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Session 7

**Validation, Assessment, Articulation,
and the role of National Qualification
Frameworks**

Transition / Articulation among
Non-Formal, Primary, Secondary and Tertiary Education:
Lessons from the Gabon, Mauritius and Nigeria Peer Reviews

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Outline

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A. Executive Summary

The Peer Review exercises have been initiated in three African countries by the ADEA in collaboration with African country governments and implemented by WGESA. The aim was to develop effective mechanisms for African-owned and country-driven reviews that are sound, both analytically and politically. It was assumed that such an approach would lead to sector reform initiatives that are feasible because, at the very foundation, they are based on a mechanism that bridges and provides mediation between two essential and complementary ingredients for successful implementation: (i) knowledge development for policy formulation, and (ii) making this knowledge and its policy implications well known, understood and owned by those in charge of implementation (Sack, 2003). Taking this into consideration the three reviews were designed in a way to foster political dialog around education reform initiatives, facilitate public debates on key policy reforms, and create opportunities for constructive dialog with peer experts from other African countries on common experiences and innovative solutions.

Having observed that most current sector studies tend to concentrate on reform initiatives within the educational levels (i.e., primary education, secondary education, non-formal education, tertiary, etc.), the peer reviews paid attention to the transitional phases among these levels and types of education. They analyzed, among others, the transition between primary and secondary education in Mauritius; the passages between lower secondary, upper secondary and tertiary education in Gabon; with Nigeria, they paid attention to the bridge between formal and non-formal education.

The present study documents these transitional phases from the concrete examples examined through the peer reviews. Using the findings from these reviews, it draws lessons on the way to develop more effective articulation strategies and smoother transition mechanisms among the levels and types of education, the aim being to inform other African countries on the challenges encountered and the solutions experimented in the three countries to meet these challenges.

For this study, the peer review reports constituted the main documentation source. These were complemented by desk reviews and interviews at country level. A triangulation approach was implemented to assess the policy goals, the appropriateness of the instruments for policy implementation and the outcomes in relation to both policy formulations and implementation. A reiterative process was implemented as follows: Three teams of African colleagues developed the first drafts of the country reports which were circulated to a reading committee for comments. These drafts plus comments were then returned to the original authors for further work and production of second reports. These reports were submitted to peers for their input during a workshop organized to this effect. A framework was developed to orient and harmonize the work among the country teams. The comments from the peers as well as the frameworks were sent back

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again to the authors who used them to develop the final three country reports (Gabon, Mauritius and Nigeria). Once the three country reports were ready they were used to develop the present synthesis.

This reiterative, African based, process led to the following main findings:

1. The achievements of the Gabonese education system on access and equity are some of the highest in Africa with a gross enrollment rate - GER - superior to 130%, a net enrollment rate – NER - of about 93%, and a difference in the girl/boy ratio of less than 1.5%. However, the weaknesses of the education is reflected in the overall dropout rate superior to 20% and a repetition rate of about 53% in primary education. Over 37% of all children fail the end of primary education examination. At best, only 40% of the candidates are admitted to the baccalaureate examination, which marks the end of secondary education. Out of those who pass, about 80% are unable to proceed beyond the first university year as they fail the admission examination. Of those who complete tertiary education only 1/3 can find a job in the field in which they have been trained.

2. The Mauritian education system is shaped to a large extent by the elitist schooling implemented by the French and the British during the colonial era. Every child is guaranteed a seat in the schools that offer free education up to the upper secondary level. Undergraduate courses are free at University of Mauritius. However, a cohort analyzes shows that only around three children of ten joining grade one (age 5) are able to complete grade 13. The educational reforms have aimed towards implementing parallel pathways that reflect different learning needs and correspond to specific levels. Bridging points are developed between them to facilitate transition and articulation between the sub-sectors.

3. In Nigeria, parallel to the formal structures, there is a Non-Formal Education and Adult Literacy sub-sector designed to fulfill the needs of students who leave school, underachievers, and those who never had opportunity to go to school. Bridging mechanisms are developed between the formal and the non-formal sub-sectors to facilitate transition from one subsystem to the other and for mainstreaming non-formal education. However, literacy rate in Nigeria is particularly low. About 55.7 million Nigerians (about 44.5% of the total population) are considered illiterate and 11.9 million children do not go to school. There are considerable education needs in this country that are yet to be fulfilled.

The analysis of the transition and articulation situation in the three countries leads to several observations including the following:

1. A holistic approach to expanding post-primary education is not only desirable but needed and essential. Not only a significant number of children are knocking at the door of secondary education, but any problem occurring on one level is likely to filter upward and downward to the others and to sub-

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systems other than formal education. Unfortunately, while educators and decision makers across African countries acknowledge the utility of a holistic approach, in practice most reforms focus on a particular part of the education system, with limited attention to the roles of and consequences of the reform for other education activities. More generally, reforms of this sort have often proved to be self-limiting and self-defeating. Equally problematic, launching major education reforms that are fundamentally unachievable or unsustainable generates political frustration and reduces government legitimacy

2. Traditionally, post-primary education is designed for a small elite of African children. To convert this into a system that can provide high-quality learning environments to nearly all young people such expansion has to be multifaceted. All dimensions of secondary education, from curriculum to pedagogy, to examinations, to other domains need to be properly addressed. This means that:

- Beyond expanding access the issue of quality education has to taken up with renewed energy;
- Teachers are well prepared to take up their duties in a lifelong learning approach. A distinguishing characteristic of successful schools is that their teachers are very well prepared, including both subject competence and classroom pedagogy, beginning prior to their employment and continuing throughout their careers;
- Clear accountability for outcomes that reflects the multiple dimensions and the complexities of learning is set and effectively implemented. This accountability, in turn, requires monitoring and evaluation strategies that provide credible and timely assessments that have not been distorted for personal or political purposes.
- Research is recognized at the tertiary level as a prerequisite for high-quality education for the entire system. However, the challenge, in settings where there are real fiscal constraints, is to find ways to encourage and reward research, and therefore to find the resources and time to support sustained innovative research programs.
- Curriculum development is coordinated, integrated and owned by those in charge of implementation at classroom and institutional levels. Synergy shall be developed between the unit responsible for developing curriculum for the schools and the ones developing curriculum for teacher training institutions. It is noted that where teachers are expected to implement an unfamiliar curriculum in whose development they have played no role, they often fall back on older, more familiar and more comfortable practices;
- The changes in the curriculum and the system in general are rapidly reflected in instructional materials and examinations;
- Financing of education is effectively decentralized where ever possible. Local education authorities must have greater control over resources and accountability for their use. For this to occur, local education (and

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political) authorities must be able to generate revenue directly and to call on the private sector where ever possible;

- The challenge of providing the same to all is met. Much more attention must be paid to how to deal with regional, linguistic, ethnic, and zonal (city versus urban, poor neighborhoods versus well-off neighborhoods) disparities.

- The disparity issue that relates to Gender and equity matter is revisited. Interestingly enough girls are more successful than boys in countries like Mauritius (74% versus 62% at CEP) and Gabon. Actually, the performance of boys is in decline and that of girls is increasing significantly in those countries. The consequences will be for a long range that the dropout rate of boys is going to rise compared to girls in post-primary education. It also means that educators should now ponder on how to fulfill the growing demand for tertiary education by girls, what options? What field? Etc.

3. Before post primary education is effectively expanded (and probably after), it is critical that secondary education include flexible multiple pathways and directions to accommodate both the different interests and achievements of learners and the changing needs of society. In this regard, we must examine how to best mainstream non-formal education through harmonizing the curricula, developing appropriate guidelines to accompany the process, streamlining structures and pedagogical practices, implementing proper bridging mechanisms between formal, non-formal and informal subsector and, above all, advocating these programs so that they are not perceived as programs for low achievers. In many instances these tracks have been perceived in Mauritius, Gabon and Nigeria to be "defective alternative for those who had not been successful on the main pathway". If we are not careful, the differentiation embedded in approaches may entrench inequality well into the future.

4. Particular attention is to be paid to students from low-income families or families with social problems (divorced parents, drinking problems, etc.). There too often, those who fail, drop out, apply for the job market with low qualification, go into low-paid employment, thus perpetuating the cycle of poverty and a low level of education.

5. It is noted that most education system does not provide "clear and recognized pathways" beyond school. Often schools, university and training centers train and educate with no consideration of the actual needs of the economy and society. Clearly the dialog between education and the world of employment is missing or needs to be restored for a smoother articulation and transition between these two worlds.

6. Everyone agrees on the importance of national ownership of education policy and practice. Generally, that has been juxtaposed to external direction and influence. Far too often, however, "national ownership" has been understood as "government direction." The experiences reviewed indicate clearly that where

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teachers, communities, and students are involved in all dimensions of the education system, initiatives and reforms are generally better adapted to specific settings, more likely to be implemented, and more often able to overcome the obstacles they encounter. This argues for a wider use of the ADEA peer review approach as a means for involving all stakeholders in reviewing educational achievements and setting agendas for the systems.

The details of these recommendations and others are provided in the following sections and in the three country reports attached to the present synthesis.

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B. Introduction and Background

WGESA was mandated by the ADEA Forum of Ministers and the ADEA Steering Committee to undertake, in collaboration with the countries and other working groups, a peer review of education in three countries: Gabon, Mauritius and Nigeria. These reviews aimed at developing a new approach to understanding the education sector and its problems and at providing an alternative to more technical and expert-oriented assessments. They intended to lead to more realistic, more feasible and country-owned recommendations to education ministries for the improvement of their policy formulations and practices. The peer reviews also intended to promote inter-country dialogs on education policy and practice as well as to strengthen African expert networks and promote South / South cooperation.

These reviews were designed to include the following four specific features. The methodological strategies used were chosen because of their potential to increase and sustain both national and inter-African policy dialog. The expert teams comprised a majority of African professionals from different countries. The expert teams received support from international external experts. Each review's potential to lead to practical recommendations received special attention.

This study comes as a two-phase follow-up to the three peer reviews. First, commissioned country case studies drew on the findings of the peer reviews to analyze transitions and articulations in the three countries and to make recommendations on how to best handle these critical teaching / learning processes. The intent is to document and inform other African countries on the strategies employed in these three countries.

Those country case studies have paid particular attention to:

- The context and consequences of the Certificate of Primary Education exam that governs the transition between primary and secondary education in Mauritius;
- The challenges facing the Gabon education system in its quest for a more effective secondary education and smoother transition between this level and tertiary education;
- The challenges facing Nigeria in its effort to mainstream non-formal education and construct appropriate bridges between this sub-sector and formal education.

Second, we seek here is to develop a brief and focused set of observations synthesized from the three country case studies and the three major peer reviews. Put simply, what do these experiences suggest for the links among and transitions between education levels and subsectors in other countries?

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C. Methodology

This section presents the main methodological opportunities and concerns of this synthesis. It proposes strategies to use in order to deal with them.

1. Opportunities

- Three reports commissioned by WGESA, based on the three peer reviews (full reports for Mauritius and Gabon, and the self-evaluation national report for Nigeria), have been completed. They constitute a strong foundation for developing the analysis of education articulation and transition.
- The national and international expert teams already exist with team leaders who know the field and the people.
- A positive atmosphere has been created around the reviews. This facilitated organization of logistics, interviews and exchanges of information.

2. Challenges

- *The study relies on a collaborative teamwork of three groups of experts that operate in Mauritius, Gabon and Nigeria. These national teams are backed-up by international experts.* Using this approach has several advantages: It could lead to a high level of capacity transfer; it easily develops and strengthens networks. Actually, this approach, which shares some features with traditional participatory approaches, facilitates local and national ownership through a better understanding and internalization of the programs by the citizens of the countries involved. It is also oriented toward long-term sustainability. However, it takes more time to execute. In addition, assuring compliance with general directives is more challenging since outputs and recommendations can vary from one setting to another and since standardizing the approach relies on the good will generated by the participatory practice to resolve differences and adopt common approaches.
- *Differences in the objectives of the three initial peer reviews and the levels where they were conducted.* In Gabon, the review focused on the entire education system. Although a few schools were visited, the review was mostly carried out at the central level: ministries, governing boards, headquarters of major donors and the national pedagogical institute. Therefore, the issues covered were generally much broader than the areas addressed in the two other peer reviews. For Mauritius, the Country Examination and Certification services were at the core of the review. This made possible a much more detailed examination of the technical aspects of transition and articulation. With Nigeria, the review concerned specific states and a particular sub-sector, non-formal education and adult literacy.

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- *Difference in the progress of the three peer reviews*. Mauritius has already completed its review; a final report has been drafted and validated. Now, the Mauritius education ministry, together with the stakeholders, is implementing the lessons learned from the exercise. Gabon has completed the fieldwork; the final report has been drafted and will soon be validated. Nigeria's peer review is at an earlier stage; international visits are just in the process of being completed.
- *Language, cultural and organizational differences across three education systems*. Apart from the national languages issues, there are significant differences between French-speaking Gabon, English-speaking Nigeria and the multilingual setting of Mauritius where French and English are used along with Creole, and other languages. These differences go beyond the use of the languages as a medium for teaching and administrative purposes. They touch upon the conceptual frameworks; the organizational cultures and the way the people interviewed perceive the world of education.
- *Difference in focus of the reviews.* In Mauritius, the study focused on the causes and effects of the CPE exam that marks the passage from primary to secondary education; With Gabon, it focused on the difficult transitions within secondary education and between secondary and tertiary education; with Nigeria, the reviews concentrated on the bridge between formal and non-formal education.

Notwithstanding these differences in research conditions, it is possible to develop and refine a more general understanding of what has proved especially problematic and of efforts to address the problems that have been identified.

3. Addressing the methodological challenges identified above

- The peer review reports, which constitute the main documentation source, are complemented by desk reviews and interviews at country level. Furthermore, a triangulation approach is implemented to strengthen the assessment of the policy goals, the appropriateness of the instruments for policy implementation and the outcomes in relation to both policy formulations and implementation;
- This study has two major components: three country case studies that provide detailed background information (see annexes) and this synthesis paper which pulls together key findings and draws lessons relevant to other countries;
- The country case studies are conducted by the lead experts of initial peer reviews assisted by the WGESA Coordination and two international experts, one from Lesotho and the other from the U.S. The synthesis paper is drafted by two African experts together with the support team;
- After the country studies were well advanced and before the two syntheses were developed, a workshop enabled the key experts to: (i) have a technical exchange on substantive matters, (ii) explore and incorporate the differences of understanding and perception among the experts, (iii) improve the country

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draft reports, (iv) develop and/or consolidate the initial syntheses outlines, (v) discuss methods, and (vi) agree on a final schedule;

- A framework was developed to orient and harmonize the work among the country teams. This framework is based on the ADEA guidelines prepared for the Biennial 2008 by the reference groups. It was discussed and eventually adjusted to particular aspects of the studies during the peer review meeting;

- As explained earlier, the study is backed-up by a supporting team comprising the WGESA Coordinator, a focal person from the WGESA Advisory Team and an international expert. The criteria utilized for setting this group takes the language issue into consideration;

- A reading committee is established at WGESA level to comment on the draft before its submission.

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D. The educational systems of Gabon, Mauritius and Nigeria

As we have noted, in Gabon the study focused on the entire education system with special attention to the transition between secondary and higher education. With Mauritius, the system was also examined as a whole. But particular attention was paid to the transition between primary and post-primary education. In Nigeria the study focused on the bridging between formal and non-formal sub-sectors.

1. The Gabon education system

Gabon has been under a presidential political regime since independence in 1960 and the current President El Hadj Omar Bongo Odimba has led the country for 40 years, beginning in 1967. The current Gabon educational system was really set up in 1966 with the aim to make education free and compulsory for all Gabonese under 16 years old.

In early 1980 there was a major crisis which triggered the 1983 second reform initiative aiming at correcting some of the most obvious pitfalls observed during the implementation of the previous reform. The new policies set more humanistic, democratic and social goals.

In 1999, Gabonese education went through another major crisis consecutive to "disastrous" results on both the CEP and baccalaureate examinations. A national conference was called which launched a third major reform.

Today, Gabonese education offers a mixed image. The system is managed under a political system known for its stability and stamina with an overall education policy reflecting both local indigenous inspiration and an opening to African and international influences. As a consequence, the system gives an image of strength and stability. Its achievements on access and equity are some of the highest in Africa with a gross enrollment rate - GER - superior to 130%, a net enrollment rate – NER - of about 93%, and a difference in the girl/boy ratio of less than 1.5%. Actually, the country is regarded as one of the few in Africa that have real chance of reaching universal primary education by 2015.

On the downside however, the system has lately been going through a major crisis with an overall dropout rate superior to 20% and a repetition rate of about 53% in primary education. Over 37% of all children fail the end of primary education examination. At best, only 40% of the candidates are admitted to the baccalaureate examination, which marks the end of secondary education. Out of those who pass, about 80% are unable to proceed beyond the first university year as they fail the admission examination. Of those who complete tertiary education only 1/3 can find a job in the field in which they have been trained.

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2. Mauritius education system

Diversity, democracy and the development of human capital are three concepts that could quite appropriately synthesize the political and socioeconomic context of Mauritius. The country is a melting pot of populations from diverse origins, cultures and histories that are bound together through a political setting characterized by a vibrant democracy. A multipartite system functions relatively well and accommodates regular changes and alternation at the top of the country leadership. In a situation of limited natural resources, the country significantly relies on the development of its human resources and intends to become a knowledge hub for the entire sub-region. As a consequence, education, together with tourism and the sugarcane industry, is one of the key pillars from which Mauritius wants to build its future.

Education is shaped to a large extent by the elitist schooling implemented by the French and the British during the colonial era. After independence, a new system was created from the colonial heritage. It was governed by the Education Regulation Acts of 1957 and 1982. A few amendments to these basic two policy frameworks were initiated later on to adjust education to changes in the economical and societal environment.

Education in Mauritius is structured according to the following:
1. Pre-primary schooling for one to two years;
2. Compulsory primary schooling for six years and from Standard I to Standard VI, leading to the Certificate of Primary Education (CPE);
3. Lower secondary education for five years, from Form I to Form V, leading to the Cambridge School Certificate (SC);
4. Higher secondary education for two years ending with the Cambridge Higher School Certificate (HSC);
5. Tertiary education with a university cycle of four to five years leading to a bachelor's degree;
6. Postgraduate courses which are tailored to the specific fields;
7. Empowerment and placement programs to facilitate the transition to the world of work which last from a few weeks to several years according to the field.

