



EDUCATION TITLES

COMMONWEALTH SECRETARIAT



NEW

Achieving Education for All: Pakistan: Promising Practices in Universal Primary Education **Quality UPE Good Practice Series**

Dr Fareeha Zahar

Despite the enormous challenge of attaining the Education for All and UN Millennium Development Goal of universal primary education by 2015, Pakistan has taken up the challenge, as have many other developing countries of the Commonwealth. In this handbook for education policy-makers and practitioners, Pakistani educator Fareeha Zahar has identified and compiled good and promising practices which are working towards the achievement of universal primary education in her country. Policy-makers internationally will find that the approaches adopted in Pakistan have much to tell them about how to address similar problems in their own countries.

September 2007, 80 pages, GBP £8.50, ISBN 978-0-85092-833-4



NEW

Annotated Bibliography on Gender in Education

edited by Jyotsna Jha

This annotated bibliography brings together the currently available documentation on gender and education in five countries – Ghana, Nigeria, Kenya, India and Pakistan – with special emphasis on secondary education. The bibliographies include both published and unpublished titles, from the United Nations, other multilateral agencies, NGOs, and research institutions. Where possible the location or source of the particular entry is identified to help readers source the original document. The volume should be useful for a range of users: researchers, policy makers, planners, teacher educators, government and non-government education managers, as well as activists.

2006, 196 pages, GBP £25.00, ISBN 978-0-85092-846-4



NEW

Boys' Underachievement in Education: An Exploration in Selected Commonwealth Countries

Jyotsna Jha and Fatimah Kelleher

Gender disparity in education has usually been experienced as disadvantaging girls. Now a new phenomenon of boys' underachievement – both in terms of participation and performance – is appearing in a number of countries.

This book reviews the research on boys' underachievement and presents the arguments that have been put forward to understand its causes. The authors also present new studies from Australia, Jamaica, Lesotho and Samoa; and they use both the research and the evidence from the case studies to explore the causes and policy implications of this trend – the first time a truly cross-regional approach has been applied to the issue. This book will interest all education policy makers and analysts concerned to ensure gender equality in school education.

March 2007, 234 pages, GBP £20.00, ISBN 978-0-85092-845-7



Achieving Education for All: Good Practice in Crisis and Post-Conflict Reconstruction **A Handbook for Education Policy Makers and Practitioners in Commonwealth Countries** **Quality UPE Good Practice Series**

Peter Williams

This practical guide focuses on 16 Commonwealth countries in Africa, reviewing education in difficult circumstances including conflict situations and natural disasters. It elaborates on the role education plays before emergencies occur, during crisis situations and the ensuing responses and afterwards in recovery, reconstruction and rehabilitation.

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Commonwealth Collaborative Partnerships

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“Access to Quality Education: For the Good of All” 16th Conference of Commonwealth Education Ministers, Cape Town

Education is the key to everything. It's the key to peace and democratic stability, the key to jobs and economic growth... to good health... to respect and harmony between the sexes, and between different faiths, ethnic groups and communities.
– Rt Hon Don McKinnon, Commonwealth Secretary – General, 16CCEM Opening Ceremony.

The 16th Conference of Commonwealth Education Ministers (16CCEM), held in Cape Town, 11-14th December 2006, was the largest ever CCEM, attracting over 1,000 people from all aspects of education, including Ministers and Senior Officials, teachers, young people, academics, civil society, and the private sector from across the Commonwealth. It was the first time Commonwealth Ministers from all regions have gathered together to discuss developments in education since 15CCEM, held in Edinburgh at the end of 2003.

The conference was composed of the Ministerial Meeting, a Stakeholders Forum for civil society and the private sector, a Youth Forum, the first ever Teachers' Forum, and an exhibition showcasing education providers from all sectors. The official opening, by Hon Trevor Manuel, Minister of Finance, was followed by four days of energetic discussions around the theme of “Access

to Quality Education: For the Good of All”. The host Minister, the Hon Naledi Pandor, summarised the essence of the meeting as follows: *“Our hope for this Conference is that it should move us beyond talkshop towards a process that concretely develops strategies for promoting and monitoring, and where necessary, supporting progress.”* During the conference Ministers mixed with delegates from the Stakeholders, Youth and Teachers' Fora, and had the opportunity to hear their views on key issues.

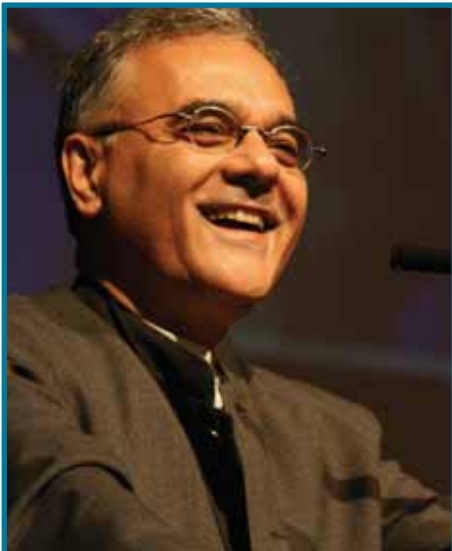
Highlights of the conference included the keynote addresses provided by Professor Mahmood Mamdani, Herbert Lehman Professor of Government and Professor of Anthropology, Columbia University, and Graca Machel, Founder and President, the Foundation for Community Development. In his address Professor Mamdani reminded Ministers and delegates that *“If your object is to transform general education, you have to begin with higher education. For higher education is the strategic heart of education; it's where choices are developed.”*

Cape Town also saw the presentation of the first ever Commonwealth Education Good Practice Awards, with first place going to the Generation of Leaders Discovered (GoLD) Peer Education Development Agency from South Africa.

We hope that you enjoy reading this issue of Collaborative Partnerships. Contributions from across our readership for future issues are always welcome. Please contact: **Education Section, Commonwealth Secretariat, Marlborough House, Pall Mall, London SW1Y 5HX. Email: f.kelleher@commonwealth.int**

Ministerial Meeting

Ministers and their senior officials, from 38 countries, met collectively for the first time since Edinburgh in 2003 to address developments in Commonwealth education.



