

FRENCH COOPERATION AND THE CHALLENGE OF EDUCATION IN AFRICA: AN URGENT NEED FOR NEW DYNAMICS

SUMMARY ⁽¹⁾

This document is the summary of the report drawn up by the Committee for strategic reflection on education and training presided over by Mr François Perret, supported by a group of independent experts⁽²⁾. Formed at the initiative of the DGCID who established the terms of reference, this committee has conducted an analysis⁽²⁾ of French cooperation in education on the African continent and more particularly in sub-Saharan Africa. This analysis has led to a series of strategic planning proposals with the aim of achieving better overall effectiveness and more coherent involvement by France in terms of cooperation in education. This report was welcome as a follow-up to the 1998 reform concerning the merger of the Ministry of Foreign Affairs and the ministry of cooperation, and to the CICID's decisions⁽³⁾ in 2004 and 2005 to entrust the AFD with the role of operator for basic education and vocational training and to define a sector-wide strategy for education. It was also justified by the new direction taken by the international community at the turn of the century, making poverty reduction the main focus of official development assistance, and translating, particularly in the area of education, by a high priority to basic education.

Chapter I: The context of French cooperation in education

The situation of education in sub-Saharan Africa: progress still not up to expectations

Concerning basic education, significant progress has been accomplished recently in Africa in terms of gross intake rate in the first year of primary education (which has risen from 84% in 1998 to 94% in 2003). On the other hand, the primary completion rate, which measures the share of an age group reaching the last year of the primary cycle, is still mediocre overall (around 64% in 2003), bearing in mind that this average rate conceals disparities between countries, and within each country, according to family income, gender, and rural or urban environment.

In line with the mechanical pressure from primary school leavers, the proportion of a single age group registered in the first year of junior secondary education rose from 28% in 1990 to 46% in 2002 and, in the same time span, the proportion of students in tertiary education practically doubled. Enrolments in secondary and tertiary education increased more than in primary education, however access to general secondary or tertiary studies corresponds to the concerns and demands of the most privileged social classes rather than to the needs of the economy. This is confirmed by the very low growth in the percentage of secondary students in technical or vocational training (from 13 to 14% between 2000 and 2002).

Non-completion of primary education, exacerbated by high demographic growth and rural depopulation, means that many young people find themselves with no real basic training and jobless. As for the increase in enrolments in tertiary education, this does not result in better integration into the labour market for graduates, which is a source of multiple economic and social problems.

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⁽²⁾ The committee conducted its work from June 2006 to February 2007; this report is based on (i) the study of a great deal of documentation, (ii) field work in Cameroon, Madagascar, Morocco, Niger, Rwanda and Senegal, and (iii) numerous meetings in Paris, Brussels and Washington with personalities and representatives of bilateral and multilateral agencies and civil society.

⁽³⁾ Inter-ministerial Committee for International Cooperation and Development

These observations are cause for alarm particularly from the point of view of poverty reduction.

The importance granted to the education sector coincides with the awareness by the international community of the clear connection between education and development. According to the UN, and by way of example, only half as many young people aged 15 to 24 who have completed primary education contract HIV/AIDS compared to those who have never attended school or who have dropped out before completing primary school. Education appears to have more impact on health than actual health sector activities; provided that the full course of primary education is completed. Dropping out of primary school considerably compromises the eradication of illiteracy, access to training at a later stage and/or to productive employment and, more globally, economic development.

Whatever the current increase in GNI, and due to the very high population growth in the countries concerned, the latter are unable to face up to the extent of the challenges in terms of education without recourse to substantial external financing.

Indeed, those countries with the lowest human development index are to be found in sub-Saharan Africa. The percentage of GDP devoted to expenditure on education varies from country to country from 0.4% to 9.6% for current expenditure, the median registering at 3.9% (current expenditure and investments) for the continent; however, the distribution of resources across the different levels of education also varies considerably depending on the country, due to the absence of fair, well-accepted policy choices. A very high concentration of public resources still benefits a minority of beneficiaries (on average, 39% of resources to the 10% most educated). On top of that, ill-adapted pedagogical and management practices demonstrate the overall crisis in governance of the African education systems.

International commitments: new dynamics underway but commitments towards education still too timid

Since the declaration for education for all pronounced in Jomtien in 1990 and more particularly the World Education Forum in Dakar (April 2000), the international community has been mobilized to ensure that “all children have access to and complete free and compulsory primary education of good quality”. In September 2000, the United Nations General Assembly adopted the Millennium Development Goals (MDG), two of which are directly concerned with education: MDG 2 which reiterates the Dakar “flagship” goal and MDG 3 “Promote gender equality and empower women”, which is translated in education by the goal of gender parity in the schooling system. To this should be added the target within MDG 8 to “develop and implement strategies for decent and productive work for youth” worldwide.

But beyond these declaration-like goals, the Dakar framework specifying “no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources” has above all shown the way for renewed commitments by the international community in favour of education. The Monterrey consensus (2002), the different G7 summits that have followed on since 2000, and above all the implementation of the Fast Track Initiative (FTI) in 2002, are all attempts at materialising this commitment. In addition, the Paris Declaration in March 2005 made explicit the principles designed to increase the effectiveness of aid to be provided to recipient countries in order to reach the MDGs, including the necessary harmonisation between technical and financial partners.

In 2005, worldwide ODA, with 0.33% of GNI (106.8 billion USD, including 22.7 billion USD debt relief), had recovered its 1992 level, but the share of education was fairly modest (5.45 billion USD in 2001-2002, average on two years). And basic education only mobilised 1.54 billion USD (28% of world ODA on education). Concerning the debt relief or cancellation initiative for “Highly Indebted Poor Countries” (HIPC), insofar as this is conditioned by the production of a Poverty reduction strategy paper (PRSP) providing for the utilisation of debt cancellation for financing social sectors, the result was quite logically an increase in GDP devoted to social expenditure (education, basic healthcare, rural development), from 5.9% to 8.2% between 1999 and 2004 in 24 countries. The creditors have also agreed in principle that debt reduction should be “additional” and not result in a decrease in other forms of aid (which, according to the OECD, is not really the case).

The increase observed in 2005 compared to 2004 is mainly to do with context: with the exception of debt cancellation and humanitarian aid, ODA only progressed by 2.9% in one year and was limited to 60 billion USD (15 billion USD for sub-Saharan Africa). From 2005 to 2006, there was a progression (excluding debt relief) of only 2% and, according to the OECD Development Assistance Committee (DAC), this should decline again in 2007.

However, the Monterrey summit in March 2002 had set rich countries the goal of devoting 0.7% of GNI to official development assistance with a view to achieving the MDGs. Reaching this target would require substantial financial efforts on the part of the DAC member states: according to studies carried out by the World Bank, external financing for universal primary education alone would represent between 5 and 7 billion USD annually until 2015, including over 3.1 billion USD for Africa, i.e. three times the worldwide ODA devoted to basic education and with a greater share of this financing granted to Africa, which should receive 50% as opposed to 10% in 2002.