These basic levels are supplemented by parallel pathways that reflect different learning needs and correspond to specific levels. Bridging points are developed between them to facilitate transition and articulation between the sub-sectors. These alternative pathways include the following: In primary education, there are the ZEP schools for underprivileged groups and areas (a school is enrolled in ZEP when it has had a pass rate average of less than 40% over a five-year period. ZEP schools receive special support from the government). There are also private-aided and private non-aided secondary schools for students who have not been admitted or choose not to go to government public schools. Children who failed the CPE examination are admitted to prevocational training centers run by the Ministry. They can also attend the National Trade Certificate (NTC) Foundation courses which

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continue the prevocational training programs. NTC provides professional and vocational training to students not in general education programs. NTC can lead to a Higher National Diploma (HND) or to degree programs at the university. At the tertiary education level there are private and public institutions.

3. Nigeria Non-Formal Education

Nigeria is a federal country comprising several states. Despite the presence of a strong private sector, a law passed in the early 1970s gives authority to state and federal governments to manage the education system. This law was supplemented by the Universal Primary Education (UPE) Act of 1976 and the Universal Basic Education (UBE) Act of 1999. Initially, the Nigerian education system was 6 years of primary education, 5 to 7 years of post-primary schooling and a tertiary education whose duration depended on the field studied.

In 1976, this structure was amended to provide pre-primary education for children aged 3 to 5 years and to divide post-primary education into two levels comprising 3 years of lower secondary education and 3 years of upper secondary education. Post-primary education comprises general education and vocational training for those who cannot or do not want to pursue academic work.

Parallel to the formal structures described above there is a Non-Formal Education and Adult Literacy sub-sector designed to fulfill the needs of students who leave school, underachievers, and those who never had opportunity to go to school. Bridging mechanisms are developed between the formal and the non-formal sub-sectors to facilitate mainstreaming.

Actually, the literacy rate in Nigeria is particularly low. About 55.7 million Nigerians (about 44.5% of the total population) are considered illiterate and 11.9 million children do not go to school. The Non-Formal Education and Adult Literacy programs try to cater to this significant portion of the country's citizens. The programs provide basic literacy (reading, writing and numeracy) for children and illiterate adults and remedial courses for marginalized/disadvantaged groups. They also provide technical and vocational education, mostly for adolescents, to complete the regular formal education programs. Other services include on–the-job training, and civic / mass education. The Non-Formal Education and Adult Literacy programs offer courses in Basic Literacy, Post-Literacy, Women's Education, Continuing Education, Functional Education, Basic Literacy in Ajami (based on writing in local languages using the Arabic alphabet), Literacy by Radio, Literacy through REFLECT, Non-Formal Education (NFE) for Children in Quranic Schools, NFE for Boy Dropouts, NFE for the Female Children and Adolescents and Basic Literacy for Prisoners.

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E. Major observations, findings and lessons learned regarding transition and articulation in the three peer review countries

Three country reports are attached to this synthesis. They provide explicit details on the findings regarding transition and articulation in the three peer reviewed countries. Therefore, the purpose of this synthesis is rather to highlight the key findings, discuss their implications for country educational systems, analyze their potential for reducing the trauma characteristic of the transitional phases and examine how they could contribute to improving articulation among sub-sectors in African educational systems. Observations and comments are presented in bullet points to facilitate further discussions and use.

1. A holistic approach to expanding post-primary education is not only desirable or preferable but <u>essential</u>. While it may be important at particular moments to focus special attention on basic education or special needs education, doing so requires attention to the implications of each reform for the entire education system. Far too often, reform initiatives have pitted one sub-sector against another rather than regarding their improvement as complementary. A holistic approach necessarily has several components.
   a. Basic education: In many settings the major focus has been on expanding access. While this is of course important, it is not sufficient. Recently, educators have begun to address education quality more systematically and more energetically. In Mauritius the current education reform initiated in 2005 aims at providing a *world class quality education.* In many countries learners have limited opportunities to proceed to post-primary education. Accordingly, basic education cannot be conceived or developed simply a first step toward further education but rather must meet the challenge of providing a full education that enables the maximum number of young adults to play productive roles in their societies. For instance in Mauritius, although the age-specific enrollment rates both at age 3 and at age 4 have been rising over the last ten years, 15.3% of 3-year-olds and 12.7% of 4-year-olds were not enrolled in pre-primary school in 2007. A thorough basic education is vital to empower the learner for lifelong learning.

   b. Secondary education: The major challenge here is as much conceptual as it is practical. Historically, secondary education in Africa has been organized to serve a very small group of students. Admitting more students, even many more students, does not automatically transform this education for the elite into effective mass education. All dimensions of secondary education, from curriculum to pedagogy to examinations, will need to be modified to convert a system designed for a small elite into a system that can provide high-quality learning environments to nearly all young people. Even where mass secondary education will take many years to accomplish, re-conceptualizing and restructuring secondary education is already overdue. As that transformation occurs, effective secondary education requires more creative assignment and deployment of teachers and closer links between secondary

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and primary schools. For instance in Mauritius, the repetition rate (number of all school candidates taking the CPE examination for the second time in year n as a percentage of the total number of all school candidates taking CPE examination in year n) has been decreasing over the last twelve years. Therefore more and more students are expected to be moving to the secondary level.

c. Teacher education: The peer reviews and country case studies make clear once again the importance of effective teacher education, both pre-service and in-service. While there may seem to be some short-term financial advantage in employing teachers with little or no formal preparation, this approach is ultimately self-limiting. A distinguishing characteristic of successful (high-quality, well-managed) schools is that their teachers are very well prepared, including both subject competence and classroom pedagogy, beginning prior to their employment and continuing throughout their careers. Highly competent pre-service teacher education may be the most, not least, important determinant of education quality. In-service teacher education proves most effective when responsibility and accountability for it are shared between teacher training institutions and the authorities who employ the teachers. Teachers are most effective at communicating to their students a notion of lifelong learning when they are themselves engaged in a lifelong learning process.

d. Extended and continuing teacher education: We have already noted the major role of professional education for teachers, both pre-service and in-service. To continue to develop their skills and to reinforce their commitment to teaching and learning, once teachers have completed their professional education they must have attractive and alternative career development paths. In addition, the most effective teacher training institutions regularly experiment and innovate in their approaches to learning and teaching. As they do so, they implement effective monitoring and evaluation strategies to assess results and incorporate these assessments into subsequent revisions of curriculum and pedagogy. Despite the pivotal role of teachers in ensuring a smooth transition, adequate attention is not always given to the training of teachers. For example in Gabon, only around 100 teachers are being trained yearly at the two training institutions at Franceville and Libreville when in fact around 1900 teachers would be required. How far can inadequately trained teachers help the children to progress from level to another?

e. Higher education: Where universities are little more than training schools, with no time for discovery, research and critical dialog, they are unable to contribute to the development and improvement of the education system as a whole. The challenge, therefore, in settings where there are major fiscal constraints, is to find ways to encourage and reward research, and therefore to find the resources and time to support sustained innovative research programs. Recognizing that research is not a luxury but rather a prerequisite for high-quality education and therefore for education to play a developmental role, enables educators and decision-makers to allocate

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resources and create supportive environments. Recognizing their developmental responsibilities requires researchers to remain attentive to the shorter and longer-term relevance and utility of their research.

f. Monitoring and evaluation: We have already highlighted the importance of effective monitoring and evaluation. The peer reviews suggest that improvement in education access and quality requires clear accountability for outcomes. This accountability, in turn, requires monitoring and evaluation strategies that provide credible and timely assessments that have not been distorted for personal or political purposes. This is most likely to be achieved where (i) evaluation and monitoring are integrated into the daily activities of the education system and (ii) those responsible for the learning settings are directly involved in the monitoring and evaluation process. Certainly, monitoring and evaluation require independent assessors, but when independence becomes distance, the assessors' findings and recommendations are unlikely to be implemented. In Mauritius there is a marked difference between the number students studying in the last year of primary school and the first year of the secondary school shows the inherent weaknesses of the primary education which is not providing the students with the required knowledge and skills to allow them to join Grade 7. A better assessment and evaluation system is required to help the children at the most appropriate stages. The current educational reform aims at introducing continuous assessment. Thus the assessment and evaluation strategies should be such that they not only genuinely reflect the skills and competencies of the learners but they also help them to effect the transition from one level to another smoothly.

g. Curriculum development: A theme that emerges from the peer reviews, though it is not fully developed, is the importance of coordinated and integrated curriculum development that involves the teaching force. Too often, it seems, one unit is responsible for developing curriculum for the schools and another for developing curriculum for teacher training institutions, with little systematic communication and collaboration between them. The common result is frustration for both learners and teachers. Similarly, where teachers are expected to implement an unfamiliar curriculum in whose development they have played no role, they often fall back on older, more familiar and more comfortable practices. Under these circumstances, the Ministry of Education may invest time and energy in curriculum reform and proudly announce its introduction, only to find little trace of it in the classrooms. The remedy is not more authoritarian control and sanctions but rather an expanded creative role for teachers in the curriculum development process and in monitoring its implementation and effects. There is a role here as well for local communities.

h. Education finance: Like the education system itself, education financing has generally been strongly centralized in most African countries. While this is likely to continue, there is a conflict between expecting local authorities to assume greater responsibility for education and asking them do so with no

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direct sources of revenue. Effective decentralization requires that local education authorities have greater control over resources and accountability for their use. For this to occur, local education (and political) authorities must be able to generate revenue directly.

2. Until it is possible to achieve universal secondary education and perhaps after that has been accomplished, post-primary education should include multiple pathways and directions to accommodate both the different interests and achievements of learners and the multiple and changing needs of society. But those alternative routes through the education system must be sufficiently flexible to permit moving among them and to lay the foundation for the time when all students who complete primary school will have access to at least some post-primary education. Mauritius offers a promising example of such alternative pathways through its prevocational training program designed to provide additional education opportunities for those who were not selected to proceed to academic secondary schools.

3. However, well intentioned alternative programs may become ineffective because of unforeseen difficulties during implementation. The cases of Mauritius and Nigeria illustrate the difficulty in implementing alternative tracks for learners having had problems with the regular system. In Mauritius the prevocational training program was initiated to care for the children who fail the CPE Examination. The program operated in the regular government schools with the aim of providing a conducive learning environment for these children so that they can develop the appropriate skills allowing them to be admitted, by the end of the training program, to the regular vocational courses known as NTC or to go back to the traditional tracks. Unfortunately, the program led to mixed results: Students attending the prevocational training program were poorly accepted by their peers and by the school system in general, the perception being that the program is for low achievers. Actually, the track was understood to be a defective alternative for those who had not been successful on the main pathway.

Another factor that contributed to hampering the development of the program was the fact that most of the students attending the program came from low-income families or families with social problems (divorced parents, drinking problems, etc.). Therefore most of them were inclined to drop out and apply for the job market as soon as they reached the age of 16, which is the age limit for mandatory schooling in Mauritius. Today, only one out of ten children enrolled in the prevocational programs can actually complete the training and join the regular vocational courses. The remaining students leave the system and go into low-paid employment, thus perpetuating the cycle of poverty and a low level of education. That is why the government is reviewing the TVET sector in Mauritius.

In Nigeria non-formal learning centers have been created to serve non-literate adults, out-of-school children, prison inmates, nomadic pastoralists, migrant fishermen, Koran students, "extramural" students, sub-degree students and

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various junior staff that need to upgrade their levels. Here again the program records a high attrition rate because of several factors among which the economic and social status of the learners seems to play a major role. Added to this, there have been admission policy problems and a lack of flexibility of the formal system to accommodate the diverse needs of learners who come from the non-formal sector. Because of these problems, the Nigerian non-formal and adult literate programs are having difficulty reaching their full potential and bridging with the formal sector.

Solutions envisaged to improve the situation include (i) developing learner-friendly environments, (ii) having communities and parent more involved in the life of the centers, (iii) working on improving the staff pre-service and in-service training, (iv) developing appropriate incentives and promotion schemes that are supportive of the teaching and training staffs, (v) upgrading the infrastructures and equipment situation and (vi) amending the formal curriculum wherever possible so that it responds to the needs of the learners.

All these measures call for a particular attention to funding. Not only does the total investment need to be increased, but the laws should spell out the financial responsibilities of all parties involved in the government and outside the government.

4. This is to say that the path between policy and practice is often complex and difficult to manage. For example, in Nigeria appropriate policies were enacted. But the move from these legal documents to concrete actions was often hampered by the lack of policy guidance and relevant guidelines and strategically planned interventions by all stakeholders, including the government. Such planned interventions would, prior to action, spell out the specific and detailed steps needed to link formal and non-formal education and to mainstream non-formal education.

5. Notwithstanding references to national orientation and the holistic approach, the curriculum tends to be fragmented - different authorities are responsible for curricula and their implementation at different levels. In Nigeria for example, the structures involved in transition and assessment processes for the non-formal sector include, among others, the State Universal Basic Education Boards (SUBEB), the State House of Assemblies, the State Ministry of Education, the Local Government Education Authorities, the management boards of the institution and ministry services other than education. This, in essence, means that the implementers of the transition and articulation policies vary from place to place.

6. In many cases, curriculum changes are not rapidly reflected in instructional materials or examinations. In Gabon for example, a curriculum reform was undertaken in 2004 to improve the quality of education and internal efficiency. A skills-based approach was designed by the National Pedagogical Institute with the advice of foreign partners. It was adopted by the school system and implemented throughout the country. Unfortunately, there was insufficient

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consultation and coordination with the schools and teachers in charge of implementing it at the classroom levels. Other levels (school material, monitoring, examination, etc.) did not follow through in a timely manner. Therefore, was seen in the classes visited by the peer reviewers, the reform had problem being established at the decentralized and school levels where it matters the most. Teachers still use traditional approaches and the students' progress is not monitored properly.

7. Across Africa, legacies of the education system created during the colonial period remain significant. In Mauritius for example, past the basic levels, the examination system is heavily influenced by outside factors. Each primary school has its own assessment practice based on national guidelines and the CPE administered using instruments developed by the country. However, secondary education examinations use the Cambridge Examination Syndicate instruments and the school certificate syllabus is designed with significant input from the U.K. Grades from continuous local assessment are not used for the exams. On the other hand, with vocational training, the National Trade Certificate takes its inspiration from Singapore. In tertiary education, the students are assessed mainly by foreign examiners from U.K. universities. While these approaches can permit comparison across countries with standardized attention to quality issues, at the same time, this extraversion may impede locally appropriate attention to specific education objectives and problems.

8. Notwithstanding many education reforms and pronouncements about modernizing education, and notwithstanding major economic changes, in many respects the assessment system, including both content and form, has remained little changed over several decades; not only does this often block or slow education reform but it creates a disjunction between what is taught and what is assessed.

9. Transitions and articulations are also about moving between levels of the education ladders and, sometimes moving geographically from one school setting to another. This can prove especially problematic where schools and other education programs have different managerial and administrative systems, as has been the case in Nigeria. In Gabon, to take another example, pre-university and higher education seem to function in two different worlds that often have poor communication and interact with difficulty. Links between pre-university education and universities are regularly hindered by differences in requirements, policies and organizational cultures.

10. In the three countries studied, grades 5 to 6 (leading to the CEP/CPE) and grades 11 to 12 (leading to the baccalaureate exam) seem to require special attention as they are like the bottom of the funnel where all the problems are magnified and looked at by society and the political leadership. These are the phases of sharp declines in student enrollment, high repetitions, frustration and dropping out. They also correspond to major challenges in the system. How many ministries have lost their position because of poor national results on the CPE and the baccalaureate examinations? How many reforms have been hastily

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launched following poor results on these exams? But the truth of the matter is that one should not have waited until the end of six years at the primary level in order to know if a child has acquired basic skills or not, or waited until the end of 12 years of schooling to realize that an adolescent is not equipped to graduate from high school. Assessment and remediation should have been continuous and automatic promotion, wherever it exists, coupled with effective remedial programs, or just dropped. Periodically, education initiatives and reforms are insufficiently attentive to the context in which they are to be implemented and its history. Common results are misinterpretations, confusion, and poor implementation. .

11. Administrative capacity development - ACD - is a key component of education reform. These capacities have been inadequate for implementing promising reforms, for example in decentralized structures and locally based education ministry units. The Nigerian case is an illustration of how the non-formal subsector would have benefited from adequate, stronger and better harmonized administrative capacities.

12. This includes not only efficient and sustained administrative structures and managerial capacities. There is a need for personnel capable of setting improved agendas, especially at the ministry level, gathering adequate information needed to monitor the implementation of the reforms at other levels, managing their own partition of the reforms and transforming broad policies into feasible proposals. This in turn requires appropriate career development strategies, including effective pre- and in-service training, regular promotions and salaries that are paid on a regular basis. In Nigeria the programs that worked well were those with adequate incentives.

13. Maintaining diverse transition, admission and placement procedures has both advantages and disadvantages. Nigeria illustrates how diverse these procedures can be. Writing applications to and receiving approval from the state education ministries, internal tests, departmental recommendations for the academic board's approvals, direct admissions by head teachers of schools of choice and national examinations are some of the many pathways for transition from level to level and between the subsystems. On the one hand, this diversity has the advantage of providing flexibility and adaptation to particular conditions, especially in non-formal education. On the other hand, especially where there is a vibrant private sector with multiple providers and a strong push for decentralization, there is a significant risk of misunderstanding, confusion and corruption in decisions on access to education. Aware of this danger, Mauritius and other countries have sought to develop a National Qualification Framework that could provide a common reference for the entire system.