Professor Mahmood Mamdani delivering the key note address

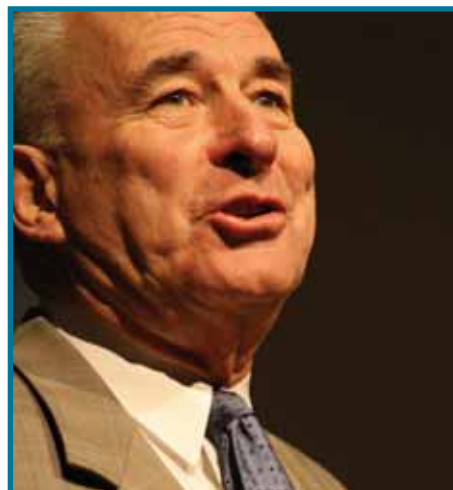
During the Ministerial Meeting, the heart of 16CCEM, Ministers were presented with a review of Commonwealth performance against the Education For All and the education related Millennium Development Goals targets, commissioned by the Secretariat. Further studies on the sustainability of Universal Primary Education, drawing on the past experience of Commonwealth countries who have slipped back from UPE, and the challenges of increasing access to secondary education were presented by the Council for Education in the Commonwealth, and the Consortium for Research on Educational Access, Transitions and Equity (CREATE) respectively, with a response provided by Dr Yusuf Sayed of the UNESCO Global Monitoring Report.

Ministers and officials were joined by representatives from the Youth, Teachers' and Stakeholders Fora for their Ministerial Committees which provided an opportunity to explore elements of

the conference theme in more detail. The committees addressed topics such as equity; the role of the non-state sector in providing education "for the good of all"; definitions of a quality education in a globalised world; and the role of the teaching profession in achieving quality in education.

Statements from Teachers, Youth and Stakeholders were presented and discussed before Ministers formulated the Cape Town Communiqué in which they reaffirmed their commitment to the Six Action Areas identified at 15CCEM in Edinburgh in 2003, agreed on an action plan and provided new directives for the Commonwealth Secretariat (See opposite).

Ministers also received and endorsed the work plan of the Commonwealth Secretariat and supported the increased collaboration and harmonization of work between the Commonwealth Secretariat and its key partners, the Commonwealth of Learning and the Association of



Rt Hon Don McKinnon, Commonwealth Secretary General

Commonwealth Universities. They also directed the Secretariat to constitute a Ministerial Steering Committee to monitor member countries' progress



Hon Naledi Pandor, Minister of Education, South Africa

against the education related Millennium Development Goals, and to review the implementation of the Secretariat's work plan. A separate review will be carried out on the implementation of the Commonwealth Teacher Recruitment Protocol.

A working group will also be constituted for Ministers to consider a proposal for the creation of a new tertiary education facility, and support was given to the creation of an endowment fund to mark the 50th anniversary of the Commonwealth Scholarship and Fellowship Plan.

Malaysia announced that they will host 17CCEM in 2009, which will mark 50 years from the holding of the first CCEM in the United Kingdom in 1959.

**ACCESS TO
QUALITY EDUCATION**



FOR THE GOOD OF ALL
16TH CCEM, CAPE TOWN, SOUTH AFRICA 2006
Conference of Commonwealth Education Ministers

Cape Town Communique

Ministers received statements from Teachers, Youth and Stakeholders, before formulating the Cape Town Communique, an extract from which follows. The full communique can be found at www.thecommonwealth.org

Action Plan:

Ministers agreed:

- to strengthen the education sector's response to HIV & AIDS including age appropriate HIV & AIDS education in every education system within the Commonwealth;
- to provide quality training for teachers to meet the needs at all levels of education;
- to train more teachers to meet the needs of UPE, and to devise strategies for increasing the number of young people coming into the teaching profession;
- to ensure continuing professional development of teachers and to develop and implement quality assurance measures;
- to encourage and promote school to school links and at other levels of the system as a means of fostering mutual understanding and to improve the quality of learning outcomes;
- to expand access to secondary as well as tertiary education;
- to encourage and increase parental and community involvement in education and school-based activities;
- to encourage education about the Commonwealth and its values, including human rights, in our systems of education;

- to give more attention to the issues of school leadership and governance in our efforts to attain quality education; and
- to expand and strengthen collaboration with partner agencies, non-state sector and civil society organisations with due regard for equity and quality.

Ministers directed the Secretariat:

- to provide regular reports of Commonwealth progress on achieving the MDGs in education and Education for All Goals, and to give priority to member countries at risk of not achieving MDG targets by 2015;
- to review the implementation of the Commonwealth Teacher Recruitment Protocol and report to 17CCEM;
- to review the form and structure of the Education Good Practice Awards based on the 16CCEM experience;
- to constitute thematic working groups as determined by Ministers;
- to develop draft Terms of Reference and constitute a Ministerial Working Group to consider the proposal for the creation of an appropriate Commonwealth facility to respond to needs in tertiary education in the light of significant developments in this area; and
- to constitute a Ministerial Steering Committee to monitor progress on attainment of education related MDGs by Commonwealth member states and review implementation of the educational plan of the Commonwealth Secretariat.

First ever Teachers' Forum held in Cape Town

By Samidha Garg, National Union of Teachers (UK) and Commonwealth Teachers Grouping.

The inaugural Commonwealth Teachers' Forum was organised by the Commonwealth Teachers Grouping, and the South African Council of Educators.

Too often in international gatherings that address education policy, the voice of teachers is missing. So playing a central role in the first ever Teachers' Forum to form part of a Conference of Commonwealth Education Ministers gave Commonwealth teachers a real opportunity to showcase their commitment, and signaled the emergence of the Commonwealth Teachers Group as an important new voice in Commonwealth education.

The Commonwealth Teachers' Group, of which the UK National Union of Teachers's general secretary, Steve Sinnott, is the convenor, along with the South African Council for Educators, organised the Teachers' Forum which was attended by 130 teachers and representatives of Teachers Organisations from 39 Countries.

The keynote address, delivered by Dr Caroline Pontefract from UNESCO, focused on the role of the teacher in quality education. Professor Yaliwe Jiya of South Africa's University of Fort Hare spoke about teachers' professionalism and professional development, while Professor Audrey Osler from the University of Leeds provided an insight into teachers as agents of change.

On the final day a statement was prepared on behalf of Commonwealth teachers and presented to the ministers by Steve Sinnott. This put forward a range of proposals, including that governments should develop quality standards in support of teachers' professionalism and that coordination of progress towards Education For All goals should be strengthened.