Chapter II: General characteristics of the French strategy on education

An incomplete and piecemeal strategy

The education sector was one of the priorities for cooperation designated by the CICID in 2002⁽¹⁾. The July 2004 CICID marked the announcement of the elaboration of sectoral strategies and the preparation in each country, under the authority of the Ambassador, of “partnership framework documents” (PFD), designed with the national authorities. Operations concerning basic education and vocational training were placed under the responsibility of the AFD, as central operator, with support to Francophonie, French language teaching and tertiary education remaining the responsibility of the Ministry of Foreign Affairs. The May 2005 CICID validated “the education sector strategy” focused on achieving MDGs 2 and 3. This strategy does not cover the crucial issue of post-primary education (secondary education, vocational training, integration of young people into the labour market). There is no mention of the training of executives and of trainers for primary and secondary school teachers, usually an integral part of tertiary education.

Last of all, it only marginally covers the issue of languages used for teaching, which creates a problem of clarity and coherence in French cooperation in countries where the teaching language is essentially French. Indeed, the Ministry of Foreign Affairs is still directly responsible for the teaching of the French language, which is implemented by the SCACs (The Cultural Services of the French Embassies) using procedures and instruments that are different from those used by the AFD. At the same time, a local contracting authority runs the programmes or projects developed and financed by the AFD in the education systems. The disparity in operating modes comes at a time when France is upholding the principles of harmonisation in aid and of alignment on national procedures.

Analysis of the 33 PFDs drawn up to date (of which 18 have chosen to focus on the sector of basic education and/or that of vocational training) demonstrates just how difficult it is to choose a limited number of priority sectors in the different countries, which have, in many respects, a strong tradition of exchange and cooperation with France. Thus, “lower-priority sectors”, “transversal areas of intervention” or “sectors on hold” are all to be found in the PFDs. This observation witnesses the difficulty experienced by the countries in designing true sectoral policies with a list of priorities, due to the extent and diversity of their needs, and thus argues in favour of directing interventions by French cooperation towards providing support for the development of these sectoral policies and thus for national capacity building.

⁽¹⁾ six sectors are considered as priorities: water and sanitation, education, health and the fight against aids, agriculture and rural development, infrastructures in sub-Saharan Africa, development of the productive sector in the poorest countries, to which a seventh sector has been added concerning the protection of the environment and biodiversity.

Financing of French cooperation: resources that do not reflect the challenges and the commitments made by France

In 2006, France ranked fifth in absolute value of total ODA (8 213 billion euros). In terms of effort, France was in second place out of the G7 countries (with 0.47% of GNI).

The legitimate satisfaction that could be drawn from this is to be put into perspective in the light of the current rules for declaring ODA to the DAC, which allow for financial commitments to be taken into account that only remotely correspond to what characterises genuine aid to developing countries: financing of French overseas territories, aid to refugees, cost for the government of foreign students registered in tertiary education, some debt relief, and cost of schooling for students from PSZ (priority solidarity zone) countries in French schools abroad.

With a total of 1 229 million euros (2004 figure), France theoretically devotes 27% of its overall bilateral ODA to education. However, if the school fees for students from developing countries in France (732 million euros registered in the finance act), the cost of schooling for students from the same countries in French schools abroad amounting to 94 million euros, and 165 million euros for Mayotte, one of the French overseas territories, are all deducted, this leaves only 236 million euros to the direct benefit of the education sector in developing countries.

Taking basic education alone, the Ministry of Foreign Affairs and the AFD committed 63 million euros in 2004 out of the 236 devoted to education. French aid to basic education in the bilateral framework does not therefore appear to be a genuine priority as yet.

The significant increase observed since then: 93 million euros in 2006 and 122 million euros in 2007 is mainly to be put down to the Debt relief and development contracts (C2D) for Mauritania and Cameroon. Commitment projections made by the AFD for the coming years (from 100 to 150 million euros annually) are based on fragile suppositions regarding the Ministry of Foreign Affairs' grant to the AFD and on the signature of other C2Ds.

Two indications are therefore to be drawn from the above analysis of French financing of the education sector in developing countries:

- *a low volume of bilateral ODA devoted to basic education, which reflects neither the challenges nor the commitments made,*
- *relative projected growth that cannot be considered as sustainable.*

Chapter III: The commitment to the goal of universal primary education

International mobilisation has begun to bear fruit but faces many challenges

Distinct progress has been made since 2000 towards reaching the goals of education for all introduced by the Dakar summit in 2000 and set out in the MDGs on universal primary education (MDG2) and gender parity in the school system (MDG3). In particular, the gross intake rate to the first year of primary school is seen to have risen from 84% in 1998 to 94% in 2003 and the gross intake rate to the final year of primary education from 57% to 64% in the same period. These results, however encouraging they may be, give a fair idea of the quantitative challenges still to be confronted: enrol the 10% or so children who still have no access to school and who belong to the most destitute and marginalised segments of the population, and keep the 25% or so children, who currently drop out in the course of study, in school through to the end of primary education, failing which they cannot benefit from sustainable literacy.

Quality represents a major challenge: in the absence of genuine school learning achievements at the outcome of primary education, it is clear that the impact of universal schooling on development is likely to be very limited. Now the situation in this respect, especially in sub-Saharan Africa, is cause for concern: the percentage of students completing primary schooling who master basic knowledge and skills is estimated at 50%.

Various initiatives have been taken by donor countries or multilateral agencies in order to meet the challenges. The Fast Track Initiative (FTI) is today the spearhead of international mobilisation for

universal primary education. The “Fast Track” Initiative came into being in 2002 in the Monterrey spirit and can be primarily defined by the setting up of a partnership framework between developing countries eligible for the International Development Association (IDA) on the one hand, and donor countries and institutions on the other, with the aim of accelerating progress towards MDGs 2 and 3. The idea is to mobilise bilateral and multilateral financing on the basis of a commitment from the recipient countries – in practice by presentation of a credible “education” plan targeting the achievement of these goals, in addition to financial efforts these countries undertake to devote to their education sector, more particularly to primary education. 31 countries had been elected to FTI by end 2006 and had been able to benefit from financing⁽¹⁾ or were in the throes of doing so. 28 more countries should join the initiative by end 2008, which would enable coverage of all the countries theoretically concerned, 40 of which belong to the French solidarity zone.

The force and originality of Fast Track lies in the partnership built around the implementation of a policy targeting the attainment of the education MDGs. The “indicative framework” is the initiative’s major tool, enabling a full awareness of the situation and of the operation of the countries’ education systems, by means of indicators. This framework also sets “benchmarks” in order to define leeway in terms of mobilisation of financial resources for improving system effectiveness and efficiency.

However, due to the difficulty in defining a “standard”, no measure or benchmark exists as yet in the area of educational quality. This gap needs to be filled as soon as possible no matter how difficult the task may be. The World Bank evaluation group and other partners began tackling this issue in 2006. In addition, the IMF and World Bank development committee recalled, during the Singapore meeting in September 2006, that in targeting universal education by 2015, it is not appropriate to implement a strategy that would aim first at increasing access and then at improving results, but that these two goals must go hand in hand. In terms of evaluation of the quality of education, France can offer well-acknowledged, sound expertise (see below).