14. In the elaboration of transition and promotion policies and procedures, the challenge of providing the same to all is still unmet. How to deal with regional, ethnic, zonal (city versus urban, poor neighborhoods versus well-off neighborhoods) and linguistic disparities is still a major challenge. The outcomes of the examinations too often reflect these differences. The language issue in

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particular requires particular attention. Beyond the language function as a medium for teaching and learning, it carries a meaningful status role and can be a critical factor for social integration. Mauritius illustrate quite well how French could be the language of prestige, English the business language and Creole for daily interaction. It shows also how neighborhood like black river could be disadvantaged because of socioeconomic and geographical factors. In Nigeria English and Arabic are being used for the non formal sub-sector because of their prestigious and usefulness values. But Hausa, Igbo, Yoruba, Kanuri, Nupe, Shuwa and Gbagyi are also used because they are the language of immediate community. All these aspects need scrutiny if we want to improve learner achievement during the transitional phases.

15. Another disparity issue relates to Gender and equity matter. Interestingly enough girls are more successful than boys in Mauritius (74% versus 62% at CPE) and Gabon. Actually, the performance of boys is in decline and that of girls is increasing significantly. The consequences will be for a long range that the dropout rate of boys is going to rise compared to girls. Therefore one of the challenges will be how to embark these boys on lifelong learning processes that would help them coop with the changing world outside the school system. Also educators should now ponder on how to fulfill the growing demand for tertiary education by girls, what options? What field, etc? When designing transition programs, the gender issue must be not ignored. Career development for both boys and girls should be envisaged seriously if we want to have a well developed workforce.

16. Infrastructure and equipment are some of the most tangible proof of development in education and decision makers as well as politicians and agencies pay special attention to them because of their visibility. As observed in Nigeria, adequate facilities for learning have a role to play in the level of education that can be attained by learners. In Mauritius the reform paid special attention to the provision of facilities, especially in pre-primary education to address the variations between groups, regions and zones. In the two other countries surveyed, the problem is not really resolved. Classrooms are overloaded in Gabon urban peripheries and shanty towns; In Nigeria infrastructures are cited as one of the three major problems impeding the development of non-formal education. Presently, the non formal programs use mostly the classrooms of formal education institutions (primary schools). In these conditions the teaching/learning processes do not take place properly and this shows in the result of student examinations. In such circumstances, can we blame the children if they are unable to move to the next level? Are the children failures, or is the system failing them? What happens to those who fail? Transition programs should help learners to find alternative pathways.

17. As indicated by Mauritius, Nigeria and Gabon, not all schooling provides "clear and recognized pathways" beyond school. Often schools, university and training centers train and educate with no consideration of the actual needs of the economy and society. The most tangible consequences are that graduates leave education with very limited prospects of finding jobs and contributing to

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development. In Gabon, only one third of the graduates could find any opportunity to be employed once they left school. In Mauritius, studies clearly show the mismatch between the pool of skilled workers and the needs of an economy that is slowly shifting from agriculture to service-based activities. In Nigeria, the peer review study clearly indicates that learners do not always find what they need with education to provide them with the necessary skills that enable them to secure employment easily in a more competitive and knowledge-based society instead of just mastering basic literacy skills.

Clearly the dialog between education and the world of employment is missing or needs to be restored. As observed by Mauritius, "employers should be centrally involved in the local program's design, management, and implementation. School-based learning should be based on and incorporate world-class academic skill standards that create pathways to post-secondary education and labor market opportunities… Whole communities, including families, schools, businesses, employers, public service agencies, and other stakeholders must work together to identify, locate and share resources to assist in promoting successful post-school outcomes. Students and families should be trained to actively and effectively participate in transition planning. Students should have the opportunity to identify and self-select the participants in their transition planning processes. Successful transition planning is facilitated when each student and his or her parents have the information, knowledge, and skills that will enable them to fully participate in the process that plans the student's future."

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F. Concluding comments

Let us take stock. Our concern has been to explore education transitions, both in level, especially primary to secondary, and among institutional types and forms. Our starting point was the detailed analysis of education in three countries, Mauritius, Gabon, and Nigeria. Undertaken as peer reviews, those analyzes emerged from African governments' invitations to outsiders to examine their education systems and thus from unusual cross-national collaboration and cooperation among researchers and government officials. It should be noted that those peer reviews are, by design, living documents, still debated—education is often the most contested of public policies—and still serving to inform and shape education policy and practice. Drawing on those analyzes and on other relevant research, reports, and evaluations, three commissioned synthetic country case studies focused on education transitions, with particular attention to experiences that could prove useful in other settings. Here, we have sought to synthesize and refine the observations and understandings developed in the foundation peer reviews and country case studies.

Several themes stand out in sharp relief in this work.

i. ***Most effective and most sustainable are education reform initiatives that understand and explicitly address the education system as a whole.*** While educators and decision makers across Africa acknowledge the utility of a holistic approach, in practice most education reforms focus on a particular part of the education system, with limited attention to the roles of and consequences of the reform for other education activities.

Among the clearest examples is the common assertion that spending on higher education must be curtailed to increase the resources available to basic education. In particular settings there may well be solid grounds for modifying higher education finance. But where basic and higher education are regarded as alternatives and competitors, both suffer. As many observers have pointed out, improving basic education requires enabling teachers to develop their subject and pedagogical competencies, that is, requires a strong teacher education system. That in turn requires competent, creative, and innovative teacher educators. That also requires imaginative, thorough, and sustained research on learning and on education policy, management, and administration. In practice, expanding and improving basic education may require increased, not reduced, spending on higher education.

A second example is the widespread frustration of the students who had been energetically recruited to primary education and who then find that even if they do well, they have very limited options for proceeding beyond the primary cycle. In much of Africa, mass secondary education remains a distant objective, though accelerated economic and social development clearly requires more

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educated people. Still, expanding primary school with little attention to what comes next increases attrition and disaffection during the primary years.

More generally, reforms of this sort have often proved to be self-limiting and self-defeating. Equally problematic, launching major education reforms that are fundamentally unachievable or unsustainable generates political frustration and reduces government legitimacy.

ii. ***Education for all requires a reconceptualization and reconfiguration of the education system that has yet to occur in much Africa.*** The education systems that independent African countries inherited were designed to provide limited education to a small elite. Post-colonial reforms extended the curriculum and broadened access, but generally retained the features of a system designed to serve students whose numbers decreased as they rose through the system.

It is common to talk of the education pyramid, with a broad base reflecting the large number of learners at the lower levels and a smaller number at each successive year. But if basic education is to be universal, the appropriate figure is a rectangle, not a pyramid, with the expectation that who enters basic education will complete it.

Education for <u>all</u> requires not only admitting more students to the first year of primary school, itself a major challenge, but also and simultaneously examining and revising many education components. A few examples must suffice. If all students who begin the primary cycle are expected to complete it, thinking about school readiness must be reoriented: not, "is this child ready for school" but "is this school ready for all children who arrive at the school door"? Similarly, where all entrants are expected to complete primary school, there is no need for selection examinations or procedures within the primary years. Strategies for assessing individual achievement can be broadened, while major examinations can be used to assess not student but school and system performance. Where students are found not to be doing well, remediation efforts must shift their attention from asking "why is this student not doing well at a particular subject?" to asking "why is the school not doing well at enabling students to master this subject?"

The reviews and syntheses have highlighted other examples. The basic point is that many education systems in African countries affirm their attention to provide education for all but conceptually and organizationally continue to be organized around selecting and then serving a very small education elite. Doing so makes effective education for all a difficult objective to achieve.

iii. **Teacher education and professional preparation are a primary determinant of both the quality of education and the effectiveness of the education system more generally.** Research across many settings shows clearly the importance of teacher education. Yet, often in Africa, especially in the effort to expand access rapidly, new teachers begin their roles with little subject or pedagogical education and with little or no opportunity for

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continued professional development. Over the longer term, that approach has a dismal track record in many settings. Even when intended as a short-term stopgap, poorly prepared teachers may constitute a major proportion of the teacher corps for decades.

The attraction of employing teachers with limited preparation is both procedural (many new teachers can be employed quickly) and financial (since pay scales depend on education level, their salaries are substantially lower). Those advantages, however, fade rapidly. As the new teachers' limited subject competence and professional preparation become clear, students and parents protest that they are being disadvantaged by the very education system that is to eliminate disadvantage. As the newly employed teachers seek to raise their salaries, either by further education or by political pressure, the wage bill rises. Others just use their post as waiting position for better opportunities. As soon as they find a more secured occupation, they drop out from their teaching position.

Clearly, coping with a larger intake and playing a role in curriculum development and school management as well as classroom instruction requires more teacher preparation and professionalization, not less. So too, as we have noted, does improving education quality.

The experiences reviewed suggest that teacher education may be the least well managed dimension of the campaign for education for all. Recruiting less well prepared and lower paid teachers is a self-defeating strategy, though that may not become fully clear until many years later. Beyond their preparation for their classroom roles, competent teachers must themselves be learners, and this requires accessible opportunities for further development throughout their careers. That, in turn, requires an effective teacher education system that offers more than narrowly gauged technical training and that is not simply an additional burden for university staff who would rather be doing something else.

iv. ***Both assessment of individual achievement and monitoring and evaluation of schooling are most effective and most useful for policy and planning when they recognize and address the complexities of learning and of education systems.*** The common inclination is to rely on a single measure of success. Which are the highest quality schools? The common answer: those with the highest scores on the national examination. Who are the most effective teachers? The common answer: those whose students score highest on the examination. Who are the brightest students? The common answer, even in the earliest years of schooling: those who score highest on a particular assessment of achievement in reading or mathematics.

At the same time, educators regularly acknowledge the complexities of learning and the multiple objectives of schooling. For younger students, scores in reading or mathematics may not be an adequate measure of either overall academic achievement or broad learning ability. For older students, the results of a single major examination are at best a very limited measure of both

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achievement and ability. For teachers and schools, while examination results may provide a rough indication of education quality, those results cannot readily be translated into specific quality improvement strategies.

Recall that we are concerned with the transition from selective education to education for all. Where only a few children went to school or went very far, the limitations and disabilities of standard assessment and monitoring systems were less disruptive and more easily addressed than where the expectation is that all learners will complete basic education.

Both improving basic education and assuring equity and efficiency in the transition to higher levels require that assessment, monitoring, and evaluation reflect the multiple dimensions and the complexities of learning. They must reflect as well an understanding of learning as a process rather than an outcome. There have been useful innovations and experiments in this regard, including imaginative and comprehensive strategies of continuous assessment, attention to interactive and collective as well as individual measures, and evaluation strategies in which the individuals and institutions being evaluated play a more active role in setting norms, interpreting results, and implementing changes. Those initiatives and others warrant careful study and sustained support.

v.   ***The creation of multiple pathways through the education system works best when the available alternatives are comparable in content, resources, and status.*** In recent years several African countries have sought to develop alternative paths through the education system, with several points of entry, exit, and re-entry. In part, that approach results from efforts to provide high quality education to children and adults who have not been able to complete the ordinary schooling cycle. That approach also reflects educators' and society's sense that alternative learning environments will better serve some learners. In some countries this approach has been accompanied by a national qualifications framework that sets standards other than years of schooling to assess learning settings and that uses those standards to certify education institutions.

While there have been a few promising results, most often, it seems, that approach has not in fact created parallel pathways. Rather, education systems have retained a high status main path and added lower status alternative paths. Whether or not educators explicitly say so, everyone is clear that the alternatives are less well regarded (and generally far less well funded) than the main path. Consequently transitions from the alternate to the main path are likely to be difficult, and students who pursue the alternate paths are likely to secure lower status and less well paid jobs. Learners who follow those alternate paths often feel deceived about their opportunities and become frustrated as their lower status becomes clearer.

The notion of multiple and alternative learning pathways has much to recommend it in many African country settings. As commonly implemented,

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however, it may create more problems than it solves. As well, the differentiation embedded in that approach may entrench inequality well into the future.

vi. ***Broad ownership of education initiatives and reforms increases their effectiveness.*** Everyone agrees on the importance of national ownership of education policy and practice. Generally, that has been juxtaposed to external direction and influence. Far too often, however, "national ownership" has been understood as "government direction." The experiences reviewed indicate clearly that where teachers, communities, and students are involved in all dimensions of the education system, initiatives and reforms are generally better adapted to specific settings, more likely to be implemented, and more often able to overcome the obstacles they encounter. While that seems obvious, common practice is to regard education as the property of government rather than the engagement of the education community understood broadly.

The positive examples are numerous. Direct teacher involvement in curriculum development, from conception through implementation, has had positive learning consequences. Community involvement in local schools—not only volunteering labor to construct facilities but also discussing school policy and developing strategies for increasing resources—has had positive learning consequences. Parent, teacher, and student cooperation in foreseeing and addressing transition issues has facilitated the management of those transitions and reduced conflict and frustration. Direct employer engagement in education, not only vocational education but the academic mainstream, and not only advising on needs but supporting an education tax based on the wage bill, has both strengthened community responsibility for education and reduced the gap between schooling and the world of work. Here too the innovations and experiments warrant careful study and sustained support.

It is striking that these common themes highlight education policies and practices that are well known, widely accepted and articulated, and yet most often inadequately or incompletely implemented. That disjunction cries out for an energized convergence of educational vision, political will, careful monitoring and evaluation, critical reflection, and community involvement.

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SYNTHESE DE LA REVUE PAR LES PAIRS AU GABON, AVEC UNE ATTENTION PARTICULIERE PORTEE AUX TRANSITIONS ET ARTICULATIONS ENTRE LES DIFFERENTS CYCLES D'ENSEIGNEMENT DU SYSTEME EDUCATIF

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LISTE DES ABREVIATIONS

TNS   : Taux Net de Scolarisation
LMD   : Licence - Master – Doctorat
BEPC   : Brevet d'Etude du Premier Cycle
Bac   : Baccalauréat
IDA   : Inspection Déléguée d'Académie
PIB   : Produit Intérieur Brut
TIC   : Technologie de l'Information et de la Communication
VIH/SIDA : Virus Immuno Déficient
CDMT   : Cadre de Dépense à Moyen Terme
MEN   : Ministère de l'Education Nationale
CP   : Cours préparatoire
CE   : Cours Elémentaire
CM   : Cours Moyen
CEP   : Certificat d'Etude Primaire

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Description

Le Gabon, doté d'un régime présidentiel depuis son indépendance en 1960, jouit d'une stabilité politique exceptionnelle en Afrique. C'est là, une condition favorable à la réussite d'une politique éducative bien conçue et bien menée qui, on le sait, a besoin de temps pour porter ses fruits.

La première réforme éducative est intervenue en 1966 avec comme effet, l'accès de tous à l'instruction, à la formation professionnelle et à la culture. Une deuxième réforme sera entreprise en 1983 à l'occasion des états généraux de l'éducation au cours desquels, une évaluation de l'ensemble du système et la définition de nouveaux objectifs autour des valeurs humanistes, démocratiques et de progrès social ont été faites. En 2000, les journées nationales de réflexion sur le redoublement donnaient l'alarme devant la dégradation du système éducation – formation. Plus de 6 ans après, le système semble être confronté à une nouvelle crise car les gabonais semblent douter de l'efficacité de celui-ci. Plusieurs raisons sont avancées pour expliquer cette crise : faible efficacité au niveau du pilotage du système éducatif, moyens humains limités, notamment au niveau du corps enseignant, par rapport aux besoins réels, difficultés d'ordre financière et budgétaire, des insuffisances dans le système d'évaluation du système aux plans institutionnel et pédagogique, etc.

L'impact de cette crise en éducation commence à se faire sentir au plan de l'équilibre social et des perspectives de développement durable du Gabon. A titre illustratif, le taux d'échec enregistré dépasse 30% et celui d'abandon ou d'exclusion peut atteindre 20% du primaire au supérieur. L'échec scolaire connaît plus d'ampleur lorsqu'on est en phase de transition suivantes : milieu – école primaire ; primaire-secondaire ; secondaire-supérieur, avec des taux respectifs de 53%, 63% et 30% en moyenne, traduisant ainsi une mauvaise articulation entre d'une part l'école et son milieu et d'autre part les différents cycles du système éducatif. En outre, seul 1/3 des produits du système éducation-formation est absorbé par le marché de l'emploi, révélant ainsi un manque de pertinence du système et de dynamisme de la croissance économique. Le dialogue entre l'école et le monde de travail, celui des collectivités, des structures de développement, de la recherche, qui sont les conditions d'évolution du système éducatif face aux défis du futur, est quasi inexistant.

Pourtant le Gabon possède de nombreux atouts qui lui auraient permis de tirer le meilleur parti de son système éducatif. Il s'agit du taux d'alphabétisation des adultes qui était de 84% en 2002 ; du taux net de scolarisation qui est au primaire de 93% et au secondaire de 50% ; du PIB par habitant qui était de 3000 dollars en 2002 ; des ressources naturelles variées ; mines, pétrole, forêt, agriculture, pêche, élevage.

Aussi, faire en sorte que le système éducatif – formation assure sa véritable fonction sociale reste la gageure pour les décideurs politiques, les partenaires et les acteurs de l'école. La revue par les pairs doit contribuer à relever cette gageure.

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Analyse

1. Politique et gouvernance

Le système éducatif gabonais n'a démarré son réel essor qu'au lendemain de l'indépendance de ce pays en 1960 avec la loi d'orientation qui stipulait que l'enseignement était gratuit, obligatoire de 6 à 16 ans et laïque. La constitution et la loi de 1966 vont prendre en compte les équilibres régionaux et socio-économiques en garantissant l'égal accès de tous à l'instruction, à la formation professionnelle et à la culture. Le français était et demeure encore l'unique langue d'enseignement.

La nécessité de reformer le système éducatif gabonais en termes de vision et d'objectifs s'est fait sentir par l'organisation des états généraux de l'éducation en 1983. Les orientations suivantes ont été prises :
- former des hommes et des femmes épanouis, épris de liberté et respectueux de la dignité humaine,
- former des hommes et des femmes respectueux des valeurs de tradition et capables de conjuguer tradition et modernité,
- former des hommes et des femmes responsables et capables de créativité dans les domaines scientifiques et techniques.

En 2000, les journées nationales de réflexion sur le redoublement sonnaient l'alarme devant la dégradation du système éducation-formation.

La loi d'orientation du développement économique et social du Gabon et le document de stratégie de croissance et de réduction de la pauvreté recommandent que le système éducation-formation soit plus performant et que les actions de formation collent aux besoins de l'économie.