At the close of the conference, ministers' accepted a call for the Teachers' Forum to be a feature of future conferences. The initiatives proposed by the forum to address Education For All were acknowledged and a commitment was made to monitoring progress on attainment of education related to the Millennium Development Goals.

Ministers agreed to review implementation of the Commonwealth Teacher Recruitment Protocol, which the Commonwealth Teachers' Group played a significant role in developing, and agreed to report on progress to the 17th Commonwealth Conference of Education Ministers in three years' time

The success of the Teachers' Forum was welcomed by the UK National Union of Teachers and the South African Democratic Teachers Union, amongst others, as an important step towards raising the profile of teachers in the world of education, particularly in Commonwealth countries.

16CCEM Youth Forum

By Diane Mensah-Bonsu, Commonwealth Youth Programme



The 2nd Youth Forum to form part of a CCEM was organised by the Youth Affairs Division of the Commonwealth Secretariat, through the Commonwealth Youth Programme, Africa Centre, and the National Youth Commission of South Africa.

“Young people possess a brand of optimism, energy, creativity and determination that older people seem to forget they ever had... That kind of spirit has the potential to achieve great things in education, and given the kind of people I met at the Youth Forum, I feel hopeful that it will” – Fatima Shakeel, Youth Delegate, Pakistan.

Young people from the Commonwealth aged 16-23 years, who participated in the Youth Forum, reaffirmed that education is a right, and not a privilege, and should be made available and affordable to all. Youth Delegates enjoyed a packed programme over 4 days, which included activities on Robben Island, lunch with Ministers, social activities and a chance to visit some of Cape Town’s most famous landmarks. Youth Delegates drafted and presented a Statement to Ministers that urged governments to prioritise education through a higher budgetary allocation, and monitoring the use of resources.

The Youth Forum further expressed profound concern for the declining image of the teaching profession, and called on governments to redeem the situation.

Dr Fatiha Serour, Director of Youth Affairs Division said “I found the forum challenging, informative and productive because our young people were very engaged in the discussions on various aspects of education. They sincerely believed in the need to review our understanding, and approach to education; and their responsibility to contribute to a more holistic approach to education through young people’s eyes”.

Reflections from 16CCEM Youth Forum Delegates:

Fatima Shakeel, a 21 year old student at Islamabad College, and Youth Delegate for Pakistan reflected:

“The 16CCEM Youth Forum was an immensely educational experience in itself – an intensive training course that geared delegates with many of the necessary tools to help make quality education accessible for the good of all. I think what’s most important is that all of us got a lot of ideas to take back home. Being at the conference... instilled a ...drive, a passion

in the young people who attended, to really work hard for improving the accessibility and quality of education, in their own countries and internationally. We’ve opened an online forum to keep the discussions from 16CCEM alive and to keep the ideas flowing. I feel confident that everyone’s going to actively do their share back home – and many of them have already gotten to work”.

Traci-Ann Johns, a student from the University of Technology, was selected to represent Jamaica at the Youth Forum: *“I see the 16CCEM youth forum as a stepping stone for many youth delegates to cause positive change in the education system throughout the Commonwealth. The forum has already achieved awareness and participation of youth, which is a vital factor in today’s development”.*

Barbara Soetan, a delegate from the UK, who also performed a poem she had composed at the closing ceremony, found the 16 CCEM *“an amazing experience and an excellent opportunity to join with like minded people from across the commonwealth. Now that the conference is over this is where the real work must begin”* she said.

The Commonwealth Education Good Practice Awards 2006

By Dr Roli Degazon-Johnson, Education Adviser and Coordinator, Education Good Practice Awards



Mr Ransford Smith, Deputy Secretary General of the Commonwealth Secretariat and the winner of the first round of the Education Good Practice Awards

Ministers at 15th Conference of Commonwealth Education Ministers (CEM) agreed to promote best practice in the 6 Commonwealth education Action Areas of the Edinburgh Action Plan, recommending that the 16th CEM should be the first occasion for the recognition of these good and promising practices in education.

Following discussion of the Awards programme at each of the 3 Education Mid-Term reviews held in 2005, the launch of the programme was announced through the Commonwealth website on October 1st, 2005. Brochures providing details of the programme and newsletters were sent to all 53 member countries and civil society partners in education indicating a closing date of March 31, 2006 for the first round of submissions. By closing date 47 submissions had been received from a total of 19 member countries and unfortunately, many other submissions were received after this date which could not be considered.

Initial round of adjudication: April 12, 2006

The first round of short-listing was undertaken by a panel of four persons comprising representatives from the Australian, Barbadian and Kenyan High Commissions, spanning three of the regions of the Commonwealth and a representative of the Commonwealth Teachers Group.

This first short-listing panel felt that there was clear evidence of interesting, innovative and creative practices which conformed to the criteria. They acknowledged that in general the reasons why certain submissions did **not** meet and satisfy the criteria were due to a lack of presentation and focus; lack of evidence of good

practice; lack of implementation; lack of evidence of measurable impact and effect and the evidence of private sector submissions which could not be considered as per the Awards guidelines.

Second Round of Adjudication – Pan-Commonwealth Teleconference – July 5, 2006

The second round of adjudication to select the finalists for the third and final round was held on July 5th, 2006. The process took the form of a pan-Commonwealth teleconference which was chaired by the Director General of Education in South Africa, Mr Duncan Hindle who flew in from South Africa especially for the event. Through the facilitation of the Commonwealth Association for Public Administration and Management (CAPAM) who run their own Innovation Awards programme and who had been providing the Commonwealth Secretariat with technical assistance on the awards since January 2006, a teleconference was arranged through Bell Canada which enabled the following adjudicators to discuss and evaluate submissions from their various Commonwealth locations despite the varying time zones:

- Duncan Hindle (Chair) – South Africa
- Keratile Thabana – Lesotho
- Marlene Hamilton – Jamaica
- David Plummer – Trinidad and Tobago
- Asha Kanwar – The Commonwealth of Learning, Vancouver
- Vrinda Sarup – India

In this round the adjudicators selected nine finalists from the short-list of 21.

Presentation of Awards:

All finalists were presented with a Nelson Mandela medallion by the Honourable Naledi Pandor, Minister of Education and Host Minister for the 16CCEM, at the Secretary General's cocktail party held on December 12th, 2006.