Through its experience and the innovative devices it has set up, France has an important role to play in international initiatives to accelerate progress toward universal primary education

Now that the Fast Track Initiative, to which France contributed much in the design phase, is growing in momentum, it is not free from the danger of drifting away from its initial principles. France must put all its influence into play to ensure that the following principles are respected:

- change the current frame of reference and the sectoral strategies with a view to considerations on improving the quality of primary education
- give priority to the least developed countries (LDC) in future endorsements for the initiative
- ensure the subsidiarity of financing on global fiduciary funds (especially the catalytic fund for which the conditions of access have been greatly expanded recently) in relation to local (national or bilateral external) financing
- improve the quality of the endorsement processes by setting up a “quality” control device and through capacity building for local groups of donors in connection with the local World Bank representatives (TTL).

France recently decided to make a financial contribution to the Fast Track fiduciary fund (20 million euros over three years on top of the 1.3 million euros paid in 2006). Its financial participation in the FTI is still modest (compared to other partners like the United Kingdom and the Netherlands) even if the overall bilateral financial support analysed above is added (over 90% of which concerns countries elected to or eligible for Fast Track).

⁽¹⁾ Either by way of an increase in bilateral contributions, or via two fiduciary funds fuelled by donor countries and managed by the World Bank : the Catalytic Fund (CF) –to fill the gap between government financing of education plans and necessary financing- and the Education Program Development Fund (EPDF) to help with elaborating these plans.

In any event, whatever suppositions are taken into account for an increase in financing, it is important for France, in partnership with the bilateral and multilateral agencies, to expand on the comparative advantage it enjoys in the field of national capacity building for countries in sub-Saharan Africa in the area of education and training. Focus should be on three major directions as indicated below.

Consolidate and develop further the role played by the regional Pôle de Dakar for education sector analysis in terms of education system analysis and of support to the development of national sectoral policies

Essential reforms do not only involve an increase in financial resources or in capacities. They require the African governments to take policy decisions. Now, shortfalls in strategic management and the absence of effective management, at all levels of the education system, are highlighted in practically all the Country Status Reports (CSR) on national education systems carried out by national experts with the assistance of the World Bank and of the Pôle de Dakar for education sector analysis set up by France in 2001. This platform of expertise based at UNESCO's regional office for education in Dakar has acquired a reputation for competence, in a very short lapse of time, through diagnostic studies, support to the definition of educational policy documents and instruments at the request of the different countries, publication of reports updating progress towards education for all and, more recently, setting up of a programme of distance learning in sectoral analysis designed for African executives in charge of educational issues. Besides, the Pôle must make further changes to its modus operandi in order to cover post-primary education and facilitate intersectoral trade-offs in sectoral analysis carried out in partner countries.

To present, the Pôle has covered most French-speaking African countries. It wishes to widen the scope of its activities and strengthen its capacity for action in order to better address the demand.

It will benefit from significant support from the EPDF for 2007. Ongoing discussion between France and UNESCO must be pursued with a view to revising their initial agreement and to setting up a single fund to accommodate other financial partners. It is hoped that the Pôle will be able to develop institutional links with its main partners and so participate in the formalisation of a diagnostic exchange network on the operation of Africa's education systems.

Reinforce PASEC in order to contribute more effectively to improving the quality of education

The CONFEMEN (Conference of Ministers of Education in countries sharing the French language) Programme for the analysis of education systems (PASEC)⁽¹⁾, based in Dakar, has been conducting assessments of student learning in French and maths in grades 2 and 5 of primary school in several countries since the early 1990's. Since 1996, it has been using the same evaluation tools in five countries, making it possible to compare the performances of each country, for more than 500 schools and around 20 000 students. The assessments reveal that, out of the 74% of students reaching the fifth grade of primary education, almost half have not acquired the knowledge and skills specified in the curricula and one quarter obtain performances below the minimum acceptable level. PASEC has also studied the positive or negative factors that have an influence on results.

The evaluations, which should figure in any programme related to the development of education, very often stem from the initiative of donors and rarely from that of national authorities. PASEC's role and resources could be consolidated to allow for the training of national executives and the development of national structures in the area of evaluation. Finally, strengthening its collaboration with the Pôle de Dakar would enable a better consideration of cost effectiveness.

⁽¹⁾ PASEC has established partnerships with OIF, ADEA, UNICEF, IREDU, Pôle de Dakar, the French MENESR and the World Bank.

Create a quality centre for education in French-speaking sub-Saharan Africa

The missions assigned to PASEC and to the Pôle de Dakar for education sector analysis do not yet make it possible to go into what is at the very heart of an improvement in quality: teacher training and pedagogy, the role of parents and communities and that of the school's administration and educational management.

The Committee therefore proposes the creation of a "quality centre" that would constitute a resource base and a place for exchange and collaboration at the disposal of the countries, in the areas of pedagogy and didactics, teacher training and school environment. It would facilitate South/South collaboration, recognition of the specificities of the region and of each country, as well as the dissemination and sharing of tools, experiences and good practice.

This "quality centre" would symbolise, as much as Pôle de Dakar and PASEC, the comparative advantage of France in the world strategy concerning education.

However, ensuring universal primary education is not enough. Every young person must be given the chance of obtaining qualifications providing him/her with access to employment and enabling him/her quit the poverty trap. French cooperation should therefore rapidly define a unified and coherent strategy covering the entire education sector: primary, general secondary, technical and vocational education and training both in-school and through apprenticeship, tertiary education, at least in as far as this level contributes to the qualitative development of the previous levels (training of primary and post-primary personnel and, in French-speaking countries, training in French).

Chapter IV: Define an appropriate strategy for post-primary education and vocational training

Along with the generalisation of primary education, pressure of demand on post-primary education is growing rapidly and this cannot be addressed by the systematic increase in general secondary supply alone. Post-primary education must thus be considered in the light of the needs of the economy and of society, and also of financing capacities. This does not mean that it is to be given the same priority as basic education but that the question is raised as to the future of young people at the outcome of primary education.

The organisation of post-primary education seems basically ill adapted in Africa judging from the trends in enrolments and the characteristics of the economies and the labour markets. African countries usually adopt schooling in developed countries as a model: with studies of a general nature at secondary or at tertiary level. Indeed, historically, the education system in French-speaking African countries was developed with the aim of training civil servants and parastatal officials. However, public services have recruited little since the period of structural adjustment. The privatisation of public enterprise did not create the expected jobs and the development of private enterprise in the modern sector is still very limited. The informal or traditional economy therefore accounts for the vast majority of the labour force, i.e. 80 to 90% of the working population, including the agricultural sector.