Ces grandes orientations politiques ont bénéficié d'une stabilité exceptionnelle du régime politique et d'une légitimité sociale en raison de l'implication des acteurs et des partenaires dans l`élaboration des reformes éducatives. Mais, à la pratique, et une fois que les crises sont passées, des questions majeures ce sont posées : La gouvernance du système éducatif a-t-elle contribué efficacement à la réalisation des objectifs cités plus haut? La gestion du personnel enseignant techniques et administratif du système éducatif s'est elle effectuée efficacement compte tenu de la pénurie d'outils de pilotage ? Une fois la crise passée le système de prise de décision ou d'exécution a-t-il associé suffisamment les acteurs concernés par l'école au niveau communautaire et des établissements scolaires, ce qui aurait eu pour effet d'optimiser les coûts en capital tant humain que financier?

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2. Curriculum, programs et développement des compétences

La réforme du curriculum a été engagée au niveau primaire en 2004 afin d'améliorer la qualité et l'efficacité interne de l'enseignement. Il s'agit de l'approche par les compétences dont la mise en œuvre s'est faite avec beaucoup d'insuffisances. L'initiative aurait été plus efficace si elle s'était faite dans une plus grande concertation, une meilleure sensibilisation et une formation plus poussée des acteurs, le tout couronné par d'autres mesures d'accompagnement et de motivation.

A noter que cette approche pédagogique est également en vigueur dans l'enseignement technique et professionnel.

Au niveau secondaire, c'est la pédagogie par objectif qui est encore pratiquée et au niveau supérieur c'est l'approche modulaire qui est utilisée.

Toutes ces méthodes d'enseignement mises en œuvre ont besoin d'être évaluées en termes de pertinence, de qualité et d'efficacité interne. En outre l'élaboration du curriculum devrait découler d'un profil de sortie et d'un référentiel de compétences adopté par le corps enseignant et le corps social. Ceci n'a pas été le cas car les principaux acteurs n'ont pas été impliqués dans tous le processus de sa mise en œuvre. Ainsi **l'apprentissage, la maîtrise des connaissances intellectuelles, le développement des aptitudes, des valeurs et des attitudes de l'élève ont peu de chance de réussir dans ces conditions**. La leçon à tirer, c'est que le fossé entre l élève et l'école apparaît déjà au moment de la construction de la personnalité et du développement des aptitudes de l'enfant.

Pourtant au niveau du primaire, les attentes des élèves résident dans la maîtrise des compétences de base en terme de lecture, de calcul et de français qui leur permettront de poursuivre des études secondaires générales ou techniques, ainsi qu'un certain savoir-faire pour s'insérer dans le marché du travail.

Au niveau du secondaire les attentes des élèves concernent la préparation au marché du travail. Ceux et celles qui accèdent au niveau secondaire s'attendent à capitaliser leurs efforts dans des formations qui les préparent à l'enseignement supérieur ou au marché du travail. Ainsi la formation professionnelle et technique devrait recevoir des demandes massives à condition qu'elle donne la preuve qu'elle prépare effectivement à l'emploi.

Au niveau de l'enseignement supérieur on note un faible développement des formations techniques et professionnelles au profit des filières générales où les effectifs d'étudiants sont pléthoriques et où les perspectives d'emploi au terme de la formation sont faibles.

La leçon à tirer c'est la nécessité de mettre en œuvre un mécanisme de correction du déséquilibre initial entre les séries du baccalauréat, mais également la diversification de l'offre de formation et l'amélioration de la qualité de celle-ci.

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3. Evaluations et articulations entre cycle, program et domaine

L'éducation pédagogique et intellectuelle est un outil essentiel au pilotage du système éducatif et de recadrage si nécessaire de la politique éducative. Elle permet ainsi de mesurer l'écart entre les objectifs fixés et les résultats obtenus. Elle englobe aussi bien celle de l'apprenant, de l'enseignant que des services administratif et financier.

Malheureusement, il apparaît que la qualité et la capacité de l'évaluation pédagogique et institutionnelle du système éducatif gabonais sont faibles comme en témoigne l'absence de bases de données complètes et à jour ainsi que les dysfonctionnements du service des statistiques scolaires du ministère de l'Education nationale. Or, en l'absence d'information pédagogique claire et structurée, il est impossible de fixer des niveaux de performance aux établissements d'enseignement et de prendre des services pertinents en matière de suivi. De plus, ces établissements et les services centraux n'ont pas de normes à atteindre ni d'effort à faire dans la mesure où l'autorité centrale ne dispose pas d'outils performants lui permettant d'avoir dans des délais requis, le portrait de la situation générale et celui de chaque établissement, de chaque service au niveau central. Quant à l'insuffisance dans la capacité d'évaluation institutionnelle, elle aura des répercussions négatives sur la planification du développement du système, sur l'analyse de l'efficacité des politiques mises en œuvre, sur l'appréciation de l'adéquation entre les ressources allouées et les besoins d'éducation ou l'appréciation du fonctionnement et du rendement du système éducatif dans son ensemble.

Sur la base de ce constat, on peut dire que la faiblesse de la capacité d'évaluation pédagogique et institutionnelle constitue un autre handicap du système éducatif gabonais.

Les chiffres statistiques actuellement disponibles (1960 à 2006) donnent une idée du niveau de performance du système éducatif gabonais, de son évolution et des facteurs qui l'affectent :

a) Il y a d'abord le taux de scolarisation aux 3 niveaux du système à savoir primaire, secondaire et supérieur. La scolarisation primaire universelle est presque réalisée, TNS : 93%. Celle du niveau secondaire dépasse les 50% et celle de l'enseignement supérieur peut être considérée comme faible compte tenu du taux brut de scolarisation qui ne dépasse guère 5,4% ;

b) Il y a ensuite le rendement scolaire intra niveau d'enseignement. Au primaire, le taux de redoublement est de l'ordre de 35% et celui d'abandon de 10%. Le redoublement est sensiblement de même ampleur au secondaire où son taux est de l'ordre de 30% et le taux d'exclusion est en moyenne de 20%. Au secondaire technique et professionnel, le taux moyen de redoublement est de 26% tandis que le taux d'exclusion avoisine 20%. Au

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niveau de l'enseignement supérieur, les taux d'échec sont encore plus élevés que ceux des ordres d'enseignement cités précédemment. C'est en première année que les taux d'échec et d'abandon sont les plus élevés : respectivement 80% et 46%. Les causes les plus souvent invoquées pour ces mauvais résultats sont l'absence de structure d'information et d'orientation des élèves vers des filières de formation adaptées à leur profil, la faible qualité de la formation dispensée dans les établissements secondaires et supérieurs et la mauvaise articulation des programs d'enseignement entre les cycles secondaire et supérieur ;

c) Il y a enfin le rendement scolaire inter-niveau d'enseignement, reflet de l'articulation et de la transition entre les différents niveaux du système éducatif (*tableaux 1 et 2*). Ainsi, le taux de redoublement pendant les premières années du primaire peut atteindre 53% traduisant une transition non réussie entre l'école et l'environnement social de l'enfant : insuffisance de l'encadrement qualitatif et quantitatif des élèves, de l'accès au manuel scolaire, etc. L'accès à l'enseignement secondaire général est subordonné à un concours d'entrée en 6ème où le taux de succès enregistré reste faible et ne dépasse guère 37% dépendant de la capacité d'accueil des établissements. Quant à l'enseignement supérieur, il est conditionné par l'obtention du baccalauréat comme dans la plupart de pays de la sous-région. Le meilleur taux de réussite enregistré à cet examen ces dernières années a été de 40,4% en 2003 ;

d) Les leçons à tirer de ce constat sont les suivantes :
- Pour améliorer significativement le rendement scolaire global, il faut mettre en œuvre prioritairement des mesures correctives pendant la phase de transition entre l'école et l'environnement social de l'enfant : maîtrise de la langue française, qualité des enseignants, manuel scolaire et enseignants en quantité suffisante,
- Accroître la capacité d'accueil de l'enseignement secondaire devient un impératif car il permettra d'agir à la fois sur le cycle primaire et secondaire au niveau des taux de redoublement en les améliorant de manière significative,
- Une bonne articulation des programs d'enseignement entre les cycles secondaire et supérieur associée à la mise en place d'une structure d'information et d'orientation des élèves vers des filières de formation adaptées à leur profil permettant de réduire significativement les taux d'échec élevés au baccalauréat et en 1ère année d'université,
- La formation continue des maîtres et leur encadrement pédagogique aux niveaux primaire et secondaire, la promotion des activités de recherche au niveau de l'enseignement supérieur, la formation des gestionnaires du système éducatif sont des impératifs pour améliorer les performances du système.

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4. Formation des personnels pédagogique, administratif et autre

La demande en formation des personnels enseignants, administratifs, techniques et de service est une constante dans le système éducatif gabonais, du primaire au supérieur. De plus, la mise en œuvre prochaine du système LMD nécessitera des réformes pédagogiques et de gestion profonde dans l'enseignement supérieur.

Au niveau primaire, la demande en formation de personnel pédagogique découle de la conjonction de deux facteurs : l'insuffisance du nombre d'inspecteurs (1 inspecteur pour 200 enseignants), et le niveau hétérogène des enseignants faute d'une bonne évaluation des ressources en personnel (moniteurs, auxiliaires pédagogiques, Bac, BEPC). La formation continue est disparate et les inspections sont rares faute de moyens financiers et humains. La capacité globale de formation des deux écoles normales d'instituteurs de Franceville et de Libreville (100 instituteurs/an) ne peut pas satisfaire la demande estimée à 1912 enseignants toutes disciplines confondues. Au niveau secondaire, il y a également un énorme besoin de formation en personnel pédagogique (1 inspecteur pour 80 professeurs). Les conseillers pédagogiques sont formés à l'Ecole Normale Supérieure et à l'Institut Pédagogique National et les inspecteurs à l'étranger (essentiellement en France, puis au Canada).

Au niveau de l'enseignement supérieur, l'implantation du régime LMD dans les établissements nécessitera la formation de conseillers académiques pour l'orientation des étudiants dans le choix de leur parcours académique et celle de gestionnaires de ces parcours. Les enseignants doivent développer une capacité d'intégration des TIC dans leur pédagogie.

Au niveau administratif et financier, le ministère en charge de l'Education nationale assure la gestion directe de personnel permanent ainsi que l'allocation des ressources des établissements. Ce sont les Inspections Délégués d'Académie (IDA) qui jouent le rôle de relais de l'Administration centrale qui ne disposent pas pour leur fonctionnement de ressources financières, humaines et matérielles nécessaires (27 personnes pour 130 écoles primaires et 27 lycées et collèges par exemple dans la province de l'Estuaire). La formation de personnel pour ces inspections est donc évidente.

Le ministère de l'Education souffre de cloisonnement de ses services, de manque d'autonomie par rapport aux ministères des Finances et de la Fonction publique pour la gestion des ressources financières et humaines. Tout ceci a des conséquences sur l'efficacité de cette administration.

Il ressort de cette analyse, un certain nombre de leçons :

- l'administration de l'éducation, comme l'enseignement ont besoin de personnels compétents et d'outils performants et modernes pour assurer correctement leur

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mission. La formation continue, un système de gestion de carrière des personnels, des moyens financiers adéquats sont les voies d'y parvenir ;

- une politique de recrutement des personnels pédagogiques et administratifs est nécessaire pour faire face aux besoins de fonctionnement des établissements et de l'administration ;

- le Ministère de l'Education pourrait aussi disposer d'une certaine autonomie de gestion de son personnel afin de pouvoir améliorer la qualité d'encadrement en milieu rural.

5. Accès et équité

Les décisions politiques prises (loi 16/66 au 9 Août 1966) ont permis au Gabon d'atteindre un taux de scolarisation net au primaire de 93%, le plaçant au-dessus de la moyenne de l'Afrique subsaharienne. Ce qui est encore plus remarquable, c'est la parité fille/garçon qui a atteint un rapport de 121/128.

Le problème ici n'est donc pas de savoir comment accueillir davantage d'enfants, mais comment mieux les accueillir et les former : améliorer les ratios, nombre élève/salle ; élèves/maîtres ; manuel scolaire/élève, accès tardif en zone rurale. Ceci aura des conséquences sur le taux d'accès à l'enseignement secondaire général, lequel est subordonné également à un concours de sélection, ce qui fait que le taux brut de scolarisation soit faible (47,28%). La qualité d'accueil des établissements détermine le taux d'admission au concours. La parité fille/garçon est respectée dans la fréquentation du cycle secondaire.

La situation de l'enseignement technique et professionnelle est très préoccupante : peu motivante pour les élèves, accueille les rebuts de l'enseignement général. Cette filière de formation accueille seulement 4,2% des effectifs d'élèves contre 92% dans l'enseignement secondaire général.

Un regain d'intérêt doit être apporté à cette formation au regard d'une part des besoins de développement du Gabon et d'autre part des ressources naturelles nombreuses et variées dont il dispose et qui attendent d'être exploitées. L'accès à l'enseignement supérieur doit être également amélioré. Le taux brut de scolarisation dans l'enseignement supérieur reste faible 5,3% en 2003.

Comme dans la plupart des pays de la sous-région, l'admission aux études supérieures reste étroitement conditionnée à l'obtention du baccalauréat, au concours spécial d'entrée à l'université, au concours de la capacité en droit et de la capacité d'accueil des établissements.

On peut estimer que seulement ¼ de la demande sociale est satisfaite par les 3 universités publiques et les 6 grandes écoles du pays, marqué par un déséquilibre entre séries littéraires et scientifiques (respectivement 62,4% et 37,6%).

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Les leçons à tirer sont les suivantes :
- il est nécessaire d'améliorer la qualité de l'accès au primaire et consolider l'équilibre dans la parité fille/garçon.
- l'augmentation du taux de scolarisation au secondaire nécessite l'accroissement de la capacité d'accueil des établissements et une politique de promotion des disciplines scientifiques et techniques pour mieux répondre aux objectifs de développement du Gabon.
- il est nécessaire d'entreprendre un program de construction de nouveaux locaux et d'équipement en matériel pédagogique et de gestion pour améliorer l'accès à l'enseignement supérieur tout en développant des filières professionnelles courtes avec un mécanisme de passerelle entre filières de formation générale et professionnelle.

6. Ressources financières et pérennisation

Le Gabon ne consacre pas assez de ressources pour le financement de son système éducatif : 3,7% du PIB contre 4% représentant la moyenne de l'Afrique subsaharienne et 5% représentant la moyenne internationale. Selon les indications 39% des ressources sont dépensées au primaire, 28% au secondaire, 10% au supérieur et 7% dans l'enseignement pré-primaire, ce qui laisse un manque à gagner de 16%.

Pour le Gabon atteigne pleinement ses objectifs éducatifs, la part du PIB alloué au financement de ce secteur devrait passer à un minimum de 5%, soit au même niveau que celui des pays à richesse équivalente.
Le financement du système éducatif gabonais connaît également des insuffisances en matière d'arbitrage budgétaire, d'exécution des dépenses (taux de réalisation du budget d'investissement : 1/15), de prévision. Ces insuffisances ne permettent pas au système d'atteindre ses objectifs notamment en matière d'accès, de qualité, de rendement, de pertinence.

Or, il est admis que le niveau d'éducation d'une nation influe fortement sur l'état de pauvreté qui affecte en retour, le niveau de revenu et la croissance économique. Par conséquent, l'amélioration du financement de l'éducation est une condition à l'amélioration de la croissance économique. Les effets positifs du système éducatif sur la société s'observent sur le long terme. D'où la nécessité de mettre en œuvre une stratégie notamment par la création d'un groupe ad hoc de réflexion sur le financement.

Pour l'instant des sources de financement provenant de l'Etat, des emprunts auprès de donateurs bilatéraux et multilatéraux, des collectivités dans le contexte actuel de la décentralisation permettront de mettre en œuvre la réforme.

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7. Infrastructures

De nombreuses écoles rurales ont besoin de réfection, de structures médicales, de cantines scolaires et parfois d'eau courante.

Un besoin de salles supplémentaires estimé à 1500 est nécessaire pour accueillir les élèves de l'enseignement public de manière à obtenir un ratio de 45 élèves/salle. Il faut souligner aussi l'étroitesse des salles de classe.

Dans le secondaire, la construction de salles supplémentaires permettra d'améliorer l'accès et le ratio élève/classe particulièrement pour l'enseignement scientifique qui souffre de manque d'équipement : pénurie en bibliothèque moderne, laboratoires, TIC, matériel d'expérimentation, etc.

Dans l'enseignement supérieur, il faut procéder à la construction de nouvelles facultés en vue d'accroître l'accès et de décongestionner l'université Omar BONGO. Au regard des difficultés que rencontrent les enseignants à se loger notamment en zone rurale et les conséquences de cette situation sur la qualité de l'enseignement, des mesures appropriées portant sur la politique du logement doivent être prises dans les meilleurs délais.

8. Thèmes transversaux

Le program multisectoriel de lutte contre les VIH/SIDA doit être soutenu en milieu scolaire et concerner tout le personnel du secteur : enseignants, élèves, administrateurs, personnel technique et de service. A cet effet, les Universités peuvent être mises à contribution au travers des étudiants de la Faculté de Médecine, dans les opérations de sensibilisation et de formation des formateurs.

Enfin, un thème transversal à évoquer est relatif au renforcement des compétences et d'une meilleure répartition des ressources humaines surtout au niveau des postes techniques). Il s'agirait pour l'Etat de nommer des responsables compétents, et dévoués pour la cause de l'éducation. Un cahier de charge avec obligation de rendre compte doit être exigé par le gouvernement au Ministre de l'Education et aux différents responsables administratifs et pédagogiques au niveau central et aux collectivités : « faute d'individus compétents au service de l'Etat, il ne saurait avoir d'Etat compétent » disait Balcerewicz (1998)

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Recommandations

1) La bonne gouvernance au niveau politique, administratif, technique est une exigence pour la réussite sociale, économique et culturelle du système éducation-formation. Des femmes et des hommes compétents et dévoués pour la cause de l'école gabonaise et la stabilité politique et professionnelle sont les premiers garants de cette bonne gouvernance.

2) Le système éducatif gabonais peut être amélioré car il possède des atouts en ressources humaines et en moyens financiers. Le système a un réel besoin de qualité particulièrement à l'entrée primaire et au supérieur. L'amélioration des taux de rétention au primaire et de la transition au secondaire constituent les premiers messages qui donneront un crédit social à l'école.