The 16CCEM Closing Ceremony was selected as the opportunity to acknowledge and recognise the Winners who were presented with tokens from the Commonwealth Secretariat which were presented to them by Deputy Secretary General Winston Cox. They were:

- **First Place** – Generation of Leaders Discovered (GoLD) Peer Education Development Agency – SOUTH AFRICA
- **Second Place** – Educational Innovations carried forward by the School Unit after acceptance in the Educational priority Zone of the Ministry of Culture and Education of the Republic of Cyprus – CYPRUS
- **Third Place** – Advancing Lessons from Udaan – Addressing Challenges faced by Vulnerable Children – INDIA ■

Stakeholders Forum

The Stakeholders Forum, for civil society, academia and the private sector, organised by the Centre for Education Policy Development, South Africa, attracted more than 300 delegates to Cape Town for three days of deliberations on some of the critical issues effecting commonwealth education today.

The Forum was opened by the Commonwealth Secretary General and Minister Pandor and received inspiring Keynote addresses from Graca Machel, Founder and President of the Foundation for Community Development, Mozambique, and Blade Nzimande, Secretary General of the South African Communist Party. Graca Machel urged governments to put education at the top of their agendas and to move away from rhetoric towards concrete implementation plans and measurable goals, while Blade Nzimande, highlighted the inequalities in access and provision of education faced by poor communities across the world.

The focus of the Stakeholders' Forum was placed on the dynamics of achieving a quality education everywhere in the Commonwealth. Four sub-themes provided a framework for how the conference

could engage with the issues, dynamics and politics of the main theme. These were: Increasing Access to Quality Education; Globalisation, Development and Quality Education; The Right to Quality Education; and Financing of Quality Education.

Delegates received presentations and entered into discussions with a diverse range of more than 75 experts and practitioners from around the Commonwealth, and contributed to the Ministerial Committee discussions, before presenting their statement to Ministers.

Common themes to emerge from discussions were the need for more financial, human and material resources and the need for long term, context specific solutions rather than a "one size fits all" approach.

Delegates to the Stakeholders' Forum also joined Ministers, officials, teachers and youth at the various functions, taking the opportunity to network with a wide range of people engaged in education across the Commonwealth.

Commonwealth Countries and Progress Towards the Millennium Development Goals in Education and Education for All (EFA) goals

Extract from a study prepared by Steve Packer and Carlos Aggio, commissioned by the Commonwealth Secretariat for 16CCEM.

Out of School Children in the Commonwealth

Twenty seven million primary age children are out of school in Commonwealth countries (2004), 35 % of the world's total. 57% percent are girls. 85% per cent of the Commonwealth total – 60% of whom are girls – live in Ghana, India, Kenya, Mozambique, Nigeria and Pakistan. These figures are challenging but some progress is being made. Collectively, Commonwealth countries increased their total primary enrolment from 213 to 253 million from 1999 to 2004. 90% of this figure is accounted for by five countries; India, Kenya, Mozambique, Nigeria, and The United Republic of Tanzania.

Prospects for 2015

While some trends are broadly positive there is much to be done between now and 2015. Universal Primary Education (using Net Enrolment Rate (NER) data for 43 Commonwealth countries in 2004):

- **Twelve Commonwealth countries** have a primary NER of over 95%: They have achieved UPE or are very close to it.
- **Thirteen countries** are within five points of 95%. **Three** of them, Bangladesh, Guyana and Tanzania have registered

significant rates of progress in recent years. They should attain UPE.

- **Thirteen countries** have an NER between 75% and 90%. **Seven** of these have shown a strong positive movement over the past five years. Excepting India these are all African countries. But there are **five** countries which registered a negative trend.
- **Five countries** have more than a quarter of their school age population which is out of school all of which have increased their NERs over the past five years.

Gender parity in primary and secondary school enrolment:

- **Nineteen countries** had achieved parity in both primary and secondary enrolments in 2004 or were moving towards one or both of the parity targets. This group includes high income countries with low income countries that have made major efforts in recent years to increase levels of enrolment.
- **Thirteen countries** have achieved parity at the primary level or are moving towards parity but have moved away from parity at the secondary level. This is a diverse group of largely middle or

high income countries where there are particular issues around retaining boys in the secondary system.

- **Seven countries** are experiencing some move away from parity at the primary level but exhibit a move towards parity at the secondary level.
- **One country**, Kenya experienced a move away from parity at both levels based on 1999-2004 data (although this period excludes the massive upsurge in primary level enrolments at the beginning of 2005).

The 2005 global gender parity target was missed although there is some encouragement from the fact that the majority of Commonwealth countries have achieved the primary parity target or are moving in the right direction. But the rates of change suggest that further strong policy actions will be needed if the 2005 target is to be totally achieved by 2015. There is a substantive body of knowledge and comparative experience regarding the policy measures that make a difference. These need to be followed with some urgency.

The Case for Expanding Access to Secondary Education

Extract from a paper by Keith Lewin, Centre for International Education, University of Sussex, Presented to Ministers at 16CCEM

Though universalising primary schooling must remain a priority where it is far from being achieved, in much of the low income Commonwealth Ministers are increasingly pre-occupied by the challenges posed by needs to expand access to secondary schooling. The main reasons for this are outlined below and lead to needs to develop new approaches to finance enhanced access to secondary schooling.

The need to find sustainable methods of supporting expanded access to secondary schooling is widely recognised, especially in Sub Saharan Africa. Not only are existing patterns of access to secondary school very regressive (the relatively rich participate and benefit from public subsidy disproportionately), but the gaps between SSA and other regions in participation have been growing. In the majority of low secondary enrolment countries where UPE is in sight, new approaches to investment in expanded secondary education are becoming essential. Without serious reform in working practices and teacher deployment mass participation at secondary level is, and will remain, unaffordable.

The case made for expanded access to secondary education is that:

- The number of primary school systems is set to double or more over the next 10 years in low enrolment countries as universal primary education and completion is approached. Demand for secondary places will therefore increase dramatically. If this demand is not met increasing numbers of children will be excluded from realising their developmental potential, exclusion may create social and political tensions, and greater equity will prove elusive.
- UPE depends on an adequate flow of qualified secondary graduates into primary teaching. UPE also depends on sustained demand for primary schooling which will falter if transition rates into secondary fall. The MDGs commit countries to achieve gender equity in primary and secondary schooling. The evidence from SSA is clear that this is most likely where secondary Gross Enrolment Rates exceed 50%.