These post-primary training systems also have poor internal and external returns: repetition, exclusion and failure are costly for families and national budgets. Quantitatively, at each leaving level in secondary and tertiary education, student flow exceeds employment possibilities. In addition, in the informal sector there is a lack of skilled workers, technicians and qualified executives. Qualitatively, companies criticise what is learnt in technical training institutions, considering this as too theoretical and not in line with professional realities. Besides, quality vocational training would require technical resources and good teachers. However, budgets are limited and this is detrimental to the professionalisation of training and its effectiveness. As for the informal sector, it cannot invest in modernising its equipment, nor in improving the skills of its manpower.

The organisation and the goals of post-primary education have not yet been the subject of analysis or reform in the majority of African countries. Effective structural reorganisation should involve a financial

contribution from governments for those with the least training, those who have hardly or not at all benefited from a capital of education, given that the reduction of illiteracy is a prerequisite for access to vocational training and economic development. On the other hand, it would be the responsibility of businesses, economic organisations, and possibly beneficiaries, to ensure significant funding of training in the most productive and profitable sectors.

The above observations lead to a set of four proposals:

- ***Design pre-apprenticeship formulas for 12-14 year olds***

These formulas should be devised as a component of universal primary education, directed at young people who have had little or no schooling or who have not acquired the expected skills during primary schooling, and who, in addition, are too young legally to enter into an apprenticeship. The pre-apprenticeship formulas could consolidate basic school learning, contribute basic knowledge in the fields of science, technology, economy, culture and civic life, and prepare guidance towards a family of occupations by organising contacts in different professional environments, including young people to be integrated in the rural economy.

Governments should support these initiatives politically and financially, and even coordinate them. Donors, professional organisations, NGOs and local government should have the possibility of involvement.

- ***Rehabilitate apprenticeship and favour it over present day school technical training***

European cooperation today is very much in support of rehabilitating apprenticeships as initiated by German and Swiss cooperation under the name of *dual apprenticeship*, based on sharing out practical and theoretical training between a training centre and a workplace. It supposes a higher level of schooling on the part of apprentices than that required for traditional apprenticeship, and also a command of French. Evaluations conducted by the French Ministry of Foreign Affairs have highlighted the need to create a sound institutional national framework for this apprenticeship: implementation of a frame of reference for training and certification to ensure the homogeneity of training courses and their recognition. Those artisan and farming organisations who are interested, should be involved, alongside public administration, in the definition, implementation and assessment of training courses, as well as in the negotiation of the rights and the obligations of each party.

Apprenticeship as recommended above enters directly into competition with normal school technical training. It is superior insofar as it is liable to train a huge mass of young people at lower unit costs and give them access to an occupation where present day technical training prepares first of all for a diploma. Its development implies rethinking the finalities and content of technical education, but African authorities are all too little prepared. French cooperation should therefore set itself the initial goal of facilitating this process.

- ***Prepare integration into the labour market at the different levels of general or technical education***

While offering the necessary foundations for pursuing studies in a higher level of education, general education should also provide students with the ability to follow vocational training. Attempts have been made in the last three decades to professionalize secondary and tertiary cycles of education, from basic professional qualifications through to doctorates, as well as intermediary qualifications and master's degrees. Different options have been tried: literary, scientific and technological. They have proved costly and were not crowned with success. The African school systems should endeavour above all to improve the quality of general education, by providing the essential foundations, including the command of French, thus enabling students to adapt to changing knowledge and techniques and acquire work methods appropriate for vocational training.

For training courses aimed at direct entry into an occupation, it seems preferable to call upon specialised centres or organisations that are closer to the professional world rather than the current school-type

institutions. The advantage of such training devices is that they associate professional partners in their management, and benefit from financing and operating modes that are closer to the working world. The place of today's secondary technical and vocational education institutions must therefore be fundamentally reconsidered in connection with the professional world. Technical schools could either come into line with junior and senior general secondary schools and offer technical options with some professional emphasis, or else undergo radical transformation to become vocational training centres, which implies rehabilitating them and entrusting their management to the supervision of professional partners.

Those technical schools to be maintained should specialise in higher level qualification training courses addressing the needs of firms in the modern sector; the latter should be involved in the definition of standards for training courses and in certification, in updating and financing equipment, as well as in student selection. The development of regional cooperation, even South/South cooperation, should be strongly encouraged in order to make up for the low number of students to be trained at national level for the needs of the modern industrial sector.

- *Rehabilitate general secondary education*

Whatever the structural changes in post-primary education, access to general secondary education must be regulated from now on. The most effective contribution from French cooperation would consist in increasing internal effectiveness (quality of learning achievements for the highest number of students) and external effectiveness (relevance of curricula, in reference to future university or vocational training courses).

In order to guarantee equal access to general secondary education, African governments could be encouraged to introduce a merit system for grants for students unable to continue their studies for financial reasons and to request some participation from the wealthiest families.

In conclusion, the first step to be made by French cooperation on post-primary education could be to contribute to the definition of a "set of principles", common to all technical and financial partners. The Ministry of Foreign Affairs and the AFD could take the initiative of organising regional seminars (on general post-primary organisation, pre-apprenticeship, rehabilitation of apprenticeship, government/civil society partnerships, diversification of sources of financing, etc.). Indeed, only a clear position on the donor side can bring about a decision to overhaul post-primary education from those in charge in the recipient countries. This national strategy should in any case involve ministries other than the ministry of education (finance, agriculture, small-scale/craft industry, vocational training) and also civil society, local authorities and representatives of the economic sphere. For the donors, the actions to be conducted and their financing would come alongside reforms planned by the governments.

Chapter V: Place teaching of and in French at the heart of the education systems

Africa is home to almost one third of the world's living languages. However, it is often languages of non-African origin (English, French, Portuguese, Arabic) that are used in education. Thus, actions by French cooperation in the education sector concern first and foremost countries where primary, secondary and vocational training is provided, in whole or in part, in French.

The Ministers of education in countries sharing the French language, brought together in CONFEMEN, recognised in October 2004 that the command of French, a language giving access to information and knowledge, was a major advantage for education of good quality and in the same way a tool for development. French is therefore not France's exclusive property, but "belongs to all those who have chosen it and who have the use of it". Fostering its appropriation in French-speaking countries, means putting the acquisition of language skills at the service of development and not just "spreading" the French language.

In addition, analysis shows that, in all countries where French is the official language, alone or alongside other languages, its command is the key to access to knowledge, health and development. Used as the language of communication, it constitutes a “unification” instrument for governments allowing them to overcome rivalry connected to the use of one or more “native” languages. As the language used in administration, the mass media, justice and education, its command determines the exercise of citizenship. It is still the language used in economic transactions in spite of growing pressure from the English language. Finally, it addresses a social demand, insofar as it fosters the integration and promotion of individuals.

Putting the teaching of, and in, French at the heart of the education systems means adopting a language policy taking into account the following five measures.

Make teaching of, and in, French a priority for French cooperation in education

The issue of French is a strategic central element, as far as providing quality schooling, university education and vocational training in French-speaking Africa⁽¹⁾ is concerned. However, the major problem of African schools is that the students do not always master French and, in many cases, neither do the teachers. The main source of the decline in the level of French and in its use in everyday life is thus to be found in the general deterioration of the education systems.

