Development is responsible for the non-formal and adult education and functional literacy programme.

The MOES through the department of pre-primary and primary education is responsible for making policies; development of curriculum guidelines; training of teachers and caregivers coordination and monitoring of ECE interventions. ECE targets children between 4 and 5 years. The ministry has developed a draft ECE policy, while the National Curriculum Development Centre (NCDC) has developed a draft ECE learning framework as well as produced and distributed non-book materials to Primary 1 and Primary 2 classes in government-aided schools. According to the ECE policy, the government is responsible for the provision of curriculum; teacher training; supervision; and developing policy framework and guidelines for coordinating the programmes. Parents and communities are responsible for providing teaching and learning facilities and paying teachers’ salaries. Another achievement is the establishment of teacher training programmes for ECE teachers at the Institute of Education Kyambogo currently known as Kyambogo University. The training is offered at degree and diploma levels.” [Source: UNESCO Nairobi Office. *Fact book on EFA*. Nairobi, 2006.]

The traditional school Inspectorate has been reformed and restructured to form a new Agency whose function is to inspect schools to assess levels of the teaching and learning processes and activities, as these relate to the education curricular goals and objectives. The Education Standards Agency ESA is currently a fully-fledged Directorate

in the Ministry of Education and Sports. Steps are being taken to legalise the status of the Agency so that it assumes more responsibility in education quality control.

Assessment of academic achievements is currently done by the statutory Uganda National Examination Board (UNEB). This is an autonomous body with professionals and specialists in areas of examination and academic assessment. The Board sets standards of academic performance in public examinations and determines graded achievements which guide placement of students and their final qualifications.

The Government decentralisation policy was announced in 1992 and led to the Local Government Statute of 1993. This provided for transfer of power and services to local government. The Constitution 1995 and the Local Government Act, 1997 both further entrenched the principles of decentralisation by empowering local government with responsibilities for lower level local councils, sub-counties and divisions. Under these legal frameworks, control of substantial amounts of divisions and municipal local governments, which are corporate bodies with the local government system.

The Government White Paper recommended in 1997 the macro-structure of the Ministry of Education and Sports to improve on its efficiency. The new structure includes 7 departments headed by Permanent Secretary and Director of Education. The Ministry also has one Minister and three other Ministers of State as political leaders. Primary and Secondary Education are legally transfer services to local government. The decentralisation of services is aimed at bringing services closer to beneficiaries.

[Source: National Report, 2001 and 2004]

“Based on the definition of tertiary education by the Act of 2001, at the central level the three bodies now supervising tertiary education in Uganda are the Higher Education Department, the Department of Business, Technical, and Vocational Education (BTVET), and the teacher education department within the Ministry of Education and Sports (MOES). However, there is little communication or collaboration among the three departments, and none provides universal quality assurance for Uganda’s tertiary institutions. While it can be argued that the teacher education sector is more distinctive, the management responsibility for non-university and non-teacher college tertiary institutions is blurred and seems to fall under both the Higher Education Department and the BTVET. Further, the role of the newly established National Council needs to be clarified vis-à-vis the three departments. At the institutional level, most higher education institutions have a governing board, although the governance system differs greatly by the kind of institution, and most board members do not have the power or the capability to voice their opinions. Hence, most decisions are made directly by the heads of the institutions. Further, non-university tertiary institutions are less independent from the Government and often get directives from the Ministry of Education and Sports. Institutional governance is lacking flexibility for reform due to either too much complexity and autonomy in some public universities or to direct government controls and regulations in other tertiary institutions. Financial autonomy is still limited across public institutions, though universities tend to enjoy more autonomy as compared to other tertiary institutions. Currently, there is not a functioning quality assurance mechanism, which contributes to lack of accountability throughout the system. Lack of quality assurance mechanisms can be primarily attributed to the unbalanced power structure (decision-making rests mainly with the heads) within institutions as well as the confusion

about the roles of the Higher Education Department, BTVET, Teacher Education, and the National Council. There is also no functioning management information system.

In the public universities, the Ministry of Public Service (MOPS) plays a role in determining the number of established posts for each public university; however, once the number of government-financed posts are established, the university determines appointments and promotions. For other non-university public institutions, the Education Service Commission (ESC) appoints both academic and non-academic staff. The subsequent allocation of staff to individual institutions is made by the MOES—with only limited involvement of the institution. Currently, staff promotions are treated as new appointments and made as such by the ESC.” [Source: World Bank. *Uganda tertiary education sector report*. Africa Region Human Development Working Paper Series, March 2004.]

“Instructional materials given to primary schools include: core text books, teacher’s guides, supplementary textbooks and basic teachers’ professional references and pedagogic materials, pupils’ basic reference books (atlas and dictionaries), supplementary reading books and learning aids specifically wall charts. All these efforts are aimed at ensuring quality and equity through improving access and usage of scholastic materials. With the introduction of UPE, there were massive enrolments in all government schools. This resulted in inadequacies in the provision of instructional materials. Old textbooks got worn out and pupils were sharing available materials in groups for some schools, some pupils wrote on the floor/sand and teachers wrote on ordinary boards. In order to cater for the instructional needs of the pupils, government increased its spending to supply instructional materials, strengthen the Instructional Materials Unit. However in some years, the supply was affected by the curriculum review, which necessitated the review of the instructional materials. In fiscal year 2005/06 there was no procurement of textbooks because the curriculum is under review. A new thematic curriculum will be operational in 2007 beginning with P 1 (Grade 1) to P 3 (Grade 3).

In order to improve the quality of learning, the MOES has been allocating substantial amounts of its budget for purchasing of textbooks or instructional materials, which include; core textbooks and teachers’ guides for English, Mathematics, Integrated Science, Social Studies, Religious Studies, Religious Education, Agriculture, dictionaries, and atlases. As a result, on average, the pupil textbook ratio reduced to 3:1 and 1:1 in some schools.

Several initiatives have been undertaken by government in collaboration with other stakeholders with a view to enable the out-of-school youth to benefit from education through alternative education delivery modalities. These include: Alternative Basic Education for Karamoja (ABEK), Complementary Opportunities for Primary Education (COPE), Basic Education for Urban Poverty Areas (BEUPA), Child-centred Alternative Non-formal Community Based Education (CHANCE), Empowering Lifelong Skills Education in Masindi (ELSE). NGOs have made a tremendous contribution in this field and currently the enrolment in non-formal programmes stands to over 32,390 boys and 37,750 girls in non-formal education centers.” [Source: MOES. *Uganda country status report on progress towards achievement of the Dakar 2000 EFA goals*. UNESCO Nairobi Cluster EFA Coordinators’ Consultation, Nairobi, Kenya, 4 to 6 July 2006.]

The financing of education

During the financial year 2004/2005, the education sector budget share of the GDP is 24.1% while the education sector share is 31.2% of the national discretionary recurrent budget.

[Source: National Report, 2004]

“Government education expenditure as a whole plummeted from 4.1 percent of GNP in the 1970s to only 1.2 percent in 1980s. The 1980s and 1990s have seen a slow but steady recovery. By 1995 total government expenditure had reached 2.6 percent of GDP. By 1999/2000, the education budget as a share of GNP was about 4 percent (323 Ush billion, including development budget).

A better indicator of Uganda’s commitment to education is the share of government expenditure devoted to education. Education’s share of total government expenditure decreased from 17.7 percent to 11.3 percent during the 1980s; however, by 1995, education expenditure rose steadily to occupy about 21.4 percent of total government expenditure. Subsequently, it kept rising and stood at more than 26 percent between 1997 and 2000. Furthermore, in 2000/2001, the education budget reached 32 percent of the total government recurrent budget. Within the education sector in 2000/01, about 16 percent of the recurrent budget was allocated to secondary education (including the 10 National Teacher Colleges), and 4 percent to technical and vocational education and training (including tertiary technical institutions), compared to the 65 percent allocated to primary, and 12 percent allocated to tertiary education. Per student government subsidy varies substantially by education level.

The government subsidy per primary student averaged about US\$22, as compared to US\$148 per secondary student (see Uganda Post-primary Education Sector Report, 2002) and about US\$500 per university student in public universities.” [Source: World Bank. *Uganda tertiary education sector report*. Africa Region Human Development Working Paper Series, March 2004.]

“There is evidently an upward trend in the size of the education budget (recurrent and development budget) having climbed from roughly 12% share of the general budget in 1992 to 17% in 2005/06. Currently, the education sector enjoys 31% of government recurrent discretionary expenditure of which at least 65% goes to primary education to cater for EFA. The overall share has tended to stabilize at this level under ESSP.