- Those with secondary schooling are less at risk of HIV and AIDS than those with lower levels of educational achievement, both because they are in school and because they are likely to be more receptive to health education messages.
- Poverty reduction will stall unless both growth and distribution are considered. Access to and successful completion of secondary schooling is becoming the major mechanism for allocating life chances in most developing countries.
- Competitiveness, especially in high value added and knowledge based sectors of the economy, depends on knowledge, skills and competencies associated with abstract reasoning, analysis, language and communication skills, and the application of science and technology. These are most efficiently acquired through secondary schooling. Those countries which have grown fastest have more balanced patterns of investment across different levels of education than those with heavily skewed distributions.
- Curriculum reform at secondary level is essential both because it has been widely neglected and because expanded access will enrol children with different learning needs and capabilities. Increased participation without more relevant, effective and efficient learning and teaching will not be fit for purpose and may create more problems than it solves.

Policy Options for Reform.

There are a wide range of options that could result in more participation at affordable costs. In brief twelve key policy challenges and associated options can be identified which apply to a greater or lesser extent to all low secondary enrolment countries in SSA and South Asia.

First, the allocation of national resources to education has to be considered. The analysis indicates that in general expanded secondary enrolment is unlikely to be sustainable unless more than 5% of GNP is allocated to education as a whole, and at least 2.5% of GNP is available for lower and upper secondary schooling. In most cases allocations to primary education would have to drop below 50% of the

education budget – the level often cited in conditionalities associated with external support.

Second, the salary and non-salary costs per pupil of secondary provision have to fall in most of SSA if higher levels of participation are to be financially sustainable. This does not necessarily imply falling salaries. It does imply much greater levels of productivity similar to those in high enrolment countries.

Third, a balance has to be struck between rates of expansion towards enrolment targets at primary, lower and upper secondary levels. What is appropriate is a policy choice determined in part by current patterns (especially distance from universalising primary), and partly by domestic prioritisation (especially the choice of expanding lower secondary whilst restricting publicly financed growth at upper secondary).

Fourth, structural changes in some countries could facilitate higher secondary enrolment rates at affordable costs. The most important options are reducing elective boarding and/or withdrawing boarding subsidies except where these are essential through progressive transition to more and more day schooling; double shifting where this can reduce constraints on school capacity pending new construction; core curriculum with a limited range of options, and careful scrutiny of the cost benefits associated with high cost specialised secondary level schools when compared to general secondary alternatives.

Fifth, better management of the flow of pupils could increase completion rates, lower costs per successful completer, and improve gender equity. This implies strategic intervention to reduce repetition and drop out, lower direct costs to poor households, and review selection and promotion policy related to public examinations.

Sixth, improved teacher deployment is likely to be critical to successful expansion. Much more access could be provided if norms for pupil teacher ratios (e.g. 35:1 at lower secondary, and 25:1 at upper secondary) could be applied; similarly class teacher ratios at secondary level

should be less than 2:1. In both cases variations between schools could be reduced to say +/- 10% of the average.

Seventh, an increased supply of trained teachers will be critical to secondary expansion. Where demand is greatest, and existing initial training lengthy and expensive, alternative methods will have to be considered.

Eighth, changes in school management should be considered that provide some incentives to manage human and physical resources efficiently.

Ninth, secondary expansion without curriculum reform risks irrelevance and wastage. New populations of school children require curricula that address their needs, respond to changing social and economic circumstances, and recognise resource constraints. Well designed core curricula teachable effectively in all schools leading to valued

knowledge, skills and competencies are essential.

Tenth, physical capacity needs planned expansion in ways that optimise increased access. This implies effective school mapping, efficient procurement, and medium term planning of construction programmes for new classrooms and schools.

Eleventh, expanded secondary access will benefit greatly from successful mechanisms to generate support from the communities that schools serve. There are many possible methods of cost sharing and cost recovery that can and should be facilitated, and should be linked to the capacity of households to support fees and contributions so that they do not become exclusionary.

Finally, partnerships with non-government providers should be explored to see what contribution they can make

to expanded access. The central policy questions are what relationships should be facilitated, how should they be regulated, and to what extent should public subsidy be directed towards which kinds of non-government providers?

Conclusion

In order to increase access to secondary education it is essential to develop the credible plans longer term plans that mobilise the external finance that is available. This can have pitfalls – several SSA governments are now more than 50% externally financed, and further support will increase this dependence. But without such support, even with serious educational reform, universal access through to the end of a basic education cycle (e.g. grade 9) will not happen in most low enrolment countries, and more than half of Africa's children, and large numbers in South Asia, will not experience anything beyond primary

Attaining and maintaining Universal Primary Education in the Commonwealth – Learning from Experience

Summary of a study for the Commonwealth Secretariat by the Council For Education In The Commonwealth presented to Ministers at 16CCEM, 2006

Introduction

How can Commonwealth developing countries, once having attained UPE – assuming they will be successful – maintain it? This study is based on case-studies of five disparate African countries – Ghana, Kenya, Nigeria, Tanzania and Zambia from 1960 to the present - and concentrates on general lessons from their varied experience in approaching UPE and setbacks they suffered in sustaining it.

The picture in most Commonwealth countries is one of expanding school enrolments, with significant increases since 2000, which is encouraging but requires some further analysis beyond raw enrolment data. There is also need to move: beyond basic enrolment to stable school populations, increasing in parity with population growth; beyond the mainstream children to those harder to reach (the last 10%) and beyond simple numbers to *good quality* teaching and learning. The role of teachers in the delivery of quality is fundamental.

Arriving at near-UPE and the dangers of falling back

In all cases, both in the run-up to independence and after, there was a political impetus to UPE, backed by strong public demand, and in spite of constant reorganisations and political changes, there was on the face of it an overall upward trend in primary school enrolment through-out. The raw figures, however, often masked a decline in coverage, since populations increased at a faster pace than the planners had allowed for; they also tell nothing about repetition rates and, most importantly retention rates – often the loss of pupils during the cycle is worryingly high.