In many areas of cooperation, France offers capacities shared by other donors. On the other hand, the specific input from French cooperation in favour of the teaching of and teaching in French represents an unquestionable and legitimate added value for France that can be shared with other French-speaking countries through the intermediary of the OIF.

French cooperation must therefore ensure allocation of the necessary resources for the qualitative monitoring of French at all levels of education. The investment in training in French should also reach an adult population, by means of the Institutes and *Alliances françaises* and all the national training devices designed for adults.

Foster a convergent approach with national languages

Learning French in French-speaking Africa’s education systems corresponds to the acquisition of a second language and to a bilingual or multilingual pattern of education. One of the major pedagogical challenges therefore lies with the relationship that is established in primary education between the official teaching language and the mother tongue. The “quality centre” should gather together studies on the duration of teaching in the mother tongue before use of the official language for learning. As the teaching of the mother tongue must in any case be taken care of by trained bilingual teachers, French cooperation’s input towards teaching in French should therefore comprise a contribution, including financial, towards improving the teaching of the mother tongue.

Ensure the initial and in-service training of teachers in the French language

Teacher training should be one of the priorities for French cooperation. This requires that consideration be given to frames of reference. Indeed, teacher training must strengthen the teacher’s confidence in his/her own knowledge of the language and provide him/her with pedagogical training for teaching the language and using it as a vector for education. Registered in the pluriannual plans for the development of basic education, this training should mobilise the overall resources at the disposal of the French cooperation network (Institutes and Cultural centres, *Alliances françaises*) in the countries concerned and

⁽¹⁾ The report is not part of an ideological debate on the future of the French language in Africa even if most socio-linguists agree that, in view of current demographic trends, the leading reservoir of French-speakers in the XXI century will be in Africa. The OIF estimates that there are already 200 million French speakers (including 128 million who speak fluent French) and this figure is constantly on the increase, particularly in sub-Saharan Africa.

draw on the local Francophonie centres under the aegis of the OIF. Distance training must also contribute. More generally, university cooperation with developing countries should make initial and in-service teacher training its central goal (development of training institutes and departments of education). French schools belonging to the AEFÉ network could also be further mobilized to participate in pedagogical support actions designed for teachers.

Provide pedagogical support

France and countries sharing the French language benefit from sound know-how in the field of teaching French as a foreign language or as a second language, as a language taught or as a teaching language, that should be mobilised to assist partner countries in their thinking.

The Committee suggests that the quality of teaching of and in French be one of the “quality centre’s” priorities for action. The device should be based on collaboration between experts working in each country and those in the centre, in charge of the analysis and the elaboration of proposals and tools.

Within the school institution, the different stages of the introduction to French in the first years of schooling are to be redefined. Definition of a specific certification should go hand in hand with the generalisation of tools enabling the assessment of primary school students’ French language skills. Student assessment should of course have teacher assessment as a corollary, on the basis of tests on pedagogical and language skills. A certification designed for adults outside the school context could also be envisaged.

The need for textbooks for learning French at affordable prices should lead to proposing programmes to assist with the design, edition and dissemination of schoolbooks in French produced in a national or regional framework, even if this clashes with the interests of French editors. Editors of textbooks could besides be involved in these programmes through incentive measures (co production).

Create a cultural environment to foster learning of and in French

Depending on the country, there are only between 5 and 30% of the overall population who really speak French. It would therefore be appropriate to create a cultural environment conducive to French around the learning of the language and out of school, since if French were to lose its practical use in civil society, it would be illusory to promote learning French at school. This is the mission of the cultural centres. In addition, books, television and radio are important vectors. Making books available in French at a low price is a fundamental issue for cultural policies in developing countries. Unfortunately, priority is still being given to the dissemination of French books rather than books in French. The radio, which constitutes the principal media in sub-Saharan Africa, should be used more systematically for broadcasting educational programmes. On a parallel, making television programmes locally and broadcasting them should be systematically encouraged. Mechanisms to assist in producing radio and television programmes have existed for a long time: they just need to be mobilised. In the same way, it would be appropriate to scale up the terrestrial broadcasting of TV5 in towns.

According to the Committee, supposing that the AFD were to be in charge of all operations concerning cooperation in education (see below), the DGCID should continue to have responsibility for the teaching of French, outside of national education systems, and for promoting the French language in all sectors of social life; these are essential goals for consolidating the position of the French language in school. The education sector strategy validated by the CICID in 2005 did indeed give the responsibility for actions on language cooperation to a different department than the one in charge of educational cooperation. These actions were thus piloted by the SCACs for their implementation in each country, and not by the AFD.

Chapter VI: Make the strategic management of French cooperation in education more effective

Many stakeholders are involved in strategic management in terms of educational cooperation, both at decision-making level and at consultative level. There are, in addition, other bilateral and multilateral partners, including the European Union. Multilateral cooperation requires co-strategic management capacities. Moreover, newly initiated regional cooperation and the recent emergence of partnerships with other bilateral donors also call for a new conception of strategic management.

In this respect, the report places the emphasis on four points.

- Regarding the definition of sectoral strategy at CICID level, it would be advisable to involve other ministries, theoretically co-decision makers (including the MENESR and the ministry in charge of employment), consult by way of the Haut Conseil de la Coopération internationale (HCCI), Non-Governmental Organizations (NGO), civil society, social partners and local public authorities, and benefit from the point of view of NGOs as to education systems and their context.

- To make the strategic management device coherent, the role of “leader” should be entrusted to the DPDEV, within the DGCID, for the elaboration of a global sectoral strategy.

- It seems necessary to discard role sharing between the Ministry of Foreign Affairs in charge of strategy and the AFD as sector operator. The AFD produced a document entitled « Cadre d'intervention sectoriel 2007-2009 Education et formation professionnelle » in November 2006 going into detail on “sectoral intervention strategy” and should not just simply put into practice a given strategy. The Committee proposes that, at central level, the AFD be involved from the start in elaborating sectoral strategy and, in the field, the AFD be given responsibility for preparing the part of the PFDs corresponding to the education sector. It also recommends that the AFD become the single operator for implementation of the overall education sector strategy: for “basic education” and “vocational training” sub-sectors and also general and technological education, tertiary education (in as far as its training courses are of use to the other education levels) and with due consideration to languages used in teaching. In addition, the AFD missions could be extended to regional cooperation and South/South cooperation. However, the AFD is also urged to examine the reason why aid beneficiaries find AFD procedures too complex in the field.

The Committee would therefore find it natural for the person in charge of the AFD locally to be officially considered as the Ambassador’s principal advisor on education. This implies ensuring capacity building for the AFD persons in charge in the countries in terms of strategic management assistance and in pedagogical terms.