3) Les réformes à mettre en œuvre doivent se faire dans une vision de l'éducation qui englobe l'ensemble du secteur et qui assure une bonne articulation et un équilibre judicieux entre tous les niveaux d'éducation, primaire-secondaire-supérieur, en tenant compte des marchés du travail et des politiques et priorités économiques, sociales et culturelles du pays. Faute de parvenir à cet équilibre et à cette diversité dans l'éducation, les perspectives et les espoirs de croissance, de cohésion sociale, de distribution plus équitable des fruits de cette croissance et de réduction de la pauvreté risquent de se retrouver hors de portée.

4) La part du PIB alloué au financement de l'éducation doit passer au minimum à 5%, tout en instaurant un système de gestion rigoureux, par exemple le cadre de dépenses à moyen terme CDMT (2006-2008).

5) Il est indispensable de moderniser le système académique et scientifique afin que l'enseignement au Gabon s'inscrive dans les courants mondiaux basés sur la mobilité et le partage des programs de formation. Ceci repose sur la mise en œuvre de la réforme LMD dans l'enseignement supérieur, le développement des capacités des enseignants, l'intégration des TIC dans l'enseignement, l'amélioration de la gouvernance, de la gestion administrative et financière.

Dans l'immédiat il faudrait peut-être envisager au moins les mesures suivantes :

1) Faire des études poussées sur les causes de la faiblesse de l'efficacité interne ;
2) Introduire la Gestion par objectifs ;
3) Mettre l'accent sur le renforcement des capacités des gestionnaires et veiller à l'adéquation entre profil et poste ; et
4) Envisager une gestion transversale, rigoureuse et intégrée.

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Tableaux

Tableau n° 1 : Taux d'écoulement du primaire

Taux \ Niveau	CP1	CP2	CE1	CE2	CM1	CM2
Taux de promotion (%)	42,9	70	55	69,3	63	
Taux de redoublement (%)	43,9	33,9	37,3	26,1	29,8	28,2
Taux d'abandon (%)	13,2	-3,9*	7,7	4,6	7,2	-

Source : Etat du système éducatif. MEN/DPPI service de statistique, Mai 1999.
*: Taux d'abandon négatif s'explique par l'accueil direct d'élèves qui ont suivi au préalable l'enseignement pré-primaire.

Tableau n° 2 : Taux de réussite aux différents examens

	CEP (1960 à 2003)	Concours 6ème (1999)	BEPC (1962-2004)	Baccalauréat (1970 à 2004)
Taux de réussite (%)	17,7 à 72	31,3	58 à 23	80,2 à 36,57

Sources : MEN et Office du baccalauréat

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Transition & Articulation between Sub-sectors and types of Education: Lessons learned from Mauritius Peer Review

Contribution of Mauritius

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Acronyms

ADEA	:	Association for the Development of Education in Africa
CPE	:	Certificate of Primary Education
ECCE	:	Early Childhood Care and Education
EFA	:	Education for All
EYES	:	Early Years Education Services
GTER	:	Gross Tertiary Enrollment Rate
HSC	:	Higher School Certificate
ICT	:	Information and Communication Technology
IVTB	:	Industrial Vocational Training Board
IFET	:	Institut de formation et d'éducation tertiaire
MDG	:	Millenium Development Goals
MES	:	Mauritius Examinations Syndicate
MIE	:	Mauritius Institute of Education
NGO	:	Non-Government Organization
NTC	:	National Trade Certificate
PVE	:	Pre-Vocational Education
PVT	:	Pre-Vocational Training
SADC	:	Southern African Development Community
SBIT	:	School-based in-service training
SC	:	School Certificate
SEN	:	Special Education Needs
SENIT	:	Special Education Needs Intervention Team
TEI	:	Tertiary Education Institutions
UNESCO	:	United Nations Educational Social and Cultural Organization
ZEP	:	Zone d'Education Prioritaire

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Abstract

In the absence of natural resources, Mauritius has no choice but to rely on its human resources. Wastage of this resource can prove to be fatal in this era of globalization and hypercompetitive economy. Significant wastage in human resource development is noticed at the point of transitions. Transitions from one level to another can prove to be difficult, stressful and challenging if it is not well prepared. The purpose of this paper is to document and analyze issues of transitions and articulation between the various levels and types of education and training observed during the peer review exercise implemented in Mauritius during 2005-06. Particular attention has been given to transition pressing issues from pre-primary to primary, within primary level, from primary to lower secondary to upper secondary, from vocational to academic and vice-versa, from secondary to tertiary, from school to world of work, especially in relation to those drop-outs. Despite the fact that education is compulsory up to the age of 16 years, several students leave the system or are forced to leave the system before completion. The findings point back to the programs in schools on which retention and early leaving are based and to how successful different groups of individuals are in managing the demands of these programs. There is growing evidence to show Uniformity in input does not always guarantee uniformity in output. It is recommended that transitions must be well prepared, and school to career transition efforts should employ meaningful career counseling, a strong work-based learning component, structured training and mentoring at the work site, an academically rigorous path of education for all students, small learning communities, and career themes combining academic curriculum with career-related courses, each reinforcing one another. The paper presents the various initiatives being taken in Mauritius.

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Executive Summary

Mauritius, with its few natural resources, has experienced an astonishing transformation within a short span of 40 years, from a struggling post-colonial society plagued with problems of survival, to a politically and economically stable country. A study of the ingredients that have contributed to this success shows the pivotal role of our human resources who have provided the products and services which are required by the international community. Our survival is still threatened in this increasingly global economy. Thus we need more and more thinking hands that can ensure that economic growth is sustained. We can't afford to waste the skills and competences.

In all countries, the challenge for the education system at every level and every stage is to make sure that it really gives people the opportunity to fulfill their potential. Moreover to respond to employment instability and growing demands for performance at work, educational systems must now prepare students not only for their first full-time jobs, but also for continued learning and career transitions throughout their working lives. It is, therefore, crucial that we understand the way in which the education, training and labor market systems interact to shape the transition process.

Transition is a passage from one stage to another. There is a great deal of information indicating that a child's success in school can be linked, at least in part, to effective transition practices and activities. In fact, children's early experiences lay the foundation for enjoying school and performing well.

The purpose of this project is to document and analyze issues of transitions and articulation between the various levels and types of education and training observed during the peer review exercise implemented in Mauritius. Lessons will be drawn from the studied countries to inform other African countries.

Several researchers have studied the relationships between plans and completion or early leaving. According to them the decision to leave the system of education before completion is often considered to be a long-term process rather than an impulsive event. Students who plan on completing or leaving early have their reasons. Some of them have positive plans: they want to leave school to enter an apprenticeship or take up a job. Others feel repelled by school rather than attracted by the workplace: many of these students state they 'don't like school'. Some say that they want to do subjects that the school does not offer, or want to leave for job training that is not available at school.

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Over the years, the fluctuations in the percentage of candidates who passed CPE are very little. The outcomes of primary schools - as represented by the percentage of students passing CPE – have been stagnating for the past decades. What is even more surprising is the grade distribution at CPE level which is "U – Shape" showing a trend which is exactly opposite to that of a normal curve which governs the distribution of intelligence.

Another cause for concern is the high rates of repetition and drop out at the secondary level. At present, 55% of a cohort successfully complete the School Certificate but only 35% access the Upper Secondary (i.e. HSC/GCE 'A' Level). The remaining 65% are not sufficiently catered for. These students follow various courses leading to the award of vocational certificates or enter the world of work.

Total government expenditure estimates for the financial year 2007/2008 is Rs 61,544 million, out of which, Rs 7,812 million (13%) has been allocated to education. Government capital expenditure on education, estimated at Rs 872 million, represents 9% of total government capital expenditure (Rs 10,050 million), and recurrent expenditure on education estimated at Rs 6,940 million, that is 13% of the government total recurrent expenditure (Rs 51,494 million).

In March 2007, there were 1,076 schools providing pre-primary education. The Gross Enrollment Ratio (pre-primary enrollment as a percentage of the population aged 4 and 5 years) works out to 94% in 2007 against 95% in 2006. The average number of pupils per teacher works out to 15. More boys enrolled than girls at the pre-primary level.

Although the age-specific enrollment rates both at age 3 and at age 4 have been rising over the last ten years, 15.3% of 3-year-olds and 12.7% of 4-year-olds were not enrolled in pre-primary school in 2007.

The primary school population in the Republic of Mauritius decreased by about 2% from 121,387 in 2006 to 119,310 in 2007. Boys represented 51% of the 2007 primary school population and girls 49%. Around 74% of the primary school population was enrolled in government schools and the remaining was in private aided and non-aided schools. In 2007, the Gross Enrollment Ratio (primary enrollment as a percentage of the population aged 6 to 11 years) works out to 101%, against 102 in 2006. The survival rate (number of all school candidates taking CPE examination for the first time in year n as a percentage of the number of students joining grade I in all schools in year n-5) has been varying for the past twelve years between 94% and 97%. The repetition rate (number of all school candidates taking the CPE examination for the second time in year n as a percentage of the total number of all school candidates taking CPE examination in year n) has been decreasing over the last twelve years.

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The pass rate for girls has been generally higher than that for boys in all districts for the past seven years. There is a marked decrease in the pass rate among the students going to schools in the Black River district.

There is a marked difference between the number students studying in the last year of primary school and the first year of the secondary school shows the inherent weaknesses of the primary education which is not providing the students with the required knowledge and skills to allow them to join Form I. Do we need to wait till the end of the six years at the primary level in order to know that a child has not acquired the basic skills? How far is automatic promotion really helping the children?

Secondary education enrollment increased by about 2% from 114,657 in 2006 to 116,706 in 2007. Among the students, 60,609 (52%) were girls and 56,097 (48%) were boys. About 38% of the secondary school population was in state schools and 62% in private (aided and unaided) schools. Gross Enrollment Ratio (secondary education enrollment as a percentage of the population aged 12 to 19 years) for the academic stream was 69% in 2007 which was same as in 2006. The secondary education teaching staff in the academic stream was 7,423 (3,278 males and 4,145 females). The pupil/teacher ratio works out to 16.

On average, around 30% of the students drop out from the PVE system. The pathways for progress for pre-vocational students seems to be limited thus leading to a large number of dropouts.

If, on average, three out of every four students who complete pre-vocational education join the NTC Foundation course, 70% of them complete it. However, only around 10% of them join the NTC3 course. Broadly, the pre-vocational education is preparing only one out every ten students to join the vocational course. The remaining students have to leave the system.

The Gross Enrollment Rate (tertiary education enrollment as a percentage of the population aged 20 to 24 years), which was 28.4% in 2005, reached 34.1% in 2006.

From the data collected between April and June 2007, the unemployment rate for the second quarter of 2007 is estimated at 9.0%, lower than the rate of 9.6% at the previous quarter and 9.8% at the second quarter of 2006. Unemployment rate for the year 2007 is estimated at 9.2% against 9.1% in 2006.

Among the unemployed people at the second quarter of 2007, some 9,500 or 19% had not reached the Certificate of Primary Education (CPE) level or equivalent and a further 19,700 (40%) did not have the Cambridge School Certificate (SC) or equivalent.

The initiatives being taken by the Government of Mauritius include:

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- The Empowerment Fund was launched in 2006 aimed at Training and re-skilling of the unskilled unemployed. The State pays a monthly stipend to every trainee.
- Work Placement for Students of Secondary and Vocational Schools during School Holiday is a short period placement of around 2 to 3 weeks duration for students of Lower VI (age 16-18) as well as to students enrolled in third year of prevocational.
- The National Training Fund has been operation in 1989. The scheme has paid out a total amount of nearly Rs1billion to employers as training incentives over the past 18 years. It has facilitated direct training of around 340,000 persons in the private sector over the past 18 years.
- The Bridging the Gap Initiative was launched in 2006 with an overall aim at ensuring a good start and a smooth transition of the children from Pre-primary to Primary education.
- The National Human Resource Development Plan (NHRDP) was launched in April 2007. The core objectives of the NHRDP are to estimate demand for manpower in key sectors in terms of different skills/knowledge, decrease the mismatch between the demand and supply of manpower, and develop proactive human resource development policies.

Clearly, there is no single factor that produces differences in patterns of drop-outs and, therefore, no single policy that will be successful in reducing differences.

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1 INTRODUCTION

In all countries, the challenge for the education system at every level and every stage is to make sure that it really gives people the opportunity to fulfill their potential. In fact, through education, every nation would like to help the children to develop and make the most of their talents irrespective of their heterogeneous nature, aptitudes, talents and learning styles. The goal of most educational processes is to empower not only those who fit in and do well on the typical route of academic progression, but also those who learn differently. However, the rates of completion vary within a country and between countries. In several cases the variation can be quite substantial. The variation in completion rates may be explained by several factors including population and economic differences, policy differences linked to characteristics of school systems, curriculum and program changes and school-based policies. Clearly all children are not having an equal or fair share of the investment being made in the education sector. In this context, it is vital to gain an understanding of the different sets of factors that drive completion rates. This will allow us to have a clearer idea about what can be targeted from a policy perspective as well as get some measure of the factors that may work to inhibit or promote both completion rates and more successful intervention strategies.

In today's landscape, a person's career is a continuous process of working, learning and development. Careers are unique to each individual and are dynamic, unfolding and changing as a person develops new abilities and acquires different life experiences. Everyone has some inherent skills and competencies. However, career guidance is very often not effective enough, thus leaving many pupils clueless about what they would like to do or which educational pathways they would want to pursue until they are about to graduate and they are forced to make the decision. Many students remain undecided in their career options and they do not know how to choose the right education path, ending up with a lot of anxiety for the future. Consequently, many are pushed out of the system. It is important to have appropriate mechanisms and strategies in order to reduce the number of those who are forced to leave the system prematurely.

Undoubtedly, if a greater number of students are able to complete the education cycles successfully, then we will have a larger skilled and competent labor force with less wastage in the system. Every nation requires more and more thinking hands as we move further into the era of globalization, technological development and knowledge society that are hastening the pace of economic and social changes. It is now accepted that economic growth, employment levels and the availability of a skilled workforce are interrelated: economic growth creates employment, but economic growth partly depends on skilled human resources – a country's human capital. Sustained economic growth is at the basis of every society where prosperity is not limited to the few, but is shared - and indeed created - by the many, and where every child gets the right start in life.

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Where young people have a chance to grow and to be the best at whatever they choose to do. Where citizens have access to the skills and knowledge they need to excel. Education is viewed as the essential element for maintaining the nation's global competitiveness. No nation can afford to waste talents especially at a time when we have more and more innovation-driven economies.

In his best seller, The World Is Flat, Thomas Friedman attributes the need for higher order skills in the workplace to the fact that "…technology will be churning old jobs and spawning new, more complex ones much faster than during the transition from the agricultural economy to the industrial one." With such rapid changes in the workplace, the key concern today is employability. The learning curve of competencies needed to remain employable is becoming steeper as the time available for learning becomes shorter. Moreover, recent decades have seen rapid educational expansion and labor market changes. Such changes have had the greatest impact on those entering the labor market for the first time. Indeed, many experts have argued that the period of transition from school to work has become more prolonged and less predictable as a result of such changes. To respond to employment instability and growing demands for performance at work, educational systems must now prepare students not only for their first full-time jobs, but also for continued learning and career transitions throughout their working lives. It is, therefore, crucial that we understand the way in which the education, training and labor market systems interact to shape the transition process.

Transitions are often a difficult time of life. The stress and challenge inherent in adjustment can create developmental crises for even the heartiest individuals. Transition from one level to another for any student and his or her family may also bring feelings of anxiety, anticipation, hope and fear. Helping students in transition is similarly challenging. It becomes important to facilitate successful transitions through development of strategies and mechanisms. Several research studies conclude that children from low SES (Socio Economic Status) backgrounds have a much lower rate of school completion than children from high SES families. Although there are variations within low SES groups, (e.g. by language background), for children from low SES families as a group the chances of completion vary according to the schools they attend, the states or district they are in, the region where they live, and local labor market opportunities. In other words, the impact of SES on completion can be modified by a variety of contextual factors. Identifying and understanding the complex interplay of the background and contextual factors, and their relationships, is essential for designing interventions and shaping public policy in a more targeted way.

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2 OBJECTIVES OF THE STUDY

Transition is a passage from one stage to another. We experience many transitions in our lives -- from one job to another, from a starter home to dream house, from single to married life, etc. In school, we move from one grade level to another -- early intervention to pre-school, kindergarten to first grade, middle school to high school and high school to college or work or both. We spend much of our time planning for life's major transitions. All of these transitions can be difficult as they require adjustment to the new experiences. Moreover, there is a great deal of information indicating that a child's success in school can be linked, at least in part, to effective transition practices and activities. In fact, children's early experiences lay the foundation for enjoying school and performing well.

Therefore there is a need to document, from concrete examples, these transitional phases, draw lessons on the way to handle the pressure and develop more effective methods to transit from one level to the other. The study would inform other African countries on the challenges encountered during these critical phases and the solutions experimented in the three countries to meet these challenges.

Previous work suggests that there are several important groups of factors to consider including social and demographic (e.g. gender, region, ethnicity, socioeconomic status, indigenous status), curriculum and certification (e.g. breadth of offerings, VET in schools, senior school certificate requirements, alternative programs, university entry requirements), school organization (e.g. sector, selective entry schools), student performance (e.g. early school achievement and academic progress), teachers and pedagogy (e.g. teacher quality, teaching styles, assessment), personal (e.g. finances, physical and mental health, disability, psychological, pregnancy, drug use, transport, family obligations, family breakdown, homelessness), and economic and labor market (e.g. employment and unemployment, apprenticeship, industry, recession and growth, teenage labor market opportunities).

The purpose of this project is to document and analyze issues of transitions and articulation between the various levels and types of education and training observed during the peer review exercise implemented in Mauritius. Lessons will be drawn from the studied countries to inform other African countries.

Particular attention will be given to transition pressing issues from pre-primary to primary, within primary level, from primary to lower secondary to upper secondary, from vocational to academic and vice-versa, from secondary to tertiary, from school to world of work, especially in relation to those drop-outs.