Planning and budgeting for education are guided by the current institutional context of planning and budgeting in the country, which has its origin in public expenditure management reforms that have been implemented since the early 1990s. These institutional arrangements include; Cash Flow, MTEF (Medium Term Expenditure Framework), Sector Wide Approach, PAF, Fiscal Decentralised Strategy, Results Oriented Management, Output Oriented budgeting, and Commitment Control System. The MTEF provides indicative resource ceilings at the sectoral and ministry level over a rolling three-year period. The objective is to ensure that the overall strategic priorities, as articulated in both the PEAP as well as the more detailed sector priorities (specified in the various sector wide plans), are translated into resource allocations over the medium term. Most important, the MTEF ensures that the overall expenditure is maintained at a level

that is consistent with macroeconomic stability and at the same time achieves other critical government commitments, including agreements with donors.

The budget preparation process is a highly consultative one. The consultative and partnership principle were further strengthened by the enactment of the Budget Act 2000, which provides for a consultative process between the executive and legislative arms of government. In the section below key steps, with special reference to the education sector, are a demonstration of the consultative element of the budget preparation process.

After setting the macroeconomic projections for the next financial year, the education sector indicative ceilings are, *inter alia*, issued by MOFPED (Ministry of Finance, Planning and Economic Development) to MOES. The Education Sector Working Group, based on its sector strategic plans, allocates the resources to the various education sub-sectors including sector conditional grants to local governments. The sub-sectors and local government further carry out the prioritization process given the resource envelope and clearly taking into consideration all the non-discretionary expenditure provisions, and highlight the key issues, which cannot be accommodated within the sub-sector ceilings. Note that the issues that come up during the consultation at the local government' level are submitted to the centre (MOES) under the Local Government Budget Framework Paper (LGBFP).

Based on the submissions by sub-sectors and local government, the Education Sector Working Group consolidates the issues whose financial implications cannot be accommodated within the expenditure limits and it makes policy recommendations into an Education Sector Budget Framework Paper (ESBFP). As part of the finalization of the budget consultative process at the sector level, the MOFPED organizes inter-ministerial consultations on the budget. The overall objective for the inter-ministerial consultations is to streamline the sector policy recommendations and iron out all the sector issues, which are of a crosscutting nature. After the inter-ministerial consultations, the MOFPED consolidates the various Sector Budget Framework Papers (SBFPs) into the National Budget Framework Paper, which is referred to as the Macroeconomic Plan and Indicative Budget Framework (MPIBF). The MPIBF is submitted to Cabinet for approval before it is submitted to Parliament, by 1st April, as per the Budget Act (2000), for consideration. As part of the budget consultative process, Parliament reviews the submission and provides its observations and recommendations. Working on behalf of Cabinet, the MOFPED considers the comments made by Parliament and revises the Indicative Budget Framework, which, among other things, forms the basis for the Budget Speech.” [Source: MOES. *Uganda country status report on progress towards achievement of the Dakar 2000 EFA goals*. UNESCO Nairobi Cluster EFA Coordinators' Consultation, Nairobi, Kenya, 4 to 6 July 2006.]

UNITED REPUBLIC OF TANZANIA

Laws and other basic regulations concerning education

The United Republic of Tanzania is comprised of two former sovereign states, namely Tanganyika (currently Tanzania Mainland) and Zanzibar, which merged to form the Union Government in 1964. The Union Government operates under the Union Constitution and has full responsibility for some main sectors (i.e. foreign affairs, home affairs, defence) and some sub-sectors such as higher education. The Government of Zanzibar has full autonomy over its basic education programme and has its own administrative structure of the sub-sector.

The **Education Act No. 25** of 1978 (amended in 1995) is the basic legal document governing the provision of education in Tanzania. It stipulates the roles and powers of different actors in education including the Ministry, the Commissioner, Local Authorities as well as private owners and managers of private institutions. There are also the **Local Government Council Acts** of 1982 and 1986 concerning the management of primary schools.

Administration and management of the education system

Education and training in **Tanzania Mainland** is undertaken by several ministries, non-governmental organizations (NGOs), communities and individuals. However, formal education is the responsibility of the Ministry of Education and Culture (MOEC, currently the **Ministry of Education and Vocational Training**), the **Ministry of Local Government and Regional Administration** and the **Ministry of Higher Education, Science and Technology**. The Ministry of Labour, Youth and Sports Development was formerly responsible for vocational education.

The MOEC is headed by the Minister who is assisted by the Deputy Minister and an Advisory Council. The Principal Secretary (PS) acts as the main custodian of the Ministry's resources and as the chief accounting officer of the Ministry. Under the PS there is a Commissioner for Education (CE) who is the chief academic advisor in all aspects of professional departments and parastatal organizations (i.e., the Tanzania Institute of Education, the Institute of Adult Education, and the National Examinations Council of Tanzania), which provide services to schools and colleges of education. Two other institutions, namely the **Tanzania Library Services** (TLS) and the **Tanzania Elimu Supplies**—which distribute educational equipment and materials—report directly to the PS.

The MOEC has been reorganized and is composed of seven departments and units. The departments are: Primary/Basic Education, Secondary Education, Teacher Education, Adult Education, Administration and Personnel as well as the Department of Culture. The units are: Planning, Research and Statistics, Archives, Antiquities, Accounts and Internal Audit. The establishment, management and administration of primary schools are the

responsibility of the Department of Regional Administration and Local Government in the Prime Minister's Office. Most public secondary schools and all colleges are established, managed and controlled centrally by the MOEC. However, in recent years many communities through the self-help scheme have built a number of secondary schools. The Ministry is responsible for their management and control. During the period 1994-96, a total of 105 secondary schools were established.

Private education establishments are administered and managed by the owners according to the guidelines and regulations issued from time to time by the MOEC. The **Inspectorate** is responsible for inspection of all schools and education colleges, both public and private. Functionally, the department is divided into seven zones with representatives up to district level. The **National Examination Council of Tanzania** (NECTA) was established in 1973. NECTA is the agency responsible for the administration of all national examinations in Tanzania. It also awards official diplomas (primary, secondary and post-secondary education, excluding universities). The management of each primary school is the duty of the headteacher who is assisted by the **school committee**. Secondary school heads and principals of colleges are assisted by **school boards** and **college boards**, respectively. School/college committees and boards play an advisory role in respect of administrative matters as well as in the discipline of students.

Ministries other than that of education have a role to play in the establishment and management of schools and colleges. Facilities other than learning materials, such as water and sanitation, health services, transport and food and nutrition, are provided for by the respective ministries. Some NGOs own and manage educational institutions from pre-primary to teacher education and one of them is planning to create a university. In addition, NGOs offer educational programmes for the handicapped. All special schools except one at the primary level are owned and managed by NGOs; they receive meager subventions from the government.

The Tanzania Institute of Adult Education offers a variety of distance learning courses designed to cover primary education, secondary education as well as specialized and professional courses. The continuing education structure enables the participants to move from non-formal to appropriate formal vocational and professional training, and to formal education at professional level, including access to the Open University of Tanzania. The vehicle for promoting non-formal education in **Zanzibar** is the Department of Adult Education, established in 1978. The Department is responsible for both adult literacy and post-literacy programmes conducted mainly in the form of vocational training, upgrading and continuing education programmes.

The responsibility for the planning and administration of education in **Zanzibar** is entrusted to the **Ministry of Education, Culture and Sports**. The Minister of Education is assisted by a Deputy Minister. The chief executive officer of the Ministry is the Principal Secretary. He/she is assisted by two deputies, one responsible for planning and administration and the other for professional services—curriculum, inspectorate, teacher training, and other professional matters.

The Ministry has its coordinating office in Pemba and **Regional and District Education Offices** throughout the islands. The regional and district offices are headed by regional and district education officers, respectively. These officers are administratively

answerable to the regional and district governments, but professionally accountable to the Ministry of Education. There are also **National, Regional, and District Education Boards** which have advisory roles to the Minister of Education on matters related to policy, reforms, and developments in education within their jurisdiction. At the local level, there are **school committees** entrusted with the responsibility of developing education in their respective communities.

In Tanzania Mainland, the Tanzania Institute of Education (TIE) is the main body responsible for developing the curriculum. It prepares programmes, syllabi, and pedagogical materials such as handbooks and laboratory manuals. It also specifies standards for educational materials and class sizes; trains teachers on new teaching methods and on curriculum innovations; initiates and guides basic research and evaluation projects with regard to teaching and learning; follows up and monitors curriculum implementation in schools; and evaluates and approves manuscripts intended for school use.

The TIE made significant changes in the design of the primary school curriculum, reducing the number of subjects from thirteen to seven. The secondary school curriculum has also been changed, with the introduction of new subjects such as unified science, social studies, computer literacy and computer science.