Planners had different views on the objectives of primary education, but discourse has turned away from formal employment to livelihoods. There are different views too on what constitutes a full primary cycle. Some have moved from UPE to a Universal Basic Education (UBE) paradigm. All countries experienced problems in planning which affected their capacity to improve on and

maintain primary education programmes. These included a lack of accurate data, pressures by politicians in a hurry, lack of understanding of the true financial implications and misunderstandings between different government agencies over their respective responsibilities. Further even with the help of the most competent national and international planners, it was not necessarily appreciated that there would be left-over business from earlier programmes and also a lead-in phase for new provision.

Plans and strategies for maintaining UPE

Major Lessons From the Past

- a. Political will and public support enabled countries to move towards UPE and they still comprise the bedrock for it, in a context in which post-independence euphoria is a distant memory;
- b. Providing more school places doesn't necessarily mean reaching or holding on to UPE – provision has to keep pace

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with population increase;

- c. Education should be framed against broader economic and social policy and embedded in plans – this is both rational and also may help education maintain its place against other budgets;
- d. UPE needs to be defined for each country – length of schooling may range from 6 to 9 years;
- e. UPE may be supported within a framework of UBE;
- f. Good educational planning depends on having competent national planners and good data for them to work on (including demographic data)
- g. Governments need to face squarely the financial implications of continuing expansions of the education system until populations stabilise;
- h. Expansion and crash programmes pose the danger of concentrating on quantity at the expense of quality – at some stages this may be inevitable, but stabilising the system requires a quality acceptable to the public over the generations;
- i. A clear definition and understanding of the roles and responsibilities of different parts of the government structure are essential.

Demand and Supply in UPE: Fees, Advocacy and Finance

The critical factor in accelerating demand was the remission of fees and reduction of other charges on parents/guardians. Clearly if fees are ever reintroduced, it will have a severely negative effect on enrolment. From a political viewpoint, demand requires nurturing in new ways, particularly enlisting the media, the educated classes and local communities in the cause of UPE.

Provision will depend on mobilising finance from a wide range of sources, including international ones (see below).

Favouring and Negative Conditions for Sustaining UPE

In providing for UPE, non-educational factors play a part – a weakened economy, political instability (including civil war) and over-centralised government. Social factors affect children's non-enrolment or absence, including geographical distance, families

stricken by HIV/AIDS, gender-assigned responsibilities and traditional ceremonies. There may be specific cultural impediments to sending girls to school and where parents are not literate, children's schooling may not be supported. Strategies for success have to be devised to mitigate these factors.

Major Strategies

These include:

- a. Relevant curricula to the specific socio-economic and cultural conditions, with specially-adapted curricula for minorities of all kinds; delivery mechanisms for large classes and double shift systems;
- b. Focusing on partnerships, at the international level particularly in finance (but sticking to the national government's own objectives) and at the national and local level working with a range of NGOs and especially community organisations. The latter can be valuable actors if they are share in decision-making. The private sector may also be a source of funds, although business may not be so interested in primary education.
- c. Care over appropriate teaching and learning environments – schools to be sited after proper monitoring and mapping, to be built with provision for water-supply, sanitation and security, to have basic furniture and house useful learning materials. Maintenance of schools, furniture, equipment etc will be a powerful ingredient in maintaining quality and public satisfaction;
- d. Incentives to the poor – free education to be with minimum cost to poor people – the provision of milk and/or school meals to be a serious option and in some cases rural transport might be considered;
- e. Quality learning – dependent on appropriate curricula (as noted), well-trained and motivated teachers and an inspection system. Teachers to be offered opportunities to up-grade (distance education is a workable option for teacher education) and school inspectors to be well-trained and well-remunerated;
- f. Support and reinforcement for maintaining UPE include: early childhood education; non-formal

education both for reasons of equity and because it encourages demand; library provision. These may seem obvious, but in practice few UPE programmes pay serious attention to such provision.

- g. Occasional emergencies may call for emergency measures – double-shift or multi-shift schools, use of volunteers to support teachers in the classroom. Shortage of teachers is a common emergency and “crash” methods used include bringing back retired teachers, shortening residential teacher training and using various means to train new teachers while they are already in the classroom; after the emergency situation, such teachers should be given priority for up-grading courses.
- h. Catering for special categories of pupil will bring in the last 10%. These may be girls, remote rural children, nomads and children with special needs.

Conclusion

All these issues, challenges and strategies have been brought into focus by the five case-studies undertaken. At the end of the day, the main lessons learnt take us back to the very great importance of committed leadership and committed and informed policy-makers and planners. Much past achievement in primary education provision has been propelled by such leadership, almost against the odds. But more than adrenalin is needed to attain and maintain genuine UPE with few drop-outs and of a quality which meets society's expectations. The demand seems to be there, but the communities' interests need to be better valued by using their own ideas and involving them far more than at present in monitoring and governing their schools.

Above all, the first requirement for successful UPE is efficient realistic planning, based on good data. Cautious planners may make politicians and the electorate impatient, but it is not caution but realism to realise that UPE will not come just from enthusiasm and hustle. It will take a number of years and will only be maintained if that enthusiasm is itself maintained, but together with the funding necessary and a continued political will.

COUNTRY FOCUS

South Africa

South Africa, host of 16CCEM, has faced many challenges in addressing the legacy of apartheid. Below Jennifer A'isha Roberts, Evaluation Officer, Strategic Planning and Evaluation Division, and formerly an education consultant in South Africa, assess the lessons that can be drawn from South Africa's experience of curriculum reform.

Outcomes Based Education – Lessons for Southern Africa

By Jennifer A'isha Roberts, Evaluation Officer, Strategic Planning and Evaluation Division. This is an edited version of an article first published in "Open Space – Vol. 1 No. 2", The journal of the Open Society Initiative for Southern Africa.

The Introduction of C2005

One of the significant policy challenges facing the first democratically elected government in South Africa was to address the legacy of apartheid education. One of the ways in which this was to be done was through the introduction of a new curriculum: Bantu Education had resulted in the under-skilling of millions of citizens, while the curriculum implemented in "white" schools was felt to be not appropriate for the "new" South Africa. In addition, the mode of teaching and content was not producing school leavers with the skills needed for a rapidly changing economy: there was an overemphasis on rote learning and the memorisation of facts over critical thinking; pedagogic methods promoted compliance instead of innovation and independence.

The government therefore needed to radically overhaul the curriculum in State schools. The new curriculum had to meet three requirements: Instruction had to reflect the social values that defined the "new" South Africa; Content had to be non-authoritarian – local schools and communities had to be able to play a part in shaping content; and the curriculum had to be delivered in a democratic fashion. The resulting policy framework was promoted as being the vehicle that would create a break with past apartheid practices and take schools into a new era based on equality, democracy, human rights and economic prosperity.