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3   LITERATURE REVIEW

Those who leave the system before completion can be, in general, categorized into two groups. The first group would comprise those who planned to leave the system, and the second one would consist of those who are pushed out of the system because they could not fulfill certain criteria to move to the next stage of learning.

Several researchers have studied the relationships between plans and completion or early leaving. According to them the decision to leave the system of education before completion is often considered to be a long-term process rather than an impulsive event. Those who do leave early have often been thinking about leaving for some time. In the United Kingdom, Ryrie (1981), who followed a cohort of 1,129 students over the last three years of compulsory education in eight Scottish comprehensive schools collecting information through personal interviews, found that over two-fifths of those who left school at age 16 years had already decided to leave three years previously. Ryrie concluded that choices about staying or leaving were based on assumptions of long standing. Varlaam and Shaw (1984) studied a group of 1,200 Year 11 students in Inner London secondary schools found that three-fifths of those who were intending to leave at 16 years said that they had 'always' meant to start work as soon as possible rather than stay at school. Foskett & Hemsley-Brown (2001) surveyed 1,284 Year 11 students from several schools and reported that 42 per cent recalled beginning the process of deciding on whether to remain or not in Year 10 or earlier, with 5 per cent recalling beginning to choose before the age of 13. It would seem that many young people do not change their minds once they have decided and the decision to stay or go is often made some time well before the actual event. According to Marks, Fleming, Long & McMillan, (2000) even after taking account of a wide range of other factors that shape the likelihood of completion or early leaving — such as achievement, socioeconomic status, gender, ethnicity, region and attitudes to school — stated plans remain significant predictors of the students' eventual behavior. One conclusion from these findings is that it makes sense to ask young people what their intentions are, and to find out what aspects of their life circumstances led them towards these intentions. Students who plan on completing or leaving early have their reasons. Some of them have positive plans: they want to leave school to enter an apprenticeship or take up a job. Others feel repelled by school rather than attracted by the workplace: many of these students state they 'don't like school'. Some say that they want to do subjects that the school does not offer, or want to leave for job training that is not available at school. There are a lot of very different stories that individuals tell about why they leave early, and while the patterns that emerge are certainly complex, some generalizations that may be of value for educational policymakers and practitioners can be made. In the United States, for example, a national longitudinal survey that commenced with Grade 8 students in 1988 found that almost one-half of early leavers cited

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school related reasons for leaving school early (see Table 3.1). Approximately 15 per cent cited economic and work-related reasons for leaving early, while up to a third of female early leavers and 13 per cent of males gave personal reasons.

Table 3.1: Reasons for dropping out of school			
%	Male	Female	Total
School related reasons:			
Did not like school	57.8	44.2	51.2
Could not get along with teachers	51.6	17.2	35.0
Could not get along with students	18.3	21.9	20.1
Was suspended too often	19.2	12.7	16.1
Did not feel safe at school	11.5	12.8	12.1
Was expelled	17.6	8.9	13.4
Felt I didn't belong	31.5	14.4	23.2
Could not keep up with school work	37.6	24.7	31.3
Was failing school	46.2	33.1	39.9
Changed school, didn't like new one	10.8	15.8	13.2
Work related and economic reasons:			
Couldn't work and go to school at same time	20.0	7.8	14.1
Had to get a job	14.2	16.0	15.3
Found a job	18.6	11.8	15.3
Had to support family	4.8	14.0	9.2
Personal reasons:			
Wanted to have family	4.2	8.4	6.2
Was pregnant	0.0	31.0	15.0
Became parent	5.1	22.6	13.6
Got married	3.4	23.6	13.1
Had to care for family member	4.6	12.2	8.3
Other reasons:			
Wanted to travel	2.5	1.7	2.1
Friends dropped out	16.8	11.3	14.1

Source: Figures derived by Stephen Lamb from National Educational

Several findings suggest that there are some young people who leave school because they do not believe that staying on would help them to get a job. This view exists even though the early leavers may be concerned about their employment prospects. Similar findings have been reported by Lamb, Dwyer & Wyn (2000), using longitudinal survey data, and by Ainley and Sheret

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(1992), Pitman and Herschel (2002), Teese (2002), Smyth et al. (2000) and Craven et al. (2003). These findings are consistent with those reported in the United Kingdom. There, work-related reasons are cited by early leavers as the most dominant reasons for not continuing beyond the minimum leaving age. Large surveys undertaken by Dean (1982b), Vaarlam and Shaw (1984), Kysel, West and Scott (1992) and Maychell and Evans (1998), all found that the wish to go to work and earn money was by far the most frequent reason that young people gave for leaving school at the minimum age.

A study conducted in Mauritius (MLA, 2003) showed that 10% of students in grade 4 (age 9 years) said that they don't like going to school. This is in line with several researchers' findings (Fine, 1991; King, 1999; Spierings, 1999) according to which young people will not stay at school if they are having a miserable time, are failing academically, or are in trouble with teachers. For this group, it is the case even if they are not able to find work or do not have other education and training opportunities to go to. Some students leave school because of curriculum and program issues. They drop out of school because school does not offer the course they want to do or the courses that are offered are not relevant or of interest to them. Lamb, Dwyer and Wyn (2000) found that up to 15 per cent of early leavers report that their main reason for leaving school was to do training or study not available at their school. Pitman & Herschel (2002) surveyed 1,125 Year 9 and 10 students in Queensland secondary schools and found that a lack of curriculum choice in the lower secondary school led some students to lose heart, believing that high school will not offer them the job training they want in order to prepare them for work. Taken together, approximately one-third of all early leavers say the main reason they left school was because they did not like it, they were not doing well, or that they had lost interest or motivation to continue (ABS, 1997). If the first major motive for early leaving is the desire to work, then the second major factor is the desire to get away from school. The third major set of reasons for not continuing in school relate to family and personal related factors. There are some children who become truants, some become juvenile offenders, and many of them leave the school system before reaching the legal leaving age. Numerous official inquiries have been conducted by high-level bodies including Parliamentary Committees, and State and Commonwealth departments into the causes and consequences of youth homelessness and juvenile crime (Beresford, 1993). These inquiries overwhelmingly found that homeless students and juvenile offenders came from families that are very poor or families where domestic violence is not uncommon. In some cases these young people had been victims of sexual abuse. Broken school attendance and academic failure are common in this group. Broken attendance and early leaving are common where there is poverty, transience and ill-health. When a low-skilled worker loses a job or a family is re-located by public housing authorities, children have to change schools. High levels of mobility between schools are more common among students from families of low socioeconomic status. Where a family is poor and affected by illness or mental health problems, older siblings often carry out parental roles. Erratic school enrollment patterns, high mobility between schools, and broken

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attendance means that a good deal of school time is lost. A downward spiral in academic achievement follows and this in turn leads to low academic self-esteem and disengagement from school (Beresford, 1993; Fine & Zane, 1989). Some young people are homeless but still attempt to stay on at school. Others may be wards of the state, or orphaned minors. Some young women fall pregnant and become mothers while they are still school students. While this group might represent a relatively small proportion of the overall student population, the probability that they will not make it to Year 12 is much higher than for other students in less disadvantaged categories. Work and career are often given by students who stay on to Year 12 as the main reasons for doing so. A survey of over 4,400 students in the United Kingdom reported that the three main reasons chosen for staying on at school to sixth form were: 'improving career prospects in general', 'qualifications necessary for chosen career', and 'wish to go on to higher education' (Vincent & Dean, 1977). Very few said that their main reason for staying was their interest in the subjects that they were studying. Another study of 800 sixth form students in inner London found that the reason most often given for staying on was to get qualifications in order to improve employment prospects (Dean 1982a). Similarly, Kysel, West and Scott (1992) reported that among students approaching the minimum leaving age, the three most frequent reasons given by those who intended to stay on all involved the wish to get more qualifications in order to improve employment prospects. More recently, a questionnaire survey of over 1,400 Year 12 students in schools and colleges showed that the three most important reasons given for staying on were the need to obtain appropriate qualifications to get a job, the wish to carry on studying, and the need to obtain qualifications for university entrance (Keys & Maychell, 1998). While immediate work and earnings rather than a distant future career drive early leavers, career planning and career requirements are influential for those who remain in school until completion of Year 12. Motives also vary depending on where students come from (urban leavers tend to differ from early leavers in remote and rural areas). Gender plays a role in the balance of motives, for the work motive tends to have a greater pull on boys than on girls. Homeless students and the very poor have a somewhat different balance of motives.

Stephen Lamb *et al* (2004) carried out a study to identify the main drivers of current trends in retention rates across States and Territories in Australia. Their conceptual models are given at Annex I. They also came up with a statistical model focusing on individual student factors. The model comprised a range of other variables which impact on the likelihood of Year 12 completion, including parental aspirations and school policies, which are well within the influence of systems. The results showed that the process of early leaving is shaped by the different contexts within which individuals are situated. For example, family context has a major impact on retention (family background factors explain about 11 percent of variation in retention rates; this is made up of 7.6% of the variance accounted for by student factors and 38.1 per cent of the variance accounted for by school-level factors $[(.076*89.7)+ (.381*10.3)=10.7)]$.). Children from low SES backgrounds have a much lower rate of school completion than children

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from high SES families. Although there are variations within low SES groups (e.g. by language background), for children from low SES families as a group the chances of completion vary according to the schools they attend, the States or Territories they are in, the region where they live, and local labor market opportunities. In other words, the impact of SES on completion can be modified by a variety of contextual factors.

As far as the family context is concerned, the results suggest that parental aspirations and the aspirations of peers are influential along with the quality of teaching and features of school climate. Differences linked to schools and school policies explain about four percent of the total variation in retention (The 4% is the difference approximately between the total variance explained by student, family and school factors (17.6%) and the total variance explained by student and family factors (13.7%)). Of these factors, higher retention rates associated with attending independent schools appears to be linked to intake rather than any additional effect. Much of the effect of family, school and peer factors is made through the impact of these influences on academic achievement, students' own aspirations and their levels of engagement in school.

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4 SUMMARY OF THE FINDINGS FROM PEER REVIEW OF MAURITIUS

The Peer Review in Mauritius was conducted from June 2005 to February 2006. The Report was presented to the Minister of Education & Human Resources on 2 August 2006. The summary of the findings of the Peer Review is given in Annex II.

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5 EDUCATION SYSTEM, GOVERNANCE AND STRUCTURES IN MAURITIUS

5.1 Mauritian Education System

Formal education at all levels is governed by the Education Regulations of 1957 and the Education Act of 1982 and their various amendments. The Mauritian education system has been to a large extent shaped by the type of schooling development in the French and British colonial times. The Mauritian education system is presented at Annex III.

In Mauritius, a large majority of children spend up to two years in pre-primary schools. This is followed by six years of compulsory primary schooling from Standard I to Standard VI leading to the Certificate of Primary Education (CPE). The Certificate of Primary Education (CPE) examination is taken by all the children at the end of the primary cycle. It is used for both certification and selection purposes. At the primary level, children are also admitted to ZEP schools. Schools that have a pass rate of less than 40% over the last five years at the CPE examination are classified as ZEP schools. These schools are given special support by the government. After CPE, all children must remain in the education/training system up to the age of 16. Admission to State National secondary schools or Regional ones is based on CPE results. Children may also go to private-aided or private non-aided secondary schools. All those who pass the CPE would usually adopt the route that starts from Form I to Form V leading to the Cambridge School Certificate (SC) and a further two years at secondary ending with the Cambridge Higher School Certificate (HSC). After completing the primary education, children may opt for the vocational route. Presently, all those who fail the CPE examinations join the pre-vocational stream for three years. After the first three years, children from both the academic and pre-vocational streams may join the National Trade Certificate (NTC) Foundation course. This course aims at preparing the students to join the NTC III and NTC II courses. These students can go for Higher National Diploma (HND), and since recently they can eventually enroll for a degree program at the University of Mauritius. Education is free at primary and secondary levels. At tertiary level, all full-time undergraduate programs are free at the University of Mauritius.

5.2 Weaknesses of the Mauritian Education System

The Peer Review exercise identified several weaknesses that existed in the education system. The World Bank Report[1] of 1995 stated that "skills produced are below requirements because of low quality of input and instruction. Three-fourths of secondary school teachers have inadequate teaching skills; the curriculum pays insufficient attention to the acquisition

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[1] World Bank (1995) Mauritius Country Economic Memorandum: Sharpening the Competitive Edge.

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of basic cognitive skills, science and mathematics, while a rigid examination system encourages memorization of facts rather than the ability to analyze and solve problems."

A similar observation has been made in the IMF Report (2005)2: "Mauritius educational system is lagging behind the transformation of the economy. Although Mauritius has a comparatively high level of literacy, it is weak in secondary and post-secondary education, especially in natural sciences, engineering, and vocational subjects."

A major weakness of the Mauritian education system has been a bottleneck situation constraining access from primary to secondary education and an intense competition to secure a place in a small number of perceived national "star" schools.

With most learning geared towards examinations and the scoring of high marks, there has been a tendency to neglect non-examinable subjects, with little consideration for the emotional, psychological and aesthetic development of children. Rote learning and memorization of facts combined with private tuition are dominant features at both primary and secondary levels.

Promotion in primary schools has been automatic and the provision for remedial education insufficient. Consequently, low achievers and late developers that represent about 25% of the primary school population leave primary school without a certificate. Due to automatic promotion, a lack of professional input in the detection of both low-achievers and talented children has always been felt.

Another cause for concern is the high rates of repetition and drop out at the secondary level. At present, 55% of a cohort successfully complete the School Certificate but only 35% access the Upper Secondary (i.e. HSC/GCE 'A' Level). The remaining 65% are not sufficiently catered for. These students follow various courses leading to the award of vocational certificates or enter the world of work.

Over the years, the fluctuations in the percentage of candidates who passed CPE are very little. In 1995, it was still 65.3%. The outcomes of primary schools - as represented by the percentage of students passing CPE – have been stagnating for the past decades. What is even more surprising is the grade distribution at CPE level which is "U – Shape" showing a trend which is exactly opposite to that of a normal curve which governs the distribution of intelligence.

At secondary level, there has been an increase in number of schools due to the construction of the new schools. However, the performance of students has not improved in qualitative terms.

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[2] E Sacerdoti, Gamal El-Masry, P Khandelwal and Y Yao (2005) Mauritius; Challenges of Sustained Growth, Wahington, D.C. International Monetary Fund.

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The performances of children confirm the observations made by experts from the World Bank and IMF. Are the inherent weaknesses in our education system emanating from an education policy which has long put more priority on initial teacher training than on continuing in-service education? Or are they the result of the absence of regular, reliable and timely assessment? Definitely, the performances of our children in the examinations show that the educational policy reforms have failed to establish coherence and consistency among the major components of the teaching and learning process.

5.3 Educational Reforms

Educational change on any scale is almost always a slow and complex process requiring continuity of policy and sustained implementation mechanism. Action on the ground is inevitably influenced by existing structures and provision, and the difficulty of bringing about major shifts, for example in public budgets even when the will is strong. However, meticulous educational planning definitely leads to effective results faster. The various educational reforms are given in Annex IV.

5.4 Government Expenditure on Education

Total government expenditure estimates for the financial year 2007/2008 is Rs 61,544 million, out of which, Rs 7,812 million (13%) has been allocated to education. Government capital expenditure on education, estimated at Rs 872 million, represents 9% of total government capital expenditure (Rs 10,050 million), and recurrent expenditure on education estimated at Rs 6,940 million, that is 13% of the government total recurrent expenditure (Rs 51,494 million).

**Figure 5.1.   Recurrent Expenditure on education,
Republic of Mauritius, 2007/2008**

Other, 7%
Primary, 25%
Pre-primary , 2%
Post-secondary, 11%
Technical & vocational , 4%
Secondary, 51%
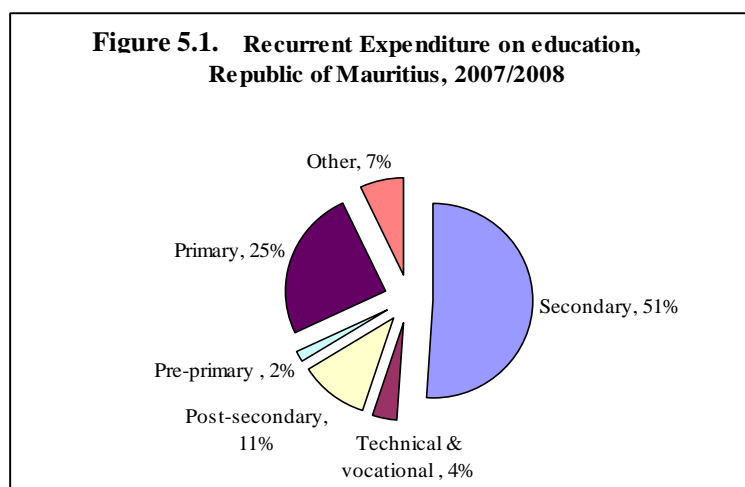
Out of the recurrent budget on education and training for the year 2007/2008, 51% is allocated to secondary education, 25% to primary education, 11% to post secondary education, 4% to technical and vocational education, 2% to pre-primary education and the remaining 7% to other expenses as shown in Figure 5.1.

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5.5 **Assessment and qualification systems / frameworks, and Quality Assurance**

The inherited British system of assessment/examinations has continuously influenced the post-independence education set up. During colonial time, discrimination was persistent. For instance, after the setting up of the Royal College, access to this prestigious institution was restricted to the children of the elite. Moreover, a scholarship system was introduced so that academically brilliant students could pursue further studies in the United Kingdom.

After independence, although discrimination disappeared from the system, the competitive nature remained. The intensive competition continues to exist at the end of the secondary cycle – the most brilliant students at the HSC examinations are awarded scholarships to continue further studies in UK or any other country.

The end-of-primary-cycle Junior Scholarship Examination which existed till 1979 was also highly competitive; the top candidates at this examination were awarded a bursary and were offered a seat in the prestigious State Secondary Schools. The Certificate of Primary Education (CPE) examination, which was introduced in 1980 in replacement of the Junior Scholarship and Primary School Leaving Certificate (PSLC), also turned out to be a highly competitive examination. The ranking system has now been abolished and it has been replaced by a grading system.