In Zanzibar, the school curriculum is prepared and controlled by the Ministry of Education, through the Curriculum Division in the Department of Professional Services. Teachers, college tutors and inspectors help to develop the curriculum. Private institutions may have their own curriculum but it has to be approved by the Ministry of Education. Most private schools follow the national curriculum. At the secondary level and above, Zanzibar schools generally follow the Tanzania Mainland school curriculum developed by the TIE, but some modifications may be made to suit Zanzibar's specific needs.

The major criticism of the current curriculum is that it is too academically oriented, has too many subjects, and does not prepare the young people for the kind of life they will experience after completing school. A task force has been appointed to review the school curriculum so as to address those limitations. Curriculum reforms have been initiated at the primary level, aimed at reducing the number of subjects from 14 to 8 and streamlining the curricular content.

In addition, the task force has aimed to include in the curriculum issues of international importance such as gender, environmental education, human rights, and international understanding. Recent innovations include: (i) the Child to Child Project, which addresses the issues of environmental cleanliness and health education (its activities have been integrated into the mainstream primary curricula); (ii) the Science Camps Project, which has helped improve science teaching; (iii) the Moral Ethics and Environmental Studies Project, which has been integrated into the mainstream curriculum for upper primary and lower secondary to address the issues of moral ethics, population, and the environment; and (iv) the MENA programme, which was designed to introduce into the curriculum a new subject entitled "life skills".

The curriculum reform has resulted into the designing and production of new textbooks. Textbook production followed a phased approach, with the initial phase concentrating on the lower primary education level. Textbooks on four subjects have been produced with UNICEF support and distributed to schools at a ratio of one book to two pupils. Kiswahili is the national language and the medium of instruction in primary schools. At the secondary school level, English is the medium of instruction.

The major factor adversely affecting the sub-sector of pre-primary education in Tanzania Mainland has been a lack of coordination. While curriculum and policy issues are controlled at the central level, the establishment and management of schools is the responsibility of the owning agencies, e.g. local governments, local communities, religious bodies and NGOs.

Private educational institutions in **Tanzania Mainland** are known as non-governmental educational establishments. NGOs, communities and individuals are allowed to establish, own and manage educational institutions of all levels. However, they must abide by laws and regulations issued by the Ministry of Education or any other ministry responsible for the type of education and/or training concerned.

Non-governmental educational institutions include pre-primary, primary and secondary schools, teacher education colleges and vocational training centres. The establishment, ownership and management of all post-secondary institutions including universities has also been liberalized, but so far no such institution has been established. Private schools at all levels follow the same curricula as public schools. In 1995, the total number of students enrolled in private secondary schools was 104,309, while in public secondary schools it was 92,066 students.

In **Zanzibar** there have been recent efforts to promote private education in response to the government policy to allow the private sector to play a role in the educational process. The Ministry of Education through its office of the Registrar oversees the registration and licensing of private schools. A few of these schools use their own syllabi, which must be approved by the Ministry. Efforts to introduce private schools have concentrated mainly on the pre-primary and primary education levels, but their number is not yet significant.

Inadequate supply of school textbooks and other instructional materials characterizes the education system in **Tanzania Mainland** at all levels. The major contributing factor has been lack of financial resources on the part of the government—the major supplier of these materials. Donor assistance has been invaluable in this area. It is hoped that the introduction of the cost-sharing policy will alleviate the problem.

At the pre-primary and primary levels, all textbooks are produced within the country. At secondary school level, most of the textbooks are produced within the country except for some science titles and most of those used at the high school level. However, schools at these levels face a shortage of textbooks due to lack of funds. Most textbooks at post-secondary school level are produced outside the country; however, due to a relatively large budgetary allocation to these institutions, the problem is not as acute as at lower levels.

Most primary schools in both rural and urban areas face a shortage of classrooms. However, efforts are being made to solve this problem through an increased participation of the communities. All government primary schools except one are day schools and pupils attend schools near their homes. The secondary schools are of two types: boarding and day schools. Day school students face transport problems, especially in urban areas, due to lack of reliable public transport.

During the last ten years, the **Zanzibar** education system experienced an acute shortage of classrooms and teaching materials, poor school buildings, lack of furniture, and the presence of a large number of unqualified and under-qualified teachers. Under-funding of the education sector was to some extent responsible for this undesirable situation. Several measures were taken to address these problems. During the period

2002–2003 about 139 classrooms were constructed with the support of SIDA-Sweden. Under the Education II Project some 200 primary school classrooms were rehabilitated.

The minimum entry qualification for their training in **Tanzania Mainland** has been recently revised. The Grade “A” Teacher Certificate course is a two-year training programme for students who have passed the General Certificate of Education (O-level) examination with a minimum qualification of “division II”.

The in-service upgrading course from Grade “B” or Grade “C” (i.e. Standard VII leavers with four and two years of teacher training, respectively) to Grade “A” is a one-year programme admitting teachers with a minimum qualification of two credits and two passes in the GCE examination.

The Diploma in Education is a two-year course for students who have a minimum qualification of “division III” in the GCE A-level examination. There are thirty-one public teacher colleges offering courses at the Grade “A” certificate and diploma levels. Two of these colleges offer courses at the diploma level only, twenty-one offer pre-service training at the Grade “A” certificate level, while eight cater to in-service training. In 1995, the total number of students in these colleges was 16,388, of whom 1,584 students were in diploma courses, 10,833 in Grade “A” courses, and 3,007 students in Grade “B” courses. Teacher education programmes leading to a degree are offered at the faculty of education of the University of Dar es Salaam.

Compared with other professions, teachers’ salaries can be considered satisfactory. However, teachers do not have fringe benefits that other workers enjoy, such as adequate housing allowance, lunch allowance, and transport allowance. Teachers in private schools are better off than those in public schools in terms of salaries and other benefits.

Teachers are evaluated by headteachers as well as school inspectors. The headteacher is supposed to assess teachers in their schools on a daily basis and at the end of each year he/she has to fill in an evaluation form which constitutes the basis for promotion. Inspectors are supposed to visit schools regularly; however, due to shortage of funds, inspection is confined to schools close to the inspectorate offices.

Eight colleges specialize in in-service training programmes for Grades “B” and “C” teachers. In addition, the Open University and the Institute of Adult Education provide facilities for self-improvement.

Headteachers, principals, inspectors and other staff are normally selected among serving teachers. They then attend a six-month course in management, administration and school inspection. However, due to financial constraints most of the headteachers have never been trained.

There are two main teacher training institutions in Zanzibar namely: the Nkrumah Teacher Training College (TTC), which trains primary (Grade “A”) and secondary (Diploma in Education) school teachers; and the Muslim College, which specializes in training teachers at the primary and secondary levels for Arabic language and Islamic studies at the certificate and diploma levels, respectively. Some teachers are also trained at the Institute of Kiswahili and Foreign Languages—where, in addition to language diploma courses, students also take education—and at the University of Dar es Salaam. The Nkrumah TTC also offers a diploma course in educational management and administration designed for headteachers and other personnel in leadership positions. There is also the College of Education, a privately-run institute established in 1998, which provides undergraduate education in Arabic language and Islamic Studies, geography and history, physics and mathematics, chemistry and biology together with education. Finally, the School of Education established in the new State University of Zanzibar offers undergraduate courses in education. There are no training facilities for

Early Childhood Education (ECE) or special education. However, in-service training for ECE teachers is provided at the Saateni Nursery School Teacher's Centre (government owned) and the Zanzibar Madrasa Resource Centre of Aga Khan Foundation (privately owned).

[Source: WDE]

The financing of education

“Resource allocation to local government and related planning and accountability systems continue to be driven by the central government. Additionally, large resources for social development are channelled to the local level through parallel structures of line ministries. Local government elections of November 2004 witnessed high voter turnout, demonstrating strong grassroots interest in local government. In 2005, President Mkapa's government set up a reference committee to stimulate devolution along the 1998 policy. Financial decentralization has been rapid. Total central government transfers to Local Government Authorities (LGAs) have doubled between 2000/2001 and 2004/05. However, local authorities are experiencing significant challenges managing and accounting for the increased flow of resources. Weaknesses include poor cash management, multiple data sets and large amounts of idle cash in numerous bank accounts.” [Source: World Bank and Government of the United Republic of Tanzania. *Joint Assistance Strategy for the United Republic of Tanzania, 2007-2010*. Report No. 38625-TZ. March 2007. FOR OFFICIAL USE ONLY.]