It also appears essential for French cooperation to be able to present government authorities and donor representatives with someone who has a good level of expertise in the area of education and an updated knowledge of the resources of the Francophone education systems, someone who is able to assist in strategic thinking and anticipate necessary policies, enlighten methodological choices, identify possibilities of collaboration and propose initiatives, discuss with donors and their experts, assist in finding operators and ensure programme monitoring and evaluation.

The concern for French capacity of intervention to be more professional implies reconsidering recruitment and training conditions for technical assistance personnel in the area of education. The AFD should also be involved in the choice and monitoring of technical assistants to the ministers, and similarly in the choice of French experts working in the different centres (Pôle de Dakar and PASEC, and the “quality centre”, if created).

- On the international agenda, France should contribute more to strategic management on the multilateral side. France’s contribution to defining trends and educational strategy only appears explicitly in the framework of the launch and monitoring of the FTI; it would be appropriate for France to have a

greater role, in this respect, and vis-à-vis donors and recipient countries, in the definition of criteria of eligibility. Aside from the FTI, while the multilateral share in French ODA is on a sharp upward trend, France does not seem to have found the way of stating its presence to steer this aid, either at European Union, United Nations or World Bank level. The lack of visibility of French cooperation, often diagnosed as resulting from the increasing importance of multilateral aid, should be compensated for by greater participation in steering this aid.

Chapter VII: Diversify expertise and rethink technical assistance

Until very recently, French cooperation was still giving priority to technical support related to project implementation. It is important now to facilitate the emergence of education sector strategies as part of the national poverty reduction strategies. In this perspective, donor contribution is not limited to granting aid. To guarantee the most effective use of financial resources allocated to education, *specialised high-level technical assistance is essential for developing internal capacities in the recipient countries in order to enable them design, carry out, monitor and assess their national educational strategy.*

Technical assistance must therefore have a general advisory capacity at strategic level aimed at decision makers. It must help those in charge in the country examine the issues related to curricula and languages used in teaching, assessment of school results, teacher training, teaching aids, etc. Finally, it must provide support in finding a social consensus on the reforms to be undertaken that concern civil society and local public authorities. Capacities are already available at national and regional level. It is thus not necessarily a case of creating them but rather of mobilising and reinforcing them.

Moreover, technical assistance must change in its practices and even in its ethics in order to foster discussion and debate around analytical methods and models felt to be “imported” (concerning, for example, CSRs or Fast Track indicative framework) and thus facilitate national appropriation.

A new kind of technical assistance, different from that found in standard projects, is made necessary by the development of the sector-wide approach. Residential technical assistance within the countries is questioned. However, short-stay interventions by French experts also have their limitations: such experts are not always well aware of the characteristics of the local education systems and may draw conclusions with reference to the French system that they use implicitly as a model. Also, short missions do not enable giving support to those in charge locally, which makes it delicate to transfer skills. Other forms of technical assistance must be explored. It is in any case now up to the recipient countries to decide on this.

It is undoubtedly preferable to mobilise teams and centres of resources than just single experts. Competence centres (Pôle de Dakar for education sector analysis, PASEC, quality centre) should make it possible to enter into new collaborations with other donors and to develop South/South cooperation, in connection with OIF and ADEA. Also, to benefit from long-term technical assistance, sustainable partnerships, via the centres, could be created with French and/or French-speaking institutions, universities, research centres, *académies* or local public authorities.

However, in spite of the work carried out by FCI, French expertise is still not sufficiently identified and prepared: neither universities nor education managers are sufficiently encouraged to develop it. The MENESR should be mobilised to this end in order to conduct work on identifying expertise. The universities and ESEN should, on their side, be entrusted with the responsibility of training these experts, in connection with the Ministry of Foreign Affairs. The CIEP’s role could be consolidated to detect, constitute and enhance the provision of expertise in the education sector. On the other hand, nothing is clear as yet on the mobilisation and preparation of experts coming from local public authorities. Finally, expertise should be solicited from NGOs, all the more so as they can participate in detecting competences in developing countries.

On a parallel, it would be appropriate to review the recruitment rules practised by the Ministry of Foreign Affairs: the reduction in contract recruitments and the application of strict rules regarding contract

duration are such as to rapidly turn the rare professional people in the sector away and towards other institutions. Constituting a pool of experts would also require the MENESR to give consideration to secondment rules.

Conclusion

The situation of education in sub-Saharan African countries, especially in French-speaking countries, is still cause for alarm, even if enrolments at the start of primary school are on the rise everywhere: completion rates are still mediocre overall and, above all, the quality of schooling is insufficient. Also taking into account high demographic growth and rural depopulation, a great many young people find themselves with no real basic training and with no perspectives of filling a decent job. This situation thwarts the fight against poverty and increases the probability of a social explosion.

Whatever the current growth of their GNI, the countries concerned cannot, with their own resources, ensure quality universal basic education and provide qualifications for a maximum of young people allowing for their integration into the labour market. To do so, they need considerable sustainable and foreseeable external aid of which French cooperation must take a greater share. In this perspective, it is important to restore the balance of ODA in favour of the education sector and, first of all, towards basic education to include an initial preparation for labour integration, especially in French-speaking LDCs where aid should be focused. But this measure only makes sense if it goes along with the definition of a unified and coherent strategy covering the education sector as a whole, from primary through to tertiary education, at least in as far as the latter level contributes to teacher training for the previous levels. In addition, the committee recommends that the implementation of this strategy be entrusted to a single operator, the AFD; this requires the reinforcement of expertise specific to the education sector, within the AFD and its local representations.

There are obviously two major priorities: look for an improvement in the quality of education taking into account the needs for professional qualifications and, on the other hand, reinforce the command of the French language with students, apprentices and teachers or trainers.

Collaboration and economies of scale will be necessary to succeed. It is particularly important to develop coherent expertise, strengthen existing regional centres of sector analysis (Pôle de Dakar) and of assessment (PASEC), and create a new regional “quality centre” in charge of pedagogical issues. On these three aspects, partnerships must be encouraged with multilateral institutions, African organisations, and other bilateral donors. In France, it would be of value to call upon the expertise of local public authorities and NGOs, as well as that of the MENESR, of its public institutions and its universities, in order to develop resources of expertise in education.

The purpose of French expertise must be one of capacity building in the educational structures of the countries benefiting from aid. The imperative reforms to be made in the African education systems require the African governments to take policy decisions. The principle whereby the existence of realistic sectoral policies condition aid to the education sector should be adopted by France and by the donor community.

In conclusion, the Committee wishes to emphasise the fact that the new dynamics in French cooperation in education are urgently needed for French-speaking sub-Saharan African countries.

SUMMARY OF RECOMMENDATIONS MADE IN THE REPORT

A- Complete the education sector strategy

A1- Develop a global French strategy covering the different levels of the education and training systems: primary education, general secondary education, technical training, vocational training (school or apprenticeship) and tertiary education directly related to the other levels (particularly in the training of personnel).

A2- Encourage the European Commission to define an education sector strategy based on its “New strategy for Africa” and actively participate in its development.