Several studies on this high stakes CPE examinations have been undertaken. For instance, the Mauritius Examinations Syndicate (1991) studied the determinants of performance of children in primary schools especially at CPE level. This study showed that home environment, parental income, nutrition, private tuition, the child's own characteristics such as innate ability, attitude to school, absenteeism, the quality of teachers and schools are some of the factors which affect achievement at CPE level. The Monitoring Learning Achievement (a joint UNESCO – UNICEF project) studies, which involved grade IV students, were carried out in 1993 and in 1999. This project was innovative in that, in addition to the Literacy and Numeracy tests, a Life Skills test (dealing with knowledge of health, hygiene and nutrition) was also conducted. Pupils', teachers', head teachers' and parents' questionnaires were administered to gather information on personal, home, school factors influencing performance. On the basis of the data collected, it was possible to identify factors that promote or hinder learning in primary schools and analyze problem areas. The results of these surveys have helped to catalyze some of the on-going educational reforms. Studies of the reading achievement of Grade 6 pupils were undertaken by the Ministry of Education in 1998 and in 2003 under the aegis of the Southern Africa Consortium for Measuring Educational Quality (SACMEQ). The results of the project have generated reliable information that has been used to plan the quality of education.

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Assessment strategies at the primary, secondary and tertiary level is given at Annex V.

The National Qualifications Framework (NQF) is presented at Annex VI.

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6 EMPLOYMENT IN MAURITIUS

The initial growth in Mauritius was led by the Sugar sector, which accounted for about 20 percent of GDP in the early 1970s. Sugar has been insulated from the changing world market under the Sugar Protocol of the Lomé Convention. Thus, the economic success of Mauritius since 1968 occurred largely because of preferential trade agreements (Multifibre Agreement and the EU-ACP Agreement).

However, since then, the economy underwent major structural changes and diversified into five major pillars, namely, Manufacturing (Textile and Clothing), Agriculture (Non Sugar product), Financial Services, Tourism and most recently, Information and Communication Technology (ICT).

In fact, the ICT, the "Seafood Hub" and the "Knowledge Hub" are being touted as additional pillars of Mauritius and are expected to strengthen the economic base. Besides, the coming into force of the WTO and the new challenges linked to the new economic and social transition in a more globalised environment will have far reaching implications in the economy over the coming years. Trade preferences are expected to be eroded and new sectors to emerge. The Minister of Finance in the 2006/2007 budget stressed on the fact that wages have to be linked to productivity so that firms can optimize their number of employees and raise average wages while for workers, this can act as an incentive to improve their efficiency.

The aim of the present Government is to generate additional jobs while reducing the problem of skills mismatch that is jeopardizing the growth of emerging sectors. It is high time to realize that emphasis should shift from protection of income and jobs to that of workers by providing them opportunities to upgrade their skills so that they can easily shift from one job to another.

There is a determination by the present Government to promote entrepreneurship in Mauritius thereby increasing total employment. As announced in the recent budget, the Mauritian Diaspora is also being encouraged to invest in Mauritius. The Government is convinced that by reducing the rigidities in the labor market, they will be in a better position to protect the rights of the unemployed. Figure 6.1 shows the employment trends in Mauritius from 1966 to 2002 in the four sectors: Sugar, Textiles, Tourism and Finance.

It can be seen from the graph that the Sugar sector was the largest employer in 1966 as compared to Textiles and Tourism sectors that were employing relatively few workers. The Finance sector emerged after 1975 and has been employing an increasing number of workers ever since. From the trend, it is noticed that in terms of job creation, Sugar's and Textiles'

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contribution are decreasing while Tourism is still growing but at a decreasing rate.

Figure 6.1. Employment by Sector (1966 -2002)

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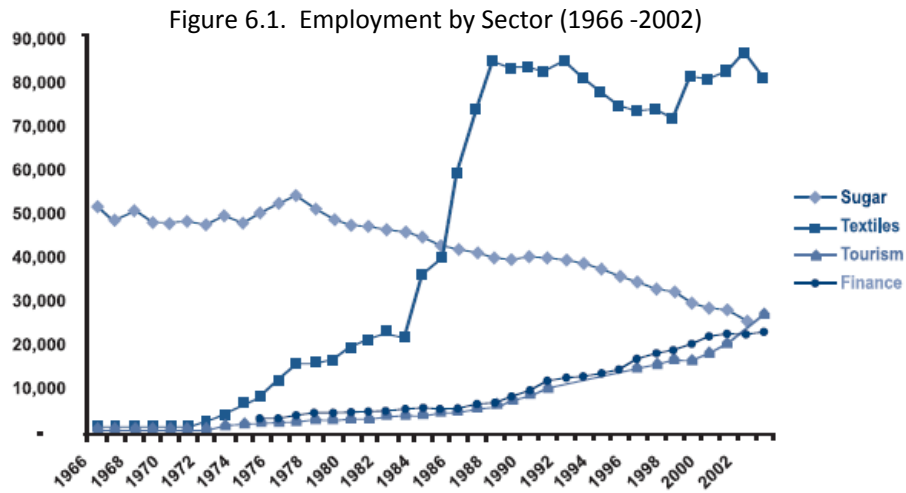
7   TRANSITION FROM HOME TO PRE-PRIMARY

Starting school is an important step and can be a challenging time for both a child and parent, especially if it is the first time a child in the family has started school. The transition from home and preschool into school requires a child to function independently in a variety of settings such as in large groups of children, or with one teacher.

In March 2007, there were 1,076 schools providing pre-primary education: 1,044 in the Island of Mauritius and 32 in Rodrigues. Of these schools, 826 (77%) were privately run institutions; 179 (17%), operating on government primary school premises, were administered by the Pre-School Trust Fund (PSTF) and the remaining 71 (6%) were administered by either Roman Catholic (RC) authorities or Municipal/Village Councils.

Total enrollment in pre-primary schools numbered 36,421, of whom 18,339 were boys and 18,082 girls. The Gross Enrollment Ratio (pre-primary enrollment as a percentage of the population aged 4 and 5 years) works out to 94% in 2007 against 95% in 2006.

In March 2007, total employment in pre-primary schools stood at 3,386, of whom 2,500 were teachers and 886, non-teaching staff. The average number of pupils per teacher works out to 15.

For Figure 7.1 shows the total enrollment at pre-primary level from 1998 to 2007. The graph shows that both boys and girls have the opportunity to obtain a sound kindergarten-education. More boys enrolled than girls at the pre-primary level.

Figure 7.1 Total Enrolment at Pre-primary level (1998-2007)

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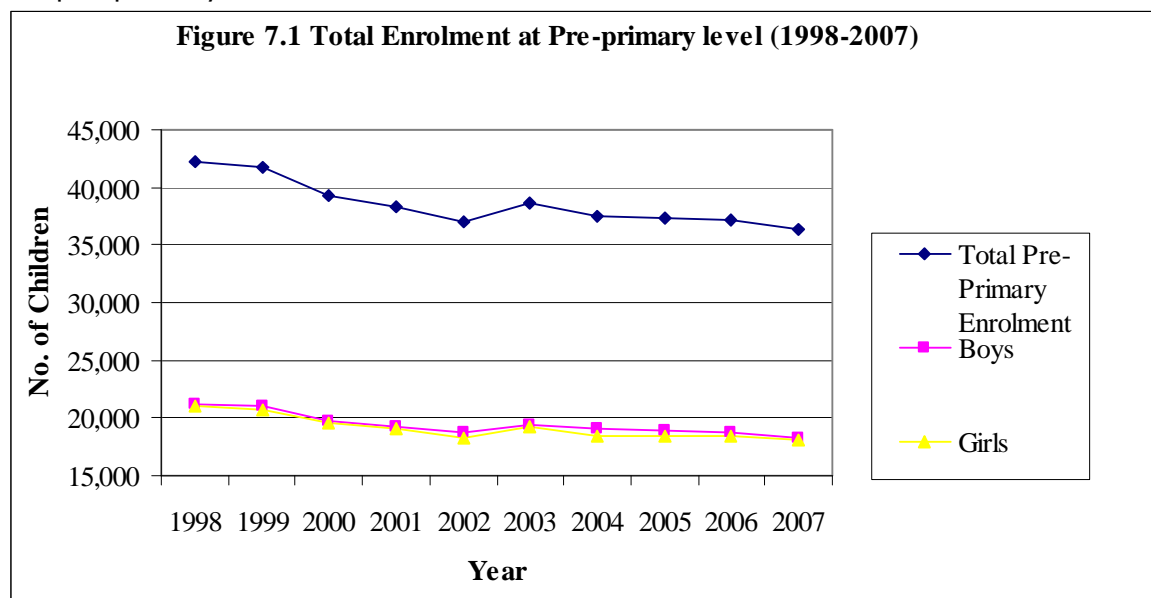
Figure 7.2 shows the trend in gross enrollment ratio at pre-primary level from 1998 -2006. There has been an immense progress from 1980 when the GER was around 25% to date. 4-5 years old have been used as the official group for pre-primary education.

Figure 7.2. Gross Enrolment Ratio at Pre-primary level (1998-2006)
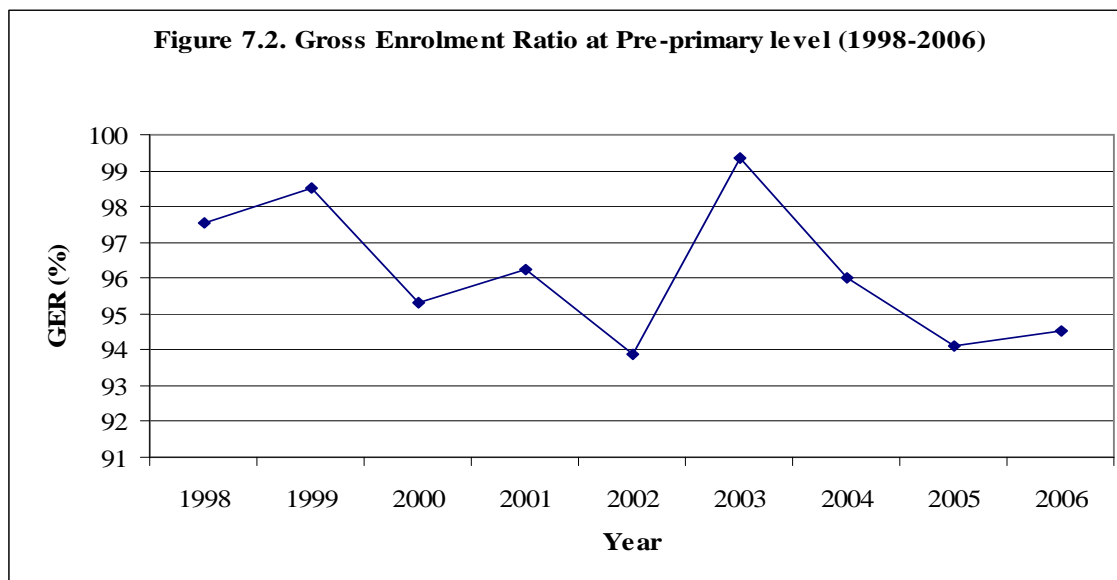
In 2006-2007, there were around 6% of the children who were not attending pre-school even if since 1996 the Government pays a monthly subsidy of Rs 200 to every child during their last year at the pre-primary schools. The present regulatory framework (1997) seems to be insufficient to control the environmental conditions in which the teaching and learning takes place as there are pre-primary schools that are still being accommodated in a part of the house of the teacher who is often the Manager of the school. More emphasis should be laid on safety and hygienic conditions as many pre-primary schools are being accommodated in the house of the teacher. Sufficient space must be made available for the children to play.

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Figure 7.3 Age-specific enrolment rates in Pre-primary schools for 3 and 4 year-old children

Age-specific enrolment ratio at 3 years
Age-specific enrolment ratio at 4 years
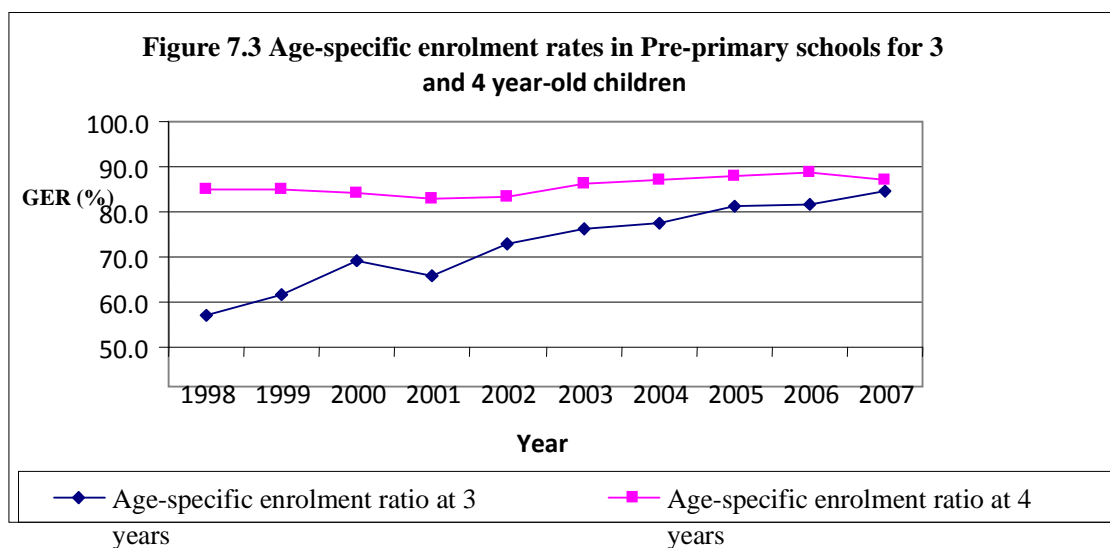
Further analyzes show that although the age-specific enrollment rates both at age 3 and at age 4 have been rising over the last ten years, 15.3% of 3-year-olds and 12.7% of 4-year-olds were not enrolled in pre-primary school in 2007 (Figure 7.3).

The Republic of Mauritius has ten districts. The largest number of children is enrolled in schools located in Plaine Wilhems and Port-Louis, which are urban regions of the country. The smallest number of children is located in schools in Black River.

The ratio of the children of three to five years old enrolled in pre-primary schools in each district to the total population residing in that district is lowest in Black River, and it is highest in the capital of Mauritius – Port-Louis (Figure 7.5). Clearly, there is a preference for schools located in the urban regions.

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Figure 7.4 . Total enrolement of 4-year old children in pre-primary schools

Figure 7.5. No. of children of age 4 enrolled in pre-primary schools located in each district, as a percentage of the total population residing in that district: 1998-2005

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8 TRANSITION FROM PRE-PRIMARY TO PRIMARY OR FROM HOME TO PRIMARY

According to the EFA Monitoring Report 2007, primary school enrollments increased most rapidly between 1999 and 2004 in two of the three regions furthest from universal primary education: they grew by 27% in sub-Saharan Africa and by 19% in South and West Asia, but by only 6% in the Arab States. The world net enrollment ratio stands at 86%. While grade 1 enrollments rose sharply, too many children who start school still do not reach the last primary grade: fewer than 83% in half the countries of Latin America and the Caribbean with data available, fewer than two-thirds in half the countries of sub-Saharan Africa.

As far as out-of-school children are concerned, the report indicates that progress is being made in reducing the number of primary school-age children who are not enrolled in school. Between 1999 and 2004 the number fell by around 21 million to 77 million. This is still very high, unacceptably so. Sub-Saharan Africa, and South and West Asia are home to more than three-quarters of these children, although the latter region halved its number between 1999 and 2004, mainly due to reductions in India.

The global estimate, high though it is, understates the problem: data from household surveys show that many children enrolled in school do not attend regularly. The children most likely to be out of school and to drop out live in rural areas and come from the poorest households. On average, a child whose mother has no education is twice as likely to be out of school as one whose mother has some education.

In March 2007, there were 289 schools providing primary education, 276 in the Island of Mauritius and 13 in Rodrigues. The majority (219) of the schools was run by government, 51 by the Roman Catholic Education Authority (RCEA), 2 by the Hindu Education Authority and the other 17 were private non-aided schools.

The primary school population in the Republic of Mauritius decreased by about 2% from 121,387 in 2006 to 119,310 in 2007. Boys represented 51% of the 2007 primary school population and girls 49%. Around 74% of the primary school population was enrolled in government schools and the remaining was in private aided and non-aided schools.

Distribution by grade shows that the highest number of pupils was in standard VI (23,897 pupils including 4,441 repeaters). The Gross Enrollment Ratio (primary enrollment as a percentage of the population aged 6 to 11 years) works out to 101%, against 102 in 2006.

At March 2007, 8,026 persons were employed in primary schools. Of this number, 5,548 were teaching staff: 4,201 General Purpose Teachers and

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1,347 Oriental Language Teachers. The remaining 2,478 comprised 287 Head Teachers, 829 Deputy Head Teachers and 1,362 administrative and other workers. The pupil/teacher (general purpose) ratio in primary schools works out to 28.

In 2006, the number of candidates who took part in the CPE examination was 27,771 (25,007 school candidates and 2,764 private candidates). The pass rate among school candidates, comprising 12,942 boys and 12,065 girls, was 68%. The girls were more successful than the boys, with respective pass rates of 74% and 62%. The overall pass rate among the 2,764 private candidates (1,562 boys and 1,202 girls) was 41%, with girls again achieving better results than boys, 46% against 37%.

School candidates who took part in the CPE examination for the first time did much better than those taking the examination a second time, 76% against 40%. This trend has been the same for the past twelve years. However, after the abolition of ranking, those who passed at the first attempt did not feel the need to repeat grade 6. Consequently, the group of students repeating grade 6 comprised mostly of those who failed the CPE examination. This may explain the sharp decrease in the pass rate among the students taking the examination for the second time. The pass rate among those taking the examination for the first time is increasing. More boys than girls tend to repeat grade 6.