“Education spending as a percent of GDP has risen from 3.1 percent in 1999/00 to 4.4 percent in 2002/03. Within the education sector priority is given to primary education, which continues to get over 42 percent of the total resources. Education expenditure at the district level is concerned mainly with the provision of primary education. Provision of education at this level is decentralized and is largely the responsibility of Local Governments. During FY01 and FY02 local governments received more transfers for education purposes than initially budgeted. Education transfers to local governments are about 1.5 percent to 2 percent of GDP.” [Source: World Bank. *United Republic of Tanzania Public Expenditure Review (PER) FY03. Managing Public Expenditures for Poverty Reduction Report on Fiscal Developments and Public Expenditure Management Issues*. Report No. 26807-TA, June 2003.]

“The public sector in Zanzibar consists of four main elements-functions carried out by the Union Government (GOT), RGoZ, local governments, and the parastatal sector. The RGoZ itself consists of a legislature, a judiciary, and an executive. All matters that are not defined as Union matters are under the sole authority of the RGoZ. However, even with respect to Union matters, the practical division of responsibilities is sometimes not entirely clear. For example, even though higher education is designated as a Union matter, Zanzibar covers the cost of Zanzibari students in Mainland colleges and abroad. With the liberalization of education, Zanzibar has also established a Zanzibar State University. Another example is the area of statistics, in which Zanzibar maintains its own Bureau of Statistics and, as a consequence, has been excluded from important statistical surveys such as the Household Budget Survey carried out in Mainland Tanzania in 2000/01. The financial relationship between the RGoZ and the Union Government is less clearly

defined than the distribution of responsibilities. Zanzibar is divided into 5 regions, three in Unguja and two in Pemba. Each region has a regional commissioner, who has the rank of a Minister, appointed by the President. Regional Commissioners are also Members of the House of Representatives. A regional administrative officer, appointed by the President, is in charge of the day-to-day running of the government business in the region. He also is the head of public officers posted in the region and the accounting officer in the respective region. The Minister of Local Government and Regional Administration appoints a planning officer and a community development officer to each region. Sectoral ministries also assign officers and staff to the regions to carry out the responsibilities and duties of the sector ministries. In practice, each ministry appoints at least one officer to every region. These officers are answerable to the Regional Commissioner. Each region is divided into two districts; i.e., there are six districts in Unguja and four districts in Pemba. The staffing and functions of the districts are similar to that of the regions. At the head of each district administration is a district commissioner appointed by the President, and there is also a district administrative officer in charge of the district administration. In addition, every district has a planning officer and a community development officer, and officers from sectoral ministries assigned to the district. There are 249 Shehias in Zanzibar, which are at the lowest level of public administration in Zanzibar. Each Shehia is administered by a Sheha, who is a government employee and appointed by the Regional Commissioner. The Sheha is answerable to the District Commissioner of that area. Zanzibar's local government structure comprises 9 district councils, one municipal council, and three town councils. Each council is subdivided into wards. Each ward elects one council member and the RGoZ nominates three council members in each council.

The state of education infrastructure is poor. There is an acute shortage of class rooms-the average pupil/classroom ratio is 82 and the average number of shifts is 1.69 streams per classroom.

In FY02, the Government spent about T.Shs. 9 billion on education, which was about 2.7 percent of the GDP, and about 15.5 percent of total government expenditures (against the ZPRP target of 20 percent), a level slightly higher than Mainland Tanzania and comparable to other countries in the region. While, in terms of GDP, aggregate education expenditures have stagnated at around 2.7 percent since FY95, they have been growing in real terms at a rate higher than population growth during this period. As a result, per capita annual public spending on education has been improving and was around a reasonable figure of US\$10 in FY02, compared to about US\$7 for Mainland Tanzania. Almost all education expenditures are recurrent in nature, and within recurrent, most are accounted for by salaries and allowances (93 percent in FY02). Development expenditures have stayed at less than one percent since 1995. Expenditures on "other charges" have been very limited too.

Government spending on education appears to have inequities across districts and to be biased in favor of urban communities. In the year 2000, almost 70 percent of the Ministry of Education's budget went to the two urban districts of Zanzibar city and Unguja West. There is also a serious imbalance in the number of classrooms between the rural and urban districts. There is a shortage of teachers in the rural areas, while the urban area schools have surplus teachers. The Government practice of encouraging the communities to cover some operational expenses for schools and parents to provide textbooks also puts poorer households at a disadvantage." [Source: World Bank. *Zanzibar Public Expenditure Review 2003. Laying the Foundations for Improved Public Expenditure Management*. Report No. 27504-TA, June 2003.]

ZAMBIA

Laws and other basic regulations concerning education

Despite several changes that have occurred during the past three decades, the **Education Act No. 28** of 1966, amended in 1974, continues to set the basic framework for the education system. The Act has not been comprehensively reviewed to cater for these changes and developments. Furthermore, because of insufficient facilities, it has not been possible at present to make education compulsory. There is no penalty to parents whose children are not enrolled in schools.

The **TVET Act of 2005** has been approved in order to: establish the Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA) and define its functions; provide for the establishment of government institutions of technical education, vocational and entrepreneurship training; constitute management boards for institutions established under the Act and provide for their composition; regulate all institutions providing technical education, vocational and entrepreneurship training; and repeal the Technical Education and Vocational Training Act 1972.

Administration and management of the education system

The highly centralized management and administration of the education system has been a matter for concern. Centralization has had adverse effects on quality, efficiency and effectiveness. Consequently, the government has found it necessary to restructure the entire system, embarking on a comprehensive rehabilitation programme in the year 2000. In accordance with the MMD's (Movement for Multi-party Democracy) democratic principles, the education system has been liberalized to allow more participation of all stakeholders in the financing and administration of education. A decentralized system of management has been put into place: decision-making power has been handed out from the centre to the local levels such as districts and schools. The MDD has been working towards the expansion of educational facilities, especially for primary education, as well as improving the quality of education.

The programme is quite ambitious and includes a number of fundamental innovations and changes. Its major objectives are the following: to restructure the education system with a view to making it efficient and cost-effective; to promote gender equity in education; to increase the national budget allocation to education; to increase access to education and life-skills training; to rehabilitate the dilapidated infrastructure; to supply and maintain sufficient numbers of teachers; to build capacity for the provision of quality education; to create conditions for effective coordination of policies, plans and programmes.

The restructuring process has been governed by three principles, namely: decentralization, liberalization and cost-sharing. The government liberalized the provision

of learning and teaching materials (such as textbooks, tools and equipment) as well as the establishment of learning institutions. Furthermore, although they must respect the government's educational policy, private organizations, individuals, religious bodies and local communities now have the right to establish and control their own schools. One major feature of the decentralization has been the establishment of Education Management Boards, through which decision-making power has devolved to the local level.

The **Ministry of Education** is responsible for education in the country. The Minister is the political leader. The Permanent Secretary is the highest-ranking civil servant and is the head of the administration. He/she is assisted by three deputy permanent secretaries in charge of administration, staffing and technical co-operation, and by the chief inspector of schools in charge of professional matters. Although the Ministry of Education is responsible for early childhood learning (age group 0-6 years) and pre-school education (3-6 years), it is the **Ministry of Local Government and Housing** (through the local councils) that keeps records of this level of education provision, in accordance with the Day Nurseries Act of 1967.

The head at the provincial level is the **Provincial Education Officer** who interprets and implements policy. He/she is assisted by the deputy provincial education officer, the senior education officer, the principal inspector of schools and the personnel officer. There are nine provinces in Zambia.

The head at the district level is the **District Education Officer** who is assisted by the education officer, the district inspector of schools and an executive officer. They ensure that schools have adequate provisions and are functioning properly. Vocational training programmes offered to learners after Grade 9 are under the responsibility of the **Ministry of Sport, Youth and Child Development**, while those offered after Grade 12 are controlled by the **Ministry of Science, Technology and Vocational Training**. The two public universities and most of the teacher training colleges pertain to the Ministry of Education. Others, such as the technical institutions, belong to the Ministry of Science, Technology and Vocational Training while others pertain to such ministries as Health and Agriculture.

The **Technical Education, Vocational and Entrepreneurship Training Authority** (TEVETA) was established in 2005 to regulate, facilitate and support the delivery of Technical Education, Vocational and Entrepreneurship Training (TEVET) in the country.

Other ministries offer non-formal education programmes; for example, the **Ministry of Community Development and Social Services** conducts literacy classes at the community level and offers courses in home economics (cookery, knitting, etc.). Non-governmental organizations are implementing several programmes at the community level in various areas of concern, such as HIV/AIDS and population issues. Four of the eleven primary teacher training colleges are grant-aided institutions owned and managed by churches.