Key Features of C2005

The new curriculum drew on constructivist notions, elements of Freirian pedagogy, behaviourism, mastery learning, competency-based training and

learner-centredness. The curriculum re-design had two key components: a new curriculum architecture, and the introduction of new teaching methods and approaches that would support this architecture. Some of the key features of the new curriculum framework were: Loose specification of content and outcome levels; Devolution of curriculum interpretation and application to local levels; The promotion of new forms of assessment, where year-end examinations were not the sole determinant of learners' success.

All of this was seen as being a more flexible, less authoritarian and altogether more democratic approach as it allowed teachers greater freedom to determine content, and recognised local knowledge. Teachers were encouraged to be "facilitators of learning" and not be viewed as "all-knowledgable" but to value and validate learners' experiences and pre-existing knowledge.

The new ways of teaching and learning embedded in the curriculum design were expected to promote the more active participation of learners in their own learning, to discourage rote learning and to promote activity-based learning with greater conceptual understanding and application and allow learners to progress at their own pace to achieve the specified outcomes. They were also expected to promote greater co-operative learning in order to encourage collaboration and team work – skills which were required by the economy.

Who could contest these noble intentions? No wonder that C2005 could be assumed to be the panacea to many of Africa's educational ills – especially as

the EFA Global Monitoring report 2005 suggests that many of the impediments to delivering quality education lie in irrelevant curricula, poor teaching methods that rely on rote learning and the memorisation of facts and teaching styles that are ineffective and rely on "chalk and talk" methods.⁴

Great Intentions – Disappointing Execution

In spite of the policy developers' noble intentions, studies of policy implementation showed that these intentions were not being realised. Some commentators even argued that the manner in which the policy was being implemented actually exacerbated class differences and entrenched educational inequalities.

Difficulties in Interpreting and Applying Policy

The fact that the policy sought to avoid a detailed, centralised description of curriculum content meant that Teachers often found that the outcomes specified provided too little guidance on what was to be taught year by year, and expected performance standards. In schools, this led to teachers teaching lessons which were sometimes three grade levels below the expected (or desirable) level.

Curriculum design was overly convoluted and did not promote conceptual development

A number of prominent education researchers criticized the curriculum design for not promoting good conceptual development. They also criticised the laddering or sequential development of concepts in disciplines such as Mathematics and Science, where strong vertical knowledge relationships exist.

This concern resulted in a review of C2005 only a few years after it had been introduced.

Inadequate and Insufficient Teacher Training

Teachers complained that the training that they received on the new curriculum was inadequate, too short and concentrated too heavily on explaining the new terminology. Many felt that the trainers were unfamiliar with the curriculum content or how new approaches were to be applied.

The Power of C2005 Myths

The training that was offered resulted in the promotion of a number of very dangerous curriculum myths that served to undermine the quality of education – particularly for those who had suffered worst under apartheid education. These included:

Myth 1: Teachers are merely facilitators, knowledge resides within learners

This idea that teachers could value learners' experiences and their cultural and indigenous knowledge, promoted to move teachers away from "chalk and talk" methods, was over-extended so that teachers' professional roles were undermined.

Myth 2: There are no wrong answers in OBE/C2005

Again, in an attempt to validate children's responses in class, some trainers promoted the idea that "there are no wrong answers." In practice, this myth manifested itself as teachers simply passing over incorrect answers, until – finally – a child would provide the correct answer. In other cases, children's responses are not used as opportunities for further learning or explanation. In this way, misconceptions and errors are reinforced and entrenched.

Myth 3: No-one can fail

One of the intentions of the curriculum policy was to promote the idea that all children can succeed and eventually master the curriculum outcomes. This was translated into the slogan that "no-one can fail." Unfortunately, this was applied so that learners were automatically promoted to the next grade, without having mastered the concepts and content of the previous year.

Myth 4: Teachers must develop their own materials and not use textbooks

Teachers were expected to develop their

own teaching and learning materials. The message that textbooks were "out" was promoted, despite the fact that evidence suggests that the availability of textbooks contribute to improved achievement levels, particularly in developing countries.

Unintended Consequences of Poor Policy Implementation on Learning⁷

Inadequate curriculum planning – poor planning became even poorer

The complex design of the C2005, coupled with its confounding terminology, meant that curriculum planning in many schools became a meaningless bureaucratic activity that did not guide curriculum delivery and led to a decline in the clarity of teachers' curriculum plans. Teachers' plans therefore provided little guidance to replacement or substitute teachers and also did not allow for quality management that tracked curriculum implementation.

Group work dominated teaching

Collaborative learning certainly has its place in education and it has its strengths. Unfortunately, the way in which this concept was adopted in many classes led to learners being set near meaningless tasks (such as "Discuss 5+7 in your groups") and a great deal of what can be termed "busy work" – such as cutting out of pictures – that did not lead to the acquisition of either content or skills. Over-use of group work also led to a decrease in the amount of individual written work and individual reading engaged in by learners. This is particularly serious in impoverished schools and communities where learners are often not afforded opportunities to practice these skills outside of the classroom.

Over-reliance on concrete methods of calculation by children

In much of the activity-based Maths teaching which was promoted during C2005 training, teachers were encouraged to make use of local materials (buttons, bottle tops etc) as counters and aids to understanding basic mathematical operations. Unfortunately, research has shown an over-reliance on concrete methods of calculation by learners, who have not been weaned off "baby methods" and provided with a more conceptual understanding of the number system with the result that even when adding complex numbers like $235 + 111$ the

learners will attempt to make bundles of "sticks" or marks and count up the total.

Teachers felt as if they were drowning in a sea of paper work and additional administration

The new framework placed heavy demands on teachers to produce curriculum plans that were significantly different from any that they had produced before, to conduct continuous assessment and complete complex assessment rubrics that included assessing group tasks, group interaction processes and marking work using multiple criteria. Many teachers found the administrative burdens of the curriculum overwhelming, leading to a decline in teacher morale.

Has C2005 managed to live up to its intentions?