A3- Conduct comparative studies and exchange experience with other bilateral donors (DFID, CIDA, etc.) on their respective strategies in the education sector, with a view to harmonisation and enhanced complementarity.

A4- Continue with the general priority granted to MDGs 2 and 3, but widen the concept of universal primary education to take the UN recommendation into account: “*develop and implement strategies for decent and productive work for youth*” worldwide.

A5- Concentrate French educational cooperation resources, too scattered at present, on the least developed countries of French-speaking sub-Saharan Africa that are seriously behind in reaching the MDGs, provided they submit “sound” strategies.

A6- Further encourage partner countries to present a global sector strategy and, in this framework, a realistic and operational definition of short and long-term goals and priorities.

A7- Insist on the vital importance of an identifiable component, in the country’s education sector strategy, concerning capacity building, particularly in three areas: “institutional strategic management”, “assessment of student results and assessment culture”, “quality of education”.

A8- Ensure that PFD content is sufficiently precise to constitute an effective framework for intervention and to allow for assessment of the projects and programmes selected in the education sector, with respect to the principle of *ex-post* conditionality.

A9- Reinforce coherence and complementarity between the goals and actions of the different donors. Focus the dialogue between TFPs on transparency and on enhancing the comparative advantage of each.

B- Update the sub-sector strategy on universal primary education and equip it with more efficient instruments

B1- Take into account the fact that, for African children between the ages of 12 and 14 not having completed primary studies or completing them without having gained the necessary skills for further training, the goal of universal primary education necessarily implies the development of free pre-apprenticeship formulas specially designed to facilitate integration into employment or admission to vocational training. Grant the same degree of priority to this issue as to MDGs 2 and 3. Give priority to this formula rather than to the excessive and ineffective extension of primary education.

B2- Reaffirm that the quantitative development of UPE cannot be separated from the goal of quality in primary education. Work with the WB-IMF development committee and with the FTI strategic committees to complete the FTI indicative framework currently in use, incorporating benchmarks related to the quality of school learning achievements.

B3- Contribute to the international community of donors considering the LDCs the furthest behind in terms of the MDGs as priority aid recipients –particularly aid from fiduciary funds–, whatever the perspectives of extension to other eligible countries may be.

B4- In the FTI framework, review the modalities of sector policy endorsement and monitoring procedures, by creating a group of independent experts.

B5- Develop or create regional centres:

B5-1-In agreement with the CONFEMEN, reinforce and expand PASEC missions and develop PASEC's cooperation with other organisations (SACMEQ, UIS, IBM, ADEA). Assist PASEC in training more national executives, taking care that these are indeed in charge of assessment issues in sustainable mechanisms in their country. Develop an assessment culture at all levels of the education systems. Explore the development of the different essential types of assessment, through to pupil assessment by their teachers. Develop a working relationship between PASEC and Pôle de Dakar on cost effectiveness.

B5-2 Consolidate and reinforce the **Pôle de Dakar**: ensure financing on a broader multilateral basis and have financial participation redirected towards a contribution from the different donors to a single fund; broaden the scope of its missions to all issues concerning the global education sector and provide it with the necessary resources to train more African executives; include sub-Saharan English-speaking and Portuguese-speaking countries in its operations; develop its institutional partnerships (UIS, PASEC, DFID, CIDA, IBM, African universities, etc.).

B5-3 Create, in partnership (UNESCO, OIF, ADEA, IBM, etc.), a "quality centre" concerning first and foremost French-speaking sub-Saharan Africa and basic education. This centre would be the indispensable local-based centre, favourable to research, exchange and joint efforts for handling pedagogical and educational issues: syllabus and curricula, languages used for teaching, teaching aids – especially textbooks-, teaching practices, class organisation, content of initial and in-service teacher training, school environment and family and community participation. Involve new donors in the organisation, operation and financing of the different centres of activity (PASEC, Pôle de Dakar, "quality centre").

C- Define a well-adapted sub-sector strategy for post-primary education

It is up to the countries to define their educational strategies. The following recommendations should enable French cooperation to adopt principles for action that should be shared by both recipient countries and donors.

C1- Effectively reinforce acceptance of the new rationale, including the requirement of firstly considering the needs of the economy and employment perspectives.

C2- Develop, in the framework of initial training, but outside the school system, a system of dual apprenticeship with a salary status, in close connection with the artisans' organisations, especially in the informal urban economy.

C3- Support the development of a system of training and guidance directed at young farmers and rural youth (also open to adults), in cooperation with the farmers' organisations.

C4- Initiate the creation of the institutional framework essential for the development of apprenticeship, defining the respective responsibilities of the different stakeholders and the sources of financing.

C5- Update the training courses leading to institutional vocational training certificates (*CAP, BEP* and *Bac pro*) and target this training on qualified jobs (industrial and tertiary) in the modern sector. Remove these training courses, apart from a few exceptions, from the school system. Establish a partnership framework for managing these training courses.

C6- For higher level technical training, identify the needs of firms in the modern sector, together with the professional organisations and redirect technical education towards setting up appropriate training courses only, in partnership with economic and social partners.

C7- Develop regional cooperation for specialised training.

C8- For general secondary education, improve flow regulation. Develop a merit policy for grants; request a financial contribution from families from privileged backgrounds.

C9- Limit French cooperation in general secondary education to the reform of curricula and to supporting French as the language to be used for teaching.

C10- In tertiary education, make support of university structures for primary and secondary teacher training in French (or to that of teacher trainers in French) a clearly stated priority.

C11- In order to lay the foundations for an international consensus on the reorganisation of post-primary education in sub-Saharan Africa and with a view to overcoming local resistance to change, organise one or several regional seminars on the subject of vocational training.

D- Place the essential component of the teaching of and in French, in education systems in French-speaking countries, at the heart of the educational strategy

D1- Highlight France's comparative advantage and, as a result, give unequivocal priority to actions for the improvement of teaching of and in French in the school system, at all levels, including vocational training.

D2- For this purpose, mobilise not only AFD resources but also all the French instruments: Cultural centres and institutes, *Alliances françaises*, French schools in the AEF network, as well as all the institutional partners and other French-speaking donors.

D3- Reinvest in the field of pedagogical and educational considerations, particularly in France and within French-speaking authorities (connecting and making coherent the different university or other resources, constitution of a coordinated offer of expertise) and regionally, through the creation of the "quality centre" mentioned above.

D4- Speak out clearly for the shared advantage of ensuring the quality of teaching both in African languages and in the French language. Prefer a convergent approach adapted to each context and fostering genuine bilingualism.

D5- Develop frames of reference for teacher and student skills, as well as assessment tools and devices.

D6- Help with the production and dissemination of textbooks, designed locally and actually available to students, adapted for the teaching of or in French and also, if appropriate, for the teaching of or in the mother tongue.

D7- Give particular care to the development of instruments to support the command of French in society: development of cultural centre and *Alliance française* activities designed for adults; redefinition of the missions of the French cultural centres, particularly in sub-Saharan Africa, which must develop into highly influential language centres; presence of books in French at affordable prices in young people's social environment; development of radio and television programmes in French, with a direct or indirect educational aim, for youth and adults alike.