The government encourages partnership in the provision of education, in accordance with the policy of liberalization promoted by the Movement for Multi-party Democracy. The private sector can establish and administer schools at all levels. There

are schools owned by individuals, religious organizations, communities and companies. The quality of education in some private schools is considered to be higher than that of government schools because of many factors. The classes are small in terms of pupil-teacher ratio and there is a sufficient stock of learning materials. Teachers are well paid and this reinforces a high morale. Some international companies may wish to offer education of good international quality to the children of their employees. Generally, private schools follow the official curriculum but some company-owned schools follow international curricula—such as the British system curricula).

The Ministry of Education defines the school curriculum as a specification of the desired knowledge, competencies, skills, values and attitudes which school children in Zambia need to achieve. Developing a curriculum consists of five phases, involving: (i) the formulation of aims and objectives; (ii) the selection of learning experiences; (iii) the selection of content or subject matter through which certain types of experiences may be offered; (iv) the organization and integration of learning experiences and content with respect to the teaching and learning process within school and classroom; and (v) evaluation of the effectiveness of all aspects of these steps in achieving the goals.

Within the new decentralized system, the Ministry has retained responsibility for key national functions such as: making legislation, forming policy, mobilizing and allocating resources, developing a national curriculum, setting standards and evaluation, collecting and analysing data, and providing effective mechanisms for accountability at different levels. It is important to note that various stakeholders are involved in the curriculum development process including members of the community, and school teachers and administrators also make decisions regarding what is to be taught in the school.

There is an in-built consultative mechanism in the curriculum development process during a curriculum review exercise at the **Curriculum Development Centre**, which ensures that the views of society are incorporated in the new curriculum. The curriculum review begins with a national symposium where various stakeholders meet to express their views on the curriculum; these views are articulated by specialists in technical committees at workshops. The end result of this process is a set of draft syllabi, which are presented to the stakeholders at a second national symposium, so that they can verify that the curriculum issues that were raised in the first symposium have been taken into account. The syllabi undergo further scrutiny by relevant institutions and various subject curriculum committees. Finally, each syllabus is approved by the appropriate curriculum committee.

The Curriculum Development Centre implements and evaluates curriculum policies through various committees. It also develops, evaluates and approves instructional materials for use in schools. Evaluation and monitoring of the curriculum and curriculum materials is conducted by the Evaluation and Research Department of the Curriculum Development Centre.

The provision of textbooks has been liberalized and publishers can develop books for schools at their own risk. However, the Ministry of Education will continue to approve textbooks to be used in government schools.

Existing resources have not allowed the provision of computers for use in schools, but they are popular in in-service teacher training programmes and are extensively used at the tertiary level. The area of Educational Broadcasting Services has deteriorated to a great extent. Audio-visual equipment is not available in most schools. The Educational Broadcasting Services can access air time and studios on a commercial basis only, which would be unaffordable for the Ministry.

Library facilities in schools and in the country as a whole are scarce. There are no libraries in government primary schools. Although all primary schools have received small book collections with the aid of donors, much still remains to be done. Most secondary schools have no libraries and very few have trained librarians. In order to develop high reading skills levels, there is an urgent need to provide good reading materials.

[Source: WDE]

“Currently, the Organisational Structure of the Ministry comprises the Offices of the Permanent Secretary, Directorate of Human Resources and Administration, Directorate of Planning and Information, Directorate of Distance Learning, Directorate of Standards and Curriculum Development, and the Directorate of Teacher and Specialised Education Services. All the Heads of Directorates report directly to the Permanent Secretary of the Ministry. Each Directorate has various Departments and Units reporting either to the Head of Directorate or in some cases directly to the Permanent Secretary. The latter comprises the following units: Account/Finance Unit; Purchasing and Supplies Units; Internal Audit; Zambia National Commission for UNESCO; and Bursaries Committee. In line with the spirit of the decentralisation and liberalisation policy, a new organisational structure has been drawn up based on the new strategy, yet to be approved by Cabinet Office. The key issues observed relate to the current organisational structure and how the Ministry is performing, these include the following: incomplete decentralisation of activities, tasks, and responsibilities from Headquarters to the provincial and district levels in the Ministry; proliferation of departments, activities and tasks; the devolution of power and authority to the lower ranks and levels within the Ministry; the segregation of duties and responsibilities based on the proposed new structure and the decentralisation policy; and poor coordination of inter-departmental functions due to the inappropriateness of the current structure not being in line with the decentralisation and liberalisation policy. The processing of the payroll for the Ministry is currently in the process of being restructured from being processed centrally at provincial level to being decentralised at the district level through the Payroll Establishment Control Management (“PMEC”) under the Public Service Management Division (“PSMD”). The collection of data for input for the payroll in the Ministry has already been decentralised to the district level although all the actual physical input of data remains centralised at the PMEC Computer Centre in Lusaka by getting the District Accountants to travel to Lusaka each month to input data.

The inappropriateness of the current MOE organisational structure with regard to the decentralisation policy is also reflected in the reporting structures and relationships at the provincial and district levels. For example, High School Management Boards, according to the current structure, report to the Provincial Educational Officer (“PEO”) with the District Educational Board Secretary (“DEBS”) having representation on each High School Management Board. In the current system of reporting, when decisions are

made at the High School Management Board level and passed on to the PEO's office for approval, these are normally referred back to the DEBS thereby creating delays, inefficiencies, duplications and duo reporting roles.

The High Schools Management Boards have been given distinct autonomy, although this has not been clearly defined. There is need for the reporting relationships to be consistent both in intent (spirit) and practical implementation in order to reflect and foster the spirit of the decentralisation and liberalisation policy.

Generally, the departments at MOE Headquarters, Provincial and District levels represent the functional areas in which the Ministry provides its services to the general public in the delivery of education services. Most of the departments, provincial and district offices are further subdivided into Units, which have a focus on providing specialised services under the ambit of the relevant functional areas at the Ministry Headquarters, and in turn contributing to the performance of the overall broader functions of their departments.

Staffing inconsistencies are a common feature within the MOE departments, units, and Provincial and District offices. For instance the Internal Audit Department currently has six (6) members of staff for the entire Ministry.

In early 2006, the Ministry of Finance and National Planning (MoFNP) through the Treasury was granted authority to recruit 739 accounting personnel to be deployed at lower levels of the education system at provincial and district levels in order to enhance accountability, transparency and value for money spending at those levels; as well as improve reporting and the flow of information in the Ministry. The recruitment of accounting staff has started and will enhance financial management and reporting which in turn will strengthen the process of education decentralisation." [Source: NORAD (Norwegian Agency for Development Cooperation). *Review of the Ministry of Education Sector Plan Zambia. Independent Review, 2006. Final Report.* Oslo, May 2007.]

“Under the centralised textbook procurement system, basic schools have had no role in the selection of books. This has sometimes resulted in a mismatch between the needs of schools and the type and number of books that have been provided. In most districts the book/pupil ratios vary widely, both between schools, and between subjects and grades. As MoE does not have a book tracking system in place, there is not enough information on books arriving at school, feedback from the schools once books are sent, and textbook availability at schools. Some schools lack adequate facilities for storing textbooks. In the Strategic Plan, MoE stated its intention of decentralizing responsibility for textbook procurement, with basic schools to be provided with budget ceilings, and District Education Boards to purchase textbooks on the basis of orders from the schools. The process of introducing decentralized textbook procurement is phased by Grades. The Ministry's Curriculum Development Center has produced a draft “essential minimum package” of educational materials with an indicative annual unit cost of K55,500 for each pupil in grades 1-4 and K64,500 per pupil in middle basic (grades 5-7). The process of implementing textbook decentralization is phased, with only Grade 1 books procured in this way in 2004. The second phase includes the procurement of Grades 2 and 5 in 2005, through the decentralized system. The amount allocated for Grades 2 and 5 of 2005 of K18 billion was less than the estimated requirement of K39 billion. This has raised concerns on the adequacy of the resources being allocated to textbook provision. Books procured through the decentralised system are funded from the Sector Pool, while a large number of books continue to be procured through centralised procurement, mainly through IDA and ADB funds. The development of a book tracking system and textbook database should be a priority for MoE.

In 2004, there were about 29,000 classrooms in use, and 85 pupils per classroom for grade 1-9, indicating overcrowding. In the past, school construction has been largely financed by JICA, Finland, IDA, and AfDB. On average, 900 classrooms have been completed annually in recent years. However, this has not been able to keep pace with increased need for more school places. Considerable Sector Pool funding has been recently allocated to step up the volume of school construction.

In 2004 86% of pupils attended Government-supported basic schools (84% attending GRZ schools and 2% attending “grant-aided” schools), while 9% attended “community schools” and 5% attended other types of schools. “Community schools” were originally established in locations without GRZ schools, or to serve children who could not attend GRZ schools due to the high Parent-Teacher Association (PTA) fees charged, until these fees were prohibited in 2002. They rely on teachers paid by the community. In recent years, GRZ started to support community basic schools with small grants; however, other school affairs such as teacher hiring and curriculum, are not fully monitored and supervised by GRZ.