The introduction of C2005 certainly marked a dramatic departure from apartheid education policies. The new curriculum statement was an important symbol of change in the education system and a rejection of the values and principles on which former policies were based. However, several hard questions remain: has Curriculum 2005 resulted in increased equity in education? Evidence suggests that the contribution of curriculum reform to educational equity posed huge challenges for black schools in low income communities and indicate that it worked best in more privileged schools with better qualified teachers and good resource banks. C2005 did not contribute to increased equity and given the difficulties experienced by less resourced, often less well qualified teachers, the new policies actually widened the gap between rich and poor learners.

Has Curriculum 2005 resulted in providing children with the skills and knowledge needed for active participation in a changing economy? It is too early to say, however the fact that many learners do not perform at the correct grade level it does not look promising. Many of the problems outlined above that suggest that learners are not given sufficient opportunity to access higher order cognitive skills and schemata, low use of textbooks, poor teacher content knowledge and under-specification of curriculum content are all likely to play their part in contributing to these educational outcomes. A final more positive point is that in spite of the implementation difficulties, both the

continued

policy-makers and education officials have been committed to monitoring

the impact of the new curriculum and have not been afraid to make changes where necessary.

Lessons for Southern Africa and the Continent

Many feel that C2005 was a school-based extension of the principles that applied in the development of the National Qualifications framework and given that several countries within SADC are developing or have developed similar qualifications frameworks (with the view to regional harmonization of these frameworks), it is possible that some of these ideas may be applied to school-based curriculum reform efforts in other Southern African countries. What then can other Southern African countries learn from South Africa's experiences

with the development and implementation of Curriculum 2005?

- Radical curriculum reform is costly and requires high levels of systemic capacity to effectively manage its implementation. This includes the capacity to effectively support and monitor curriculum implementation at school level.
- Many of the ideas on which C2005 is based are noble and purport to have children's best interests at heart. Unfortunately, sometimes the best-willed policies do not live up to their intentions due to insufficient implementation capacity.
- Reform efforts must take into account the educational realities in classrooms, including levels of teacher qualifications.
- Investments in retraining teachers to understand, interpret and apply new

curriculum policies are extremely necessary in order to avoid the types of "street level" distortions in policy objectives and content that have been described here.

- Curriculum designers need to keep in mind the level of detail needed for teachers to meaningfully interpret policy statements. From the outset, the knowledge content of the curriculum should not be compromised, for fear of further marginalising or disadvantaging African children. The level of detail provided by curriculum statements should provide teachers with clear year-by-year exit level outcomes.
- Curriculum statements should not be cluttered with new jargon. Clarity and simplicity should prevail.

Meeting of Teaching Service Commissions of Commonwealth Pacific Member countries

Hosted by the Minister of Education of Papua Niugini, Honourable Michael Laimo, Port Moresby; PNG, March 13 – 15, 2007.
Dr. Roli Degazon-Johnson, Education Adviser

In March of 2007 The Hon Michael Laimo, Minister of Education, Papua New Guinea hosted a meeting of the Teaching Service Commissions of Pacific Member countries in order to identify issues and concerns with teacher mobility retention, supply and demand in the Pacific countries; expand and deepen information about the Commonwealth Teacher Recruitment Protocol (CTRP) and ascertain how Pacific countries might use it as a good practice in teacher retention; and to share among Pacific countries strategies for improving the quality and status of teachers.

The meeting was chaired by Mr Michael Pearson, Chairman of the Teaching Service Commission of Papua Niugini and attended by Chairs, Commissioners and Senior Officials from Australia; New Zealand; Samoa; Solomon Islands; Tonga; Vanuatu; and Papua Niugini, as well as the Deputy General Secretary of the PNG Teachers Union.

Situation in the Pacific

Mr. Pearson stated that for PNG to achieve Universal Primary Education by 2015, an additional 15,000 teachers will be

needed. Today 10% of the teaching force is expatriate, and whilst teacher migration overseas is not a problem at present, PNG struggles to attract overseas teachers due to financial constraints. There is also low mobility among positions within PNG, and teachers are leaving the service in large numbers, as teacher training remains a way of gaining access to positions – other than teaching – in the public and private sector. There are 6,000 vacant positions at present and great difficulty is encountered in trying to get teachers to take up posts in remote areas.

Mr Kenehe of the PNG Teachers Association added that there is a lack of Science and Mathematics Teachers and a concern that the Provincial administrations are limiting the movement of PNG teachers from one province to another, thereby limiting their access to variety and diversity in their work.

Samoa advised that the country is now suffering from Brain Drain due to the activity of agencies recruiting for work of all types in New Zealand. Many Samoan teachers leave to work as bus drivers or

prison warders in New Zealand. Teaching quality has suffered as a consequence.

In the Solomon Islands Teacher supply has been increasing every year with the growth in primary education. 6,400 teachers need to be recruited each year and Teachers are recruited from New Zealand; Australia; United Kingdom and Japan. However Teacher supply is becoming problematic as there is a high rate of internal mobility. By contrast, Tonga's teacher-pupil ratio is a healthy 1:23, and while there is some teacher mobility it is currently looked on kindly as remittances are important to the country as there are high levels of unemployment. In Vanuatu most teachers have been trained domestically in the teachers college, though teachers are also recruited from the University of the South Pacific along with expatriate teachers recruited from Australia and France.

Over the two days the meeting discussed common issues, shared information and agreed that a number of recommendations should be made for the benefit of all Pacific Teaching Service

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Commissions. Commissioners were of the view that recruitment of teachers should use open and transparent procedures. Further, the meeting felt that the professional status and rights of teachers needed to be maintained when they move from one country to another and/or one employer to another. In view of the perceived lack of power of the Commissions to intervene in some situations, the view was expressed that Commissions should have greater flexibility given to enable them to attract and retain teachers, through the creation of incentives.

The meeting also proposed that structured induction and orientation of teachers should be undertaken by principals with new and overseas recruited teachers, and be complemented by on-going mentoring programmes involving senior staff. It was also felt that authorities who recruit and appoint teachers should recognise that the mobility of teachers can be a means towards gaining professional development and experience for the betterment of the education system.

The meeting proposed that government to government agreements about

migration of teachers in the Pacific region, informed and guided by the CTRP, should be encouraged and that the establishment of a regional professional registration network should be considered in cooperation with the existing registration authorities of member countries, the Pacific Forum and the Commonwealth Secretariat. Finally the meeting supported the view that a common framework of teacher qualifications, comparability and quality assurance systems should be developed.

Images of 16CCEM