E- Scale up and secure financing of ODA for education

E1- Significantly reinforce, within global ODA, bilateral ODA actually devoted to direct aid to development in the education sector, which only corresponds to 19% of what is communicated to the DAC for this sector and to only 5.3% of total bilateral ODA. The crucial importance of the education sector in development is such that it justifies very clear rebalancing of resources.

E2- Have the CICID and the COSP play a greater role in terms of budget trade-offs between the different sectors announced as priorities.

E3- Within the ODA devoted to education, balance out the commitments between the different sub-sectors, to the benefit of basic education, which is the most disadvantaged one. This must take into consideration the broader conception of basic education as defined above. The recent step-up in commitments to basic education must continue, and be consolidated in time, with a view to completing the HIPC and C2D debt remissions, in

order to guarantee the necessary predictability of aid in a sector where recipient countries have substantial structural and lasting financing deficits and absolutely need guarantees for the long term.

E4- Within the International Development Association (IDA), highlight the fact that the share of funds allocated to the education sector is insufficient and that it would therefore be appropriate to review distribution across the different MDGs.

E5- Ensure that the truly additional nature of the FTI fiduciary funds is respected; remind other donors, particularly within the IDA. The rule recently adopted in Cairo must be followed on this point: countries whose financing deficit would not be covered by a 50% increase in donor commitments are eligible for the catalytic fund.

E6- Increase the French contribution to the catalytic fund (to date, 16 million euros announced for the 2007-2009 period, while total commitments of the different contributors already reaches 1 125 million euros for the 2003-2008 period).

E7- Support developments enabling the EPDF finance regional organisations, initiated with the Pôle de Dakar. Make PASEC and the future “quality centre”, also very much dedicated to UPE, benefit from EPDF financing.

E8- While the 10th EDF corresponds to an increase of over 60% (22.7 billion euros compared to 13.8 billion euros), France must ensure that the education sector is handled as a priority, even if the development of global budget aid makes credit traceability difficult. Request more visibility from the European Commission on the share of its support (including EDF) allocated to the education sector and, within this, to each sub-sector.

E9- Ensure that the PFDs do set aside 80% of forecasted support to the selected priority sectors.

E10- Initiate thinking on the timeliness of creating a world fund for the education sector and of finding innovative financing, as for the health sector.

F- Make the strategic management of cooperation in education more effective

F1- Provide for greater involvement by the MENESR and the ministry in charge of employment in the strategic management of educational cooperation.

F2- Develop more effective cooperation in this respect with NGOs and local public authorities, within the HCCI, but also within the COSP.

F3- Within the DGCID, assign the role of leader to the DPDEV to coordinate the educational strategy.

F4- Make the AFD the single operator of the whole education sector strategy and no longer of only the two “basic education” and “vocational training” sub-sectors, also incorporating general and technical secondary education, tertiary education to do with education in the other levels and with due consideration to the languages used for teaching in the school system and in vocational training.

F5- Entrust the local AFD representations with the preparation of the part of the PFDs corresponding to the education sector, based on its “country intervention framework”,

F6- Call upon the AFD to strengthen its technical skills, in the head office and in local representations, which are essential to the strategic management of educational cooperation, especially by completing the economic and financial approach by a pedagogical approach.

F7- Encourage the AFD to examine the reasons why aid beneficiaries in the education sector consider its procedures to be too arduous, complex and slow.

F8- Reinforce the dialogue with the European Commission, in order to monitor European cooperation in education with a maximum of effectiveness and coherence.

F9- Involve the AFD more with the action of the three centres (PASEC, Pôle de Dakar and “quality centre”), in particular with a view to developing a South/South partnership to facilitate effective appropriation by the countries of their educational strategy.

F10- Closely involve the AFD with the choice and monitoring of French experts working in the different centres, in order to improve strategic coherence and facilitate an effective policy of human resources management.

G- Renew and diversify technical assistance and expertise

G1- Do not set the AFD a fixed quota of technical experts a priori, and all the more so of French experts.

G2- Prefer sustainable partnerships on precise programmes or projects, rather than residential technical assistance when this is ineffective, enabling French or French-speaking institutions to make their experts available for a given period, by way of short or medium term missions.

G3- Reinforce potential expertise in the different centres.

G4- Reinforce communication and working relations between the French and French-speaking experts in education at the AFD, in the recipient countries, the centres, at UNESCO, the World Bank and in Brussels.

G5- Detect and make more use of expertise resources existing in the local public authorities and in the French NGOs.

G6- Contribute in a more decisive manner to the development of expertise in developing countries.

G7- Identify a pool of experts within the French national education system corresponding to the new technical assistance requirements in the education sector.

G8- Create a device and modules on “preparation for employment” for national education experts.

G9- Develop specialised Masters.

G10- Enhance the value of the experience that French technical experts have gained, at the time they reintegrate posts in France.

G11- Reinforce the role and resources of the CIEP to make it a more operational and effective base for the constitution of the French public offer of expertise for tenders, either international or issued from aid recipient countries.

ABBREVIATIONS & ACRONYMS

ADEA	Association for the Development of Education in Africa
AEFE	Agence pour l'enseignement français à l'étranger
AFD	Agence Française de Développement
C2D	Debt relief and development contract
CF	Catalytic fund
CIDA	Canadian International Development Agency
CICID	Inter-ministerial Committee for International Cooperation and Development
CIEP	Centre International d'études pédagogiques
CONFEMEN	Conference of Ministers of Education in countries sharing the French language
COSP	Conférence d'orientation et de Programmation Stratégique
CSR	Country status report
DAC	Development Assistance Committee
DFID	UK Department for International Development
DGCID	Directorate General for International Cooperation and Development
DPDEV	Direction des politiques de développement
EDF	European Development Fund
EPDF	Education Program Development Fund
ESEN	National College for Education Management
FCI	France Coopération Internationale
FTI	Fast Track Initiative
GDP	Gross domestic product
GNI	Gross national income
HCCI	Haut Commissariat à la coopération internationale
HIPC	Heavily indebted poor countries
HIV/AIDS	Human immunodeficiency virus/Acquired immune deficiency syndrome
IDA	International Development Association
IMF	International Monetary Fund
IREDU	Institute for Research in the Sociology and Economics of Education
LDC	Least developed countries
MDG	Millennium development goal
MENESR	French Ministry of Education for Tertiary Education and Research
NGO	Non-Governmental Organization
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
OIF	Organisation Internationale de la Francophonie
NGO	Non-governmental Organization
PASEC	CONFEMEN Programme for the analysis of education systems
PFD	Partnership framework document
PRSP	Poverty reduction strategy paper
PSZ	Priority solidarity zone
SACMEQ	Southern & Eastern African Consortium for Monitoring Educational Quality
SCAC	The Cultural services of the French Embassy
TFP	Technical and financial partners
TTL	Task team leader
UIS	UNESCO Institute for Statistics
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
WB	World Bank