In addition to basic salary, there are a variety of other emoluments to which teachers are entitled, including housing allowance for teachers not provided with institutional housing, and double class allowance for teachers who teach two classes. Before 2003, the starting pay of basic school teachers was below GRZ’s poverty line for a household, but the substantial wage increases of that year lifted starting teachers above the poverty line. In 2004, the average compensation of a basic school teacher (derived by dividing basic school Personal Emoluments by the number of basic school teachers) was equivalent to 4.9 times Zambia’s Gross Domestic Product Per Capita. For comparison, the average primary teacher’s compensation in 33 African countries was found to be 4.4 times GDP per capita. The unavailability of housing is reported to be an obstacle to teacher recruitment and retention in rural areas. On the other hand, it is reported that where standard teachers’ houses are provided at rural schools, teachers will remain there.

In the Strategic Plan, MoE had indicated that the duration of pre-service teacher training would be extended from the current two years, to three years. The most recent indication is that the new 3-year system will be introduced with the intake of January 2007. However, in relation to the problems being faced by basic education in Zambia, this initiative - conceived before MoE decided recently to abolish double-shifting in Grades 1-7 - is of questionable priority.” [Source: World Bank. *Zambia. Education Sector Public Expenditure Review*. Vol. I, Report No. 36552-ZM, June 2006.]

“Essentially, in-service programmes catering for basic school teachers fall under the umbrella of In-Service Education and Training (INSET), which is provided through a specific programme called the School Programme of In-Service Training for the Term (SPRINT). INSET programmes and SPRINT activities are conducted through networks at 5 levels: Teachers’ Group meetings, School In-Service Providers, Zone In-Service Providers for groups of schools, District In-Service Providers, and the National In-Service Provider based at the Directorate of Teacher Education and Specialised Services. It should be noted, however, that SPRINT activities have so far been limited to the lower and middle basic level teachers.

The INSET/SPRINT activities are based on training needs that are identified, through monitoring, by INSET providers and Education Standards Officers, and are conducted in liaison with Teacher Resource Centre (TRC) Coordinators. The duration of the INSET/SPRINT workshop activities is typically 1 to 5 days. This duration, which is considered to be inadequate, is due partly to concerns about not compounding the already

serious issue of teacher absenteeism. A general observation from this study is that although valuable material is presented during the INSET/SPRINT workshop activities, there is inadequate provision made for sharing of experiences, to include the every day situations that teachers do encounter or may encounter.

Usually, School INSET Providers are not Senior Teachers, and this occasionally leads to conflict with Senior Teachers. In addition, there is lack of follow-up on the training workshops that are conducted. The intervals are too long and some teachers relapse to the old traditional ways. In addition, some teachers have a negative attitude to SPRINT activities that are conducted within the teachers' schools, because these tend not to include allowances for the teachers.

The SP (Sector Plan) Strategy Paper suggests that 10,000 basic education classrooms be constructed to provide for a backlog of primary education infrastructure. The figure in the year 2005 Work Plan is: 'the number of classrooms available is 29,009; with a pupil population of 2.5 million, the number should be 56,052, which indicates a shortfall of 27,043 classrooms'. And this only refers to primary schools. Not one secondary (now High) school has been built since 1972. If the 7,900 temporary classrooms (MoE March 2006 Bulletin) in basic education need to be reconstructed to become permanent and two classrooms for grades 8 and 9 in each of the approximately 7000 basic schools are to be provided (if some of these are already provided, it is at large at the expense of lower grades), the immediate need is 22,000 classrooms. The reduction of double and triple shifts would increase the backlog by at least a multiple of 4. On top of this there are 6,500 temporary staff houses for basic education alone and a large backlog for additional houses as well. There are 480 temporary classrooms and other rooms at HS level, which seems moderate in comparison to basic level, but there will be an increasing demand for secondary education over the coming years. This is due to the fact that there has been no HS built over 20 years. Add to this increases pertaining to technical and tertiary education. For TTCs, new 3-classroom blocks are being constructed at each of the 12 colleges. Along with the need for construction, substantial amounts are invested in rehabilitation of school infrastructure. Maintenance is financed with 35% of the school grants, which are for minor repairs only." [Source: NORAD (Norwegian Agency for Development Cooperation). *Review of the Ministry of Education Sector Plan Zambia. Independent Review, 2006. Final Report.* Oslo, May 2007.]

The financing of education

In 2003 the Ministry of Education was allocated 4.21% of the Gross Domestic Product (GDP), of which 1.1% was externally financed. The proportion of this total public expenditure going to basic education stood at 45.7%, of which 97.9% was for personnel emoluments. The government continues to pursue the policy of cost-sharing in the financing of education. Parents and communities will be asked to contribute to the education cost of their children in the form of user fees. Parents have been able to contribute to the maintenance of school structures through the Parent-Teacher Associations (PTAs). The fees charged by PTAs vary from school to school and from region to region.

[Source: WDE]

“The Ministry of Education’s existing budget system (structure and processes) is complex, and considerably bifurcated between expenditures financed from Government’s own resources, and expenditures financed from development partners through the Annual Work Program and Budget (AWPB) process. Each of these “components” has its own budget structure and processes. In the Government’s Budget Estimates volume (“the Yellow Book”), domestically-resourced expenditures under the Ministry of Education fall under 42 “Heads”: for each of the nine provinces, there are Head Codes for basic schools, high schools, Teacher Colleges, and Provincial Headquarters (under which some funds are retained for provincial-level functions, but other funds are passed on to districts for basic education purposes), yielding 36 provincial Head Codes; there are 6 Head Codes for various Headquarters units.

MoE’s GRZ resourced budget is not organized on a programmatic basis closely following the subsectors of the MoE Strategic Plan. It is prepared in a process controlled by the Ministry of Finance and National Planning (MoFNP), with very little engagement of cooperating partners. Execution of the domestically-resourced budget is controlled by MoFNP through a system of quarterly releases of spending authority, and the budget as executed often differs considerably from the budget as originally approved.

External aid to MoE is guided by the Memorandum of Understanding (MoU) signed among MoE and most development partners supporting the sector in February 2003. The MoU recognizes three external funding modalities: the Sector Pool; “Designated” funds controlled by MoE but outside the Pool; and aid financially controlled outside MoE. The Annual Work Program and Budget (AWPB) for external support is organized around twelve “programs”, most of which address more than one level of the education system. Inclusion of Sector Support in the Yellow Book has been episodic, appearing in some years but not others. The AWPB is prepared and approved through an MoE/partner process, with very little engagement of MoFNP.

MoE domestically-resourced expenditures have been about 3.0% of GDP in recent years. This represents 18% of GRZ’s domestic discretionary expenditures. When TVET expenditures under the Ministry of Science, Technology, and Vocational Training are included, GRZ expenditures on “the education sector” are about 20% of the domestic discretionary budget. In the budget for 2005, the Percent Distribution of GRZ-resourced MoE expenditure is: basic schools, 62%; high schools, 11%; Teacher Colleges, 3%; universities, 15%; and administrative and support services, 9%. Expenditure on basic education from GRZ’s own resources is only 1.8% of GDP, a low level in comparative perspective.

The most recent MoE audit report pointed out that the funds at school level in many cases also were not used properly according to the MoE guideline, but diverted to areas that were not directly related to service delivery. Schools seem to use that for rehabilitation and maintenance overwhelmingly, to meet the needs of rehabilitate dilapidated infrastructure. The “top-down” school grants formula may not be beneficial to school and district level planning with sustained fund availability. Currently the amount that a school is allocated is based on splitting total grant amount budgeted across provinces, districts and then to schools based on enrollment, distance, and gender parity criteria. The mechanism by design, together with the fact that a predominantly proportion of total grants amount is from external aid, could not ensure that schools would receive stable funding from year to year to support its recurrent spending needs for service delivery. There is need to further cost the basic resource requirement at school level, establish funding standard, and adopt a bottom-up approach to build school funding need into the annual budget as well as long term strategic plan.

GRZ expenditure on high schools consists of Personal Emoluments, and Grants. There has been a tendency for Grants to high schools to be under-released. The resources coming to high schools from GRZ are supplemented by cost recovery through school fees, with parents bearing at least 30% of the costs of high school education. GRZ unit expenditure on high school education - equivalent to 22% of per capita GDP in 2004, is lower than the average for Sub-Saharan Africa (38% of GDP per capita).

GRZ pays the personal emoluments of academic staff at the fourteen public Teacher Colleges, and also provides a Grant toward the costs of non-wage expenses. There has been a tendency to under-release the Grants, whose real value has been on a declining trend. In recent years, Colleges have had two categories of students: GRZ-sponsored students recruited centrally through MoE's Teacher Education Department; and self-sponsored day students recruited directly by Colleges. However, following the imposition of a teacher hiring freeze in 2003 (since lifted), MoE issued a Circular in 2004 instructing the Colleges to discontinue enrollment of self-sponsored students. In addition to their funds provided by GRZ, the Colleges charge food and accommodation fees to the GRZ-sponsored students, which recover about 50% of such costs, and tuition fees to the self-sponsored students. Reflecting the resources being devoted to student welfare subsidies, very little is spent on teaching/learning materials, and most Colleges are incurring deficits, as manifested in payment arrears to suppliers.

There are two universities in Zambia, both public: the University of Zambia, with about 8000 students, and Copperbelt University, with about 3000 students. There are three types of flows from the GRZ budget to the universities: their annual Grant; bursaries for university students (which are passed on to the universities); and "Poverty Reduction Program" grants for rehabilitation. In most years, the size of grants requested by the universities in their budget proposals has been reduced by 30-50%, to help the Ministry of Education budget fit within ceilings. However, in some years the size of the grant was then increased through a Supplementary Estimate. Close to 70% of students are entitled to the bursary scheme. The MoE Strategic Plan foresees the creation of a student loan scheme for students "who are not so disadvantaged".

The University Councils are formally responsible for the maintenance of proper accounts, which should be the subject of an audit report by the Auditor General within six months after the close of the financial year. However, reflecting weaknesses in accounting and financial reporting at the universities, UNZA statements have not been audited since 1997, and CBU statements have not been audited since 2002. Therefore, the true financial condition of the universities is not perfectly clear. Nonetheless, the inability of the universities to make payments when due, and their accumulation of substantial arrears to utilities, suppliers, pension schemes, and tax authorities demonstrates that they are in poor financial condition." [Source: World Bank. *Zambia. Education Sector Public Expenditure Review*. Vol. I, Report No. 36552-ZM, June 2006.]

ZIMBABWE

Laws and other basic regulations concerning education

The **Education Act No. 5/1987** as amended in 1991 (**Education Amendment Act, No. 26/1991**) sets out general principles and objectives on school education. The key measures that were enshrined in the Education Act, as amended in 1991, are: the abolition of all forms of racial discrimination in education; free and compulsory primary education; provision of State support for non-formal, adult education and literacy programmes; decentralizing the management and administration of the education system; and expanding teacher education so as to release more trained teachers into the school system.

Tertiary education and training is governed by the **Manpower Planning and Development Act** of 1984, as amended in 1994. The Act provides for the establishment, maintenance and operation of technical or vocational institutions, universities, teachers' colleges and vocational training schemes; it promotes the development of human resources; provides for the training of apprentices and the certification of skilled workers, and also provides for the imposition of levies to finance manpower development.

The National Council for Higher Education (**Act of 1990**) was established to cater for higher education. Some of its functions include: ensuring the maintenance of appropriate standards with regards to teaching, courses of instruction, examinations and academic qualifications in institutions of higher learning; receiving and considering applications for the establishment of private universities and university colleges; and establishing common student admission procedures for institutions of higher learning. The texts of other basic regulations concerning education in Zimbabwe are drawn from the above Acts.

Compulsory primary education for every child in the age group 6-12 remains a long-term objective, as the 1991 Education Act is silent on how this provision may be enforced.

Administration and management of the education system

Education in Zimbabwe is under the control of two ministries. The **Ministry of Education, Sports and Culture (MOESC)** is responsible for early childhood education and care (formerly under the Ministry of Community Affairs and Women's Development), primary and secondary education, while the Ministry of Higher Education and Technology (now the **Ministry of Higher and Tertiary Education–MHTE**), established in 1988, administers tertiary education and training. The **National Manpower Advisory Council (NAMACO)** and the **National Council for Higher Education** (established in 1990) provide co-ordination and advisory services in the field.

Major decisions are taken by the Head Office and, although there has been a movement towards decentralization, regional directors who are in charge of the nine

Regional Education Offices have limited autonomous power. Regions are subdivided into **Education Districts**—with the exception of the Harare region, which is almost urban—headed by an Education Officer. As a result of the decentralization process, the promotion of certain grades of employees is done at the regional level, the recruitment of teachers is done by heads of schools, and school supervision has been facilitated.

The Ministry of Higher and Tertiary Education has a different organization, structure and management system. There are no education regions as is the case with the Ministry of Education. Until recently the operations of the Ministry were highly centralized, with all crucial decisions being made at the Head Office in Harare. Decentralization has led to the creation of Advisory Councils in teachers' and technical colleges. Their functions are to advise and make recommendations as they relate to amenities, the development fund, the annual budget, fund raising activities, and the fostering of partnerships between the institutions and the community. Under the 2001-2003 Corporate Plan, it was envisaged that a legal instrument will be developed to transform the Advisory Councils into management boards in order to give the community more involvement in the management of institutions.

The **Zimbabwe School Examinations Council**, a parastatal body created in 1994, is responsible for setting up and processing of examinations up to the Ordinary Level. Other ministries offer sector specific training, such as the ministries of Health and Child Welfare, Home Affairs and Agriculture, Lands and Rural Resettlement, Youth Development and Employment Creation.

Non-government schools are generally referred to as private registered schools. Most of the schools are privately-owned, the majority of them by district councils. All teachers of registered schools (government and non-government) are paid by the State unless the individual teacher elects otherwise. However, there are a very few teachers, mainly teaching in Trust Schools, who have elected to stay out of the civil service. All schools follow the same curriculum.

The principal institutions involved in curriculum change are: the Curriculum Development Unit, the Zimbabwe Schools Examinations Council, the two Ministries of Education, colleges and universities, industry and commerce and religious organizations. Eminent educationalists, educational researchers and teachers are key participants in the process of changing and adapting educational content.

The Curriculum Development Unit (recently transformed into the Division of Educational Services) translates government policies on primary and secondary education into measurable objectives, programmes and activities. This Division develops and revises syllabi; promotes creative teaching and interactive methodologies; organizes courses on curricular matters; tests and evaluates the curriculum; and conducts research into curricular issues. Decisions about curriculum issues are made in close consultation with the learners, parents, teachers, heads of schools, education officers in the regions, the Examinations Council, subject specialists, commerce and industry, teachers, teachers' colleges, and universities.

Other ministries, departments, and research institutes are also involved in developing the curriculum. For example, agriculture educationists consult with the Ministry of Lands, Agriculture and Rural Resettlement before developing the syllabus; curriculum developers for geography liaise with the Surveyor General's Office and the Meteorological Office, and the Science team makes decisions with the Ministry of Health

and Child Welfare. Decisions made at all levels are implemented through syllabus review and revision. They are disseminated to schools through circulars, teacher education guides and seminars.

The Standards Control Unit (SCU) is responsible for setting and maintaining standards in classroom practice and school administration. The Unit makes decisions over curriculum implementation, syllabus interpretation, assessment, in-service courses and curriculum evaluation.

New decisions on curriculum issues are evaluated through regular trial testing by curriculum developers through questionnaires, interviews and observations. Annual external assessment, in addition to the regular internal testing and evaluation programme, has been very useful. The Evaluation Section of the Planning Department within the Divisions of Planning, Research and Development of the Ministries, the University of Zimbabwe and external organizations have provided external evaluations.

The Presidential Commission of Inquiry into Education and Training (1999) recommended an outcomes-based curriculum, which is broad-based in terms of subjects offered, and which focuses on learning areas, employment related skills and other essential skills to be developed across the curriculum.

The working and employment conditions of teaching staff are periodically reviewed to keep them in line with other professions and with the general economic climate. The regulations and conditions of service fall under the purview of the Public Service Commission. There are two major salary scales for teachers: the salary scale for non-graduate qualified teachers, and the salary scale for graduate qualified teachers. Steps advancements are periodically granted based on satisfactory performance.

As far as benefits and allowances are concerned, teachers are entitled to tax-free housing and transport allowances. On obtaining a relevant higher qualification, a teacher is rewarded by getting some “notches” up in his/her salary for three months. There is a paid maternity leave at three quarters of one’s salary. A teacher can also apply for a car loan and a housing loan guarantee from the government. Opportunities for promotion are at four levels. Within the school system, a teacher can be promoted to the posts of teacher-in-charge, deputy head and head. At the regional level, a teacher can be promoted to the posts of district education officer, education officer and officer in the School Psychological Services. At the Head Office level, positions range from education officer to permanent secretary. There is also the possibility to be promoted as lecturer in sister ministries.

In-service training and self-improvement courses are not compulsory, but both the untrained and trained teachers show a keen interest in them. The Ministry has put in place a number of in-service training and staff improvement facilities for teachers. These include the Better Schools Programme for teacher clusters, the Guest Teacher Exchange Programme and the Associate Teacher Programme (ATP).

While the cluster programmes respond to the immediate needs of teachers and head teachers, more formal, developmental and systematic programmes are offered through resource centres in the form of short courses that provide opportunities to consolidate and further develop the competencies attained through cluster activities. In this regard, the Ministry of Education has encouraged the University of Zimbabwe to offer a Bachelor of Education degree programme in Administration, Supervision and Policy Planning through Distance Education. Currently over 3,000 teachers and headteachers are enrolled in this programme.

In an effort to upgrade teachers’ skills and competencies, the Ministry has put in place the ATP. Staff development courses, either school-based or school-focused, have

been prepared and are being run by schools themselves or the inspectorate in various subject areas. The ATP has made an important impact in giving untrained teachers survival skills in classrooms. From time to time in-service courses and staff development workshops are mounted for district and regional senior staff, who can also sometimes benefit from overseas courses.

Professional support for teachers at the school level is mainly offered through in-service training facilitated by school heads, heads of departments, teachers-in-charge and fellow teachers. At the regional level, workshops are organized by district education officers and education officers. In addition, these officers provide professional support in a collegiate way to teachers in schools.

[Source: WDE]

“Early Childhood Education and Care (ECEC) is a three-year cycle for 3–6 year olds. The MOESC has a new policy which incorporates ECEC into the primary education cycle. To this end at least 2 ECEC classes should be attached to every primary school. The MHTE has already started training ECEC teachers. Although the Government accepts and values the importance of ECEC, not much has been done in this area because of limited financial resources. Government pays allowances for teachers and supervisors and provides grants-in-aid for the construction or improvement of ECEC Centers. In the mid 1980s the Government funded the construction of one model ECEC Center per province. At present the Ministry of Education, Sport and Culture continues to channel funds towards the building and provision of ECEC facilities. Because of limited financial resources, Government calls upon stakeholders to play an equally important role in the provision of Early Childhood Education and Care services through construction of physical facilities. Registration of ECEC Centers is governed by the provisions of Statutory Instrument No. 72 of 1999. Pre-service training of ECEC teachers has been largely offered by non-governmental training institutions leading to the award of a three year Diploma in Early Childhood Education and Care. Universities have also contributed to the training of ECEC graduate teachers. Government has appointed ECEC District Trainers to In-service ECEC teachers already working in registered Centers. The training leads to the award of a certificate of attendance.

The provision of education is not restricted to the two education ministries. There are other Ministries and government departments, which own and manage their own schools and training institutions. These include the ministries of: Health and Child Welfare; Lands and Agriculture; Youth Development, Gender and Employment Creation; Public Service, Labour and Social Welfare; Defence; Mines; Home Affairs; and Environment and Tourism.

The majority of the schools in the country are owned and run by the local authorities through the Ministry of Local Government, National Housing and Public Works. This Ministry does so through rural districts and urban council authorities.

In the case of Rural District Councils, parents and communities have made a particularly significant contribution to the provision and development of education. Parental and community involvement in education provision is largely in the form of school fees, building and development levies. They also provide labour in the construction of school facilities. Parents also contribute by way of providing books, stationery, uniforms and other learning facilities. It should be noted that 79.4% of the primary schools and 70.4% of the secondary schools are run by local authorities.

Government efforts in adult and non-formal education are complemented by those of Non-Governmental Organisations (NGOs), church organisations and private sector

companies. These organisations are running parallel Programmes. The Adult Literacy Organisation of Zimbabwe (ALoz) and the Zimbabwe Adult Literacy Association (ZALA) are good examples of NGOs that are doing a sterling job in the provision and promotion of literacy in Zimbabwe. In the literacy Programme the participation ratios show that there are more women than men. Furthermore, the participants do not want to learn literacy and numeracy per se but wish to be taught these skills alongside projects that are relevant to their daily needs. The literacy Programme is community based. The literacy tutors are picked from the community. These tutors hold very low academic qualifications. Many hold Grade 7 or Standard 6 certificates while others have junior secondary qualifications.

Another Non-Formal Education Programme that has proved quite popular, especially with providers, are Independent/Private Colleges. These Colleges complement formal secondary schools and provide face-to-face teaching to students. With the stiff competition for formal school places, many who fail to secure places in conventional schools are left with no choice but to enrol at these colleges. Almost all these colleges are enrolling pupils from Form I and hold classes during the day just like conventional schools. In addition, these colleges cater for adults who attend afternoon or evening classes. Many of the colleges employ qualified teachers on both full-time and part-time basis. In addition to the formal school curriculum the colleges also offer commercial and secretarial courses. The colleges operate on a commercial basis.

The quality of education in disadvantaged areas is negatively affected by poor infrastructure, lack of teaching and learning materials. This is aggravated by the poor economic conditions prevailing in the country. Most pupils in these areas share one textbook among 8 or more pupils. Most of the schools do not have libraries, technical and vocational workshops and laboratories. In some higher and tertiary institutions workshops are equipped with inadequate and sometimes outdated equipment. Text books are priced beyond the reach of many.”[Source: Government of Zimbabwe. *National Action Plan EFA Towards 2015*. Harare, 2005.]

The financing of education

The financing of education is a joint venture by government, cities, towns, rural district councils, churches, mines, commercial farms, etc. Local authorities contribute through the construction of primary and secondary school facilities. Parents contribute through fees, levies and in kind. At government schools, the school fees collected form part of the governmental revenue while at non-government schools the fees are collected and retained at the schools.

The government pays salary expenditures for all teachers at both government and non-government schools. For the non-salary expenditures, these are provided for in full at government schools while at non-government schools, a subsidy is provided in the form of annual per capita grants. In addition to the provision made in the national budget and from donor financing, the education sector receives funds through School Development Associations (i.e. Parent-Teacher Associations in non-government schools) and Boards of Governors at Church and Trust schools.

Government tertiary institutions are funded by the State through budgetary allocations, donations from international donors and the Zimbabwe Manpower

Development Fund (ZIMDEF). The ZIMDEF was established specifically to fund the development of skilled manpower and is administered by the Ministry of Higher Education. Its funds come from levies, parliamentary allocations, sale of articles, enforcement of financial obligations, fees payable from exams funded by ZIMDEF as well as gifts and donations from any persons. These funds are used to support manpower development in many different ways.

A few non-government tertiary institutions receive grants from the government to assist them with tuition costs. Students at all government institutions receive loans and grants. This facility has not yet been extended to private vocational technical colleges and universities because of limited funds.

[Source: WDE]

“Since independence, the education sector has received, on average, above 20% of the national budget in a bid to increase access and participation. In the 2002 Budget, Education, Sport and Culture was allocated 21.2% of the total budget while Higher and Tertiary Education received 5.4% giving a total of 26.6% of the national budget. However, 93% of this went to staff salaries and allowances leaving only 7% for learning materials, infrastructural development and maintenance.

Government bears the greatest financial burden in the field of education. Furthermore, education has been and is still receiving the largest single share of the national budget since Independence in 1980. In 2002 the educational vote allocation for both education ministries accounts for about 26.6 percent of the national budget. This heavy investment in education is set to increase, considering new educational Programmes such as the vocationalisation of the curriculum, increased emphasis on Science and Mathematics, and the establishment of more ‘A’ level schools.

Government direct funding of education goes towards staff salaries, capital development such as the Public Sector Investment Programme and Building Grants-in-Aid, as well as for learner support services like the Basic Education Assistance Module (BEAM), the Equalisation Grant for government schools, Per Capita Grants, and ‘A’ level scholarships. Staff salaries accounted for at least 93 percent of the total education budget in 2002.

In order to alleviate the plight of those families and children who were finding it difficult or impossible to meet the cost of education, Government introduced BEAM as a social safety net. The Programme, which is a successor to the Social Dimensions Fund (SDF), pays school and examination fees for children from disadvantaged family backgrounds right from Grade One to ‘A’ Level.

Government also provides tuition, Per Capita grants and building grants-in-aid for both primary and secondary schools. Grants-in-aid are for infrastructural development of primary and secondary schools. In addition, Government directly owns and manages 5.8% of primary schools and 12.8% of the secondary schools across the country. Currently, Government owns and runs ten (10) of the thirteen teachers’ colleges, seven (7) Polytechnic colleges, two (2) vocational training colleges and seven (7) of the eleven universities in the country.” [Source: Government of Zimbabwe. *National Action Plan EFA Towards 2015*. Harare, 2005.]

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