Figure 8.1: Pass rate at CPE examinations among school candidates: 1995-2006

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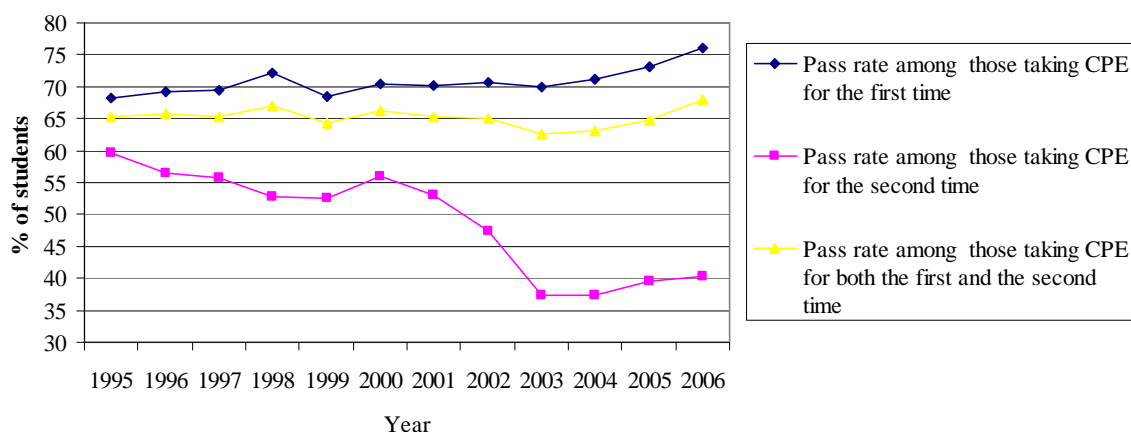
Figure 8.2: CPE GRADE DISTRIBUTION-MATHEMATICS, 1995-2006
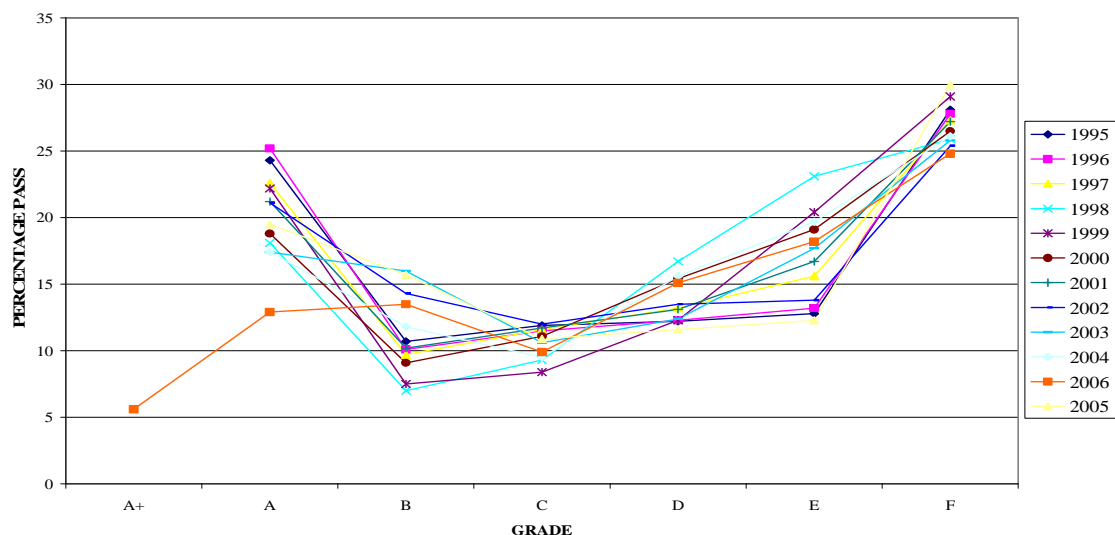
The grade distribution in Mathematics at CPE level is shown in Figure 8.2. It shows the abnormal "U" shaped distribution. However as from 2006, with the introduction of the new grade A+, there is a sign of reversing the trend. There is a need to follow up the trend.

The survival rate (number of all school candidates taking CPE examination for the first time in year n as a percentage of the number of students joining grade I in all schools in year n-5) has been varying for the past twelve years between 94% and 97% as shown in Figure 8.3. Although it is small, this drop-out at the primary level is a matter of concern as students are automatically promoted to next grade independent of their achievement. Moreover, primary education is compulsory at this level. Further studies must be carried out in order to know the reasons of the drop-out and the related factors.
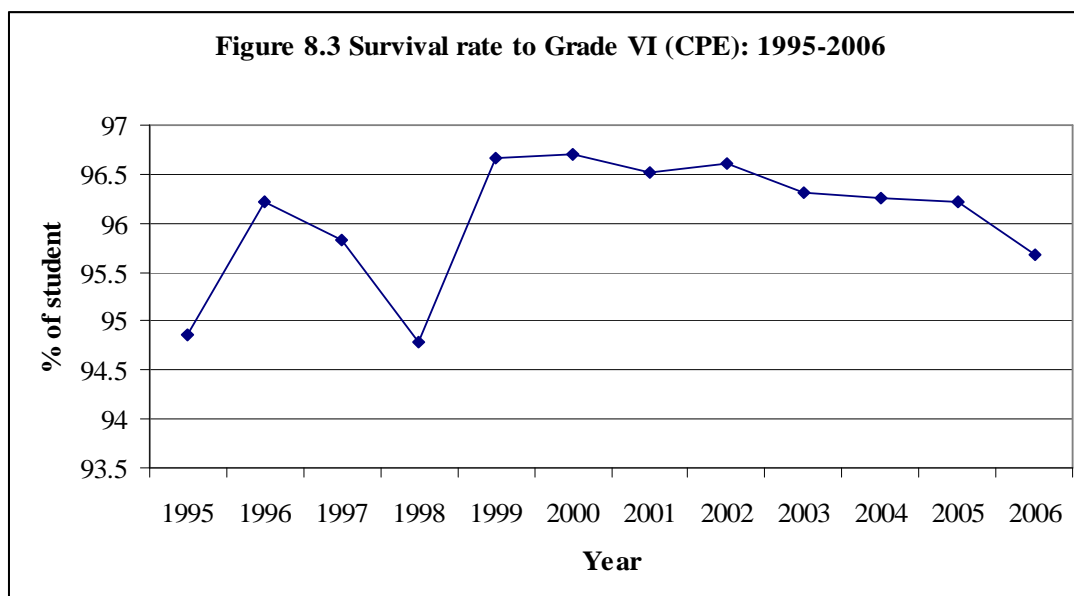
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Figure 8.3 Survival rate to Grade VI (CPE): 1995-2006

The repetition rate (number of all school candidates taking the CPE examination for the second time in year n as a percentage of the total number of all school candidates taking CPE examination in year n) has been decreasing over the last twelve years as shown in Figure 8.4. There are various reasons that may explain this decreasing trend. As from the year 2002, ranking of candidates taking CPE examination has been abolished. The grading system that was subsequently adopted has contributed to reduce the pressure on the children and teachers. Since 2004, the grade obtained in an Asian language/Arabic at the CPE examination is considered for aggregation and admission to secondary schools. This has helped to improve the achievement of students as nearly 70% of the total enrollments opt to study one of the Asian Languages or Arabic. Moreover, access to State Secondary Schools that are located in the zone of the student is now enhanced as we have a larger number of these schools. The ZEP schools have also helped students to make noticeable progress.
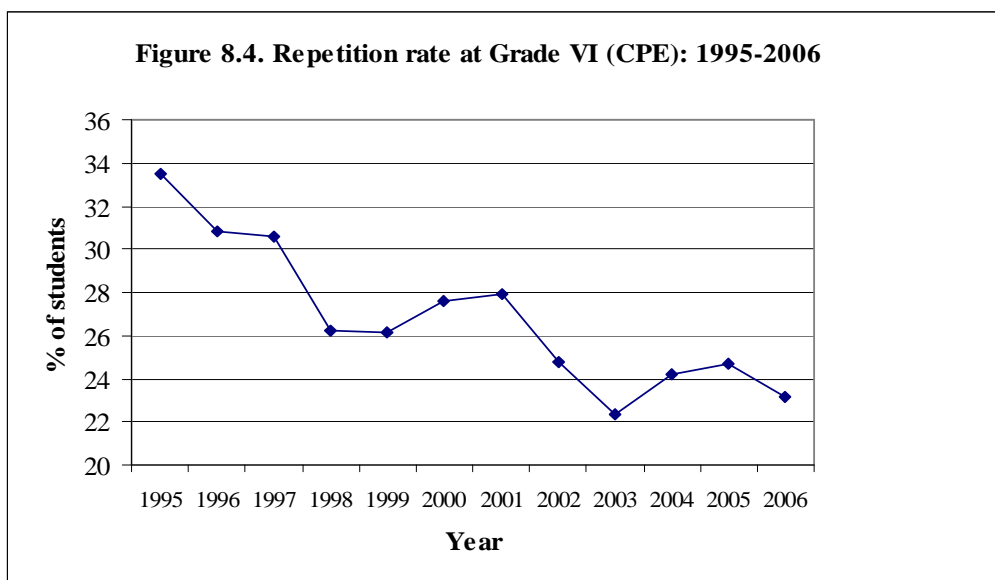
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Figure 8.4. Repetition rate at Grade VI (CPE): 1995-2006

The pass rate for girls has been generally higher than that for boys in all districts for the past seven years as shown in Figure 8.5. However, the graph shows a marked decrease in the pass rate among the students going to schools in the Black River district. This means that although the government is providing the same resources to all schools, and that the profile of teachers teaching in all schools is the same, learning is not taking place in acceptable homogeneous way. This challenges the policy of providing the same to all. There is a need to review the strategy of assessment and evaluation so that there is an early detection of weaknesses in the learning process.

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Figure 8.5 Pass Rate among school candiates at, 2001-2006
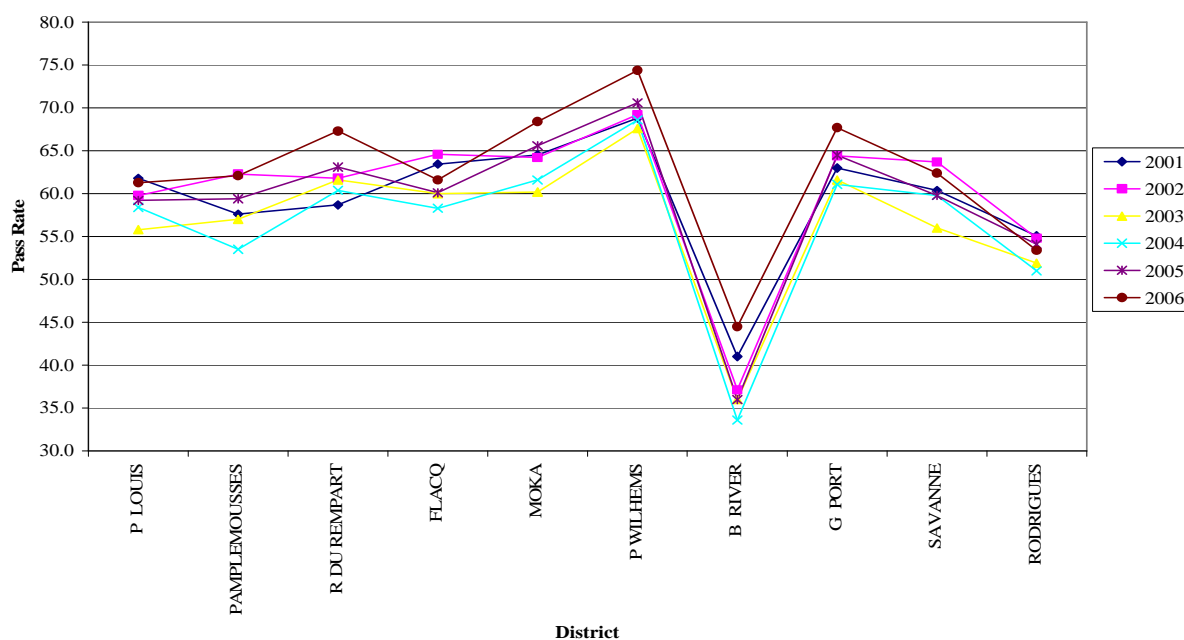
9 TRANSITION FROM PRIMARY TO SECONDARY/ VOCATIONAL/WORLD OF WORK

9.1 SECONDARY EDUCATION

The beginning of secondary school is a critical time for students. It evokes a variety of emotions, behaviors and concerns for both young adolescents and their parents or other caregivers. For many it is considered a major stepping stone on the way to becoming an adult. It can also provide students with an opportunity for a fresh start as they are introduced to the culture and expectations of their new school.

At March 2007, 40 schools were offering secondary academic education only, 7 pre-vocational education only and 146 both secondary academic and pre-vocational education.

The number of students who were enrolled at a particular time in the mainstream from grade 1 (first year of primary schooling) to grade 13 (the last year of the secondary education) passing through grade 11 (last year of compulsory education) is shown in Figure 9.1. The marked difference between the number students studying in the last year of primary school and the first year of the secondary school shows the inherent weaknesses of the primary education which is not providing the students with the required knowledge and skills to allow them to join Form I. Do we need to wait till the end of the six years at the primary level in order to know that a child has

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not acquired the basic skills? How far is automatic promotion really helping the children? At the end of the grade 11 students would take the Cambridge School Certificate (SC) or GCE-O-level. There is a slight increase in the number students from grade 10 to grade 11, and from grade 12 to grade to grade 13 as students usually repeat the year in order to improve the result. Apart from these two increases, the number of students is mostly decreasing showing that students are leaving the system.

Figure 9.1. Number of students enrolled in the different grades 1968-2005
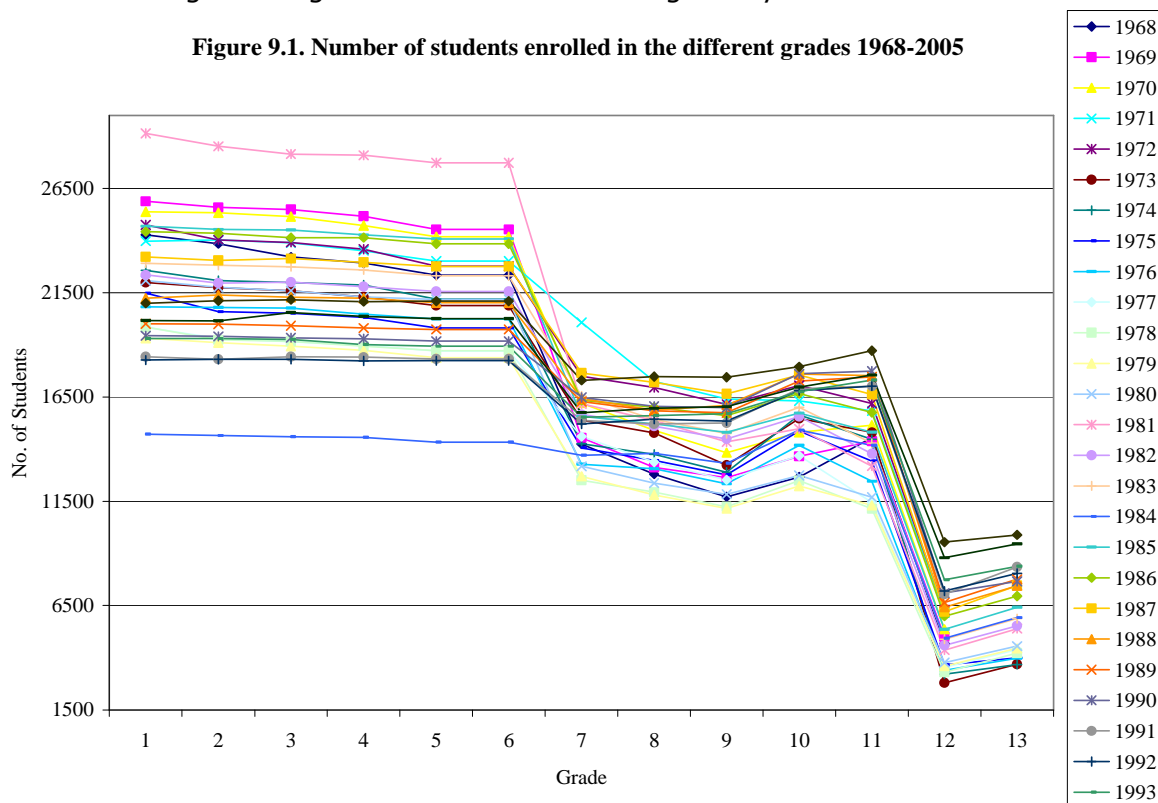
9.2 SECONDARY (ACADEMIC) EDUCATION

At March 2007, out of the 186 schools dispensing secondary education, 181 were in the Island of Mauritius and 5 in Rodrigues. State administered schools numbered 70, while the other 116 were private aided and non-aided schools.

Secondary education enrollment increased by about 2% from 114,657 in 2006 to 116,706 in 2007. Among the students, 60,609 (52%) were girls and 56,097 (48%) were boys. About 38% of the secondary school population were in state schools and 62% in private (aided and unaided) schools. Gross Enrollment Ratio (secondary education enrollment as a percentage of the population aged 12 to 19 years) for the academic stream was 69% in 2007 which was same as in 2006. The secondary education teaching staff in the academic stream was 7,423 (3,278 males and 4,145 females). The pupil/teacher ratio works out to 16.

9.3 CAMBRIDGE SCHOOL CERTIFICATE (SC)

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In 2006, out of 16,448 candidates (7,790 males and 8,658 females) who took part in the Cambridge School Certificate examination, 12,971 were successful. Comparison with the 2005 results shows that the overall pass rate has slightly gone up from 78.4% to 78.9%. During the last twelve years, the percentage of girls passing the Cambridge School Certificate (SC) has been greater than that of the boys. The gap between the performances of boys and girls has been widening as shown in Figure 9.2. While the performance of the boys is on the decline, that of the girl is increasing sharply. Among the boys who succeed at SC, not all of them satisfy the criteria to proceed to Higher School Certificate (HSC). Consequently, the declining trend in boy's achievement will lead to a larger number of drop-outs among the boys. Moreover, this requires development of pathways for the drop-outs so that they are empowered to contribute to the development of the country in a meaningful way. How to ensure the drop-outs embark on life-long learning later in their life.

Figure 9.2. Pass Rate Among School Candidates at SC: 1995-2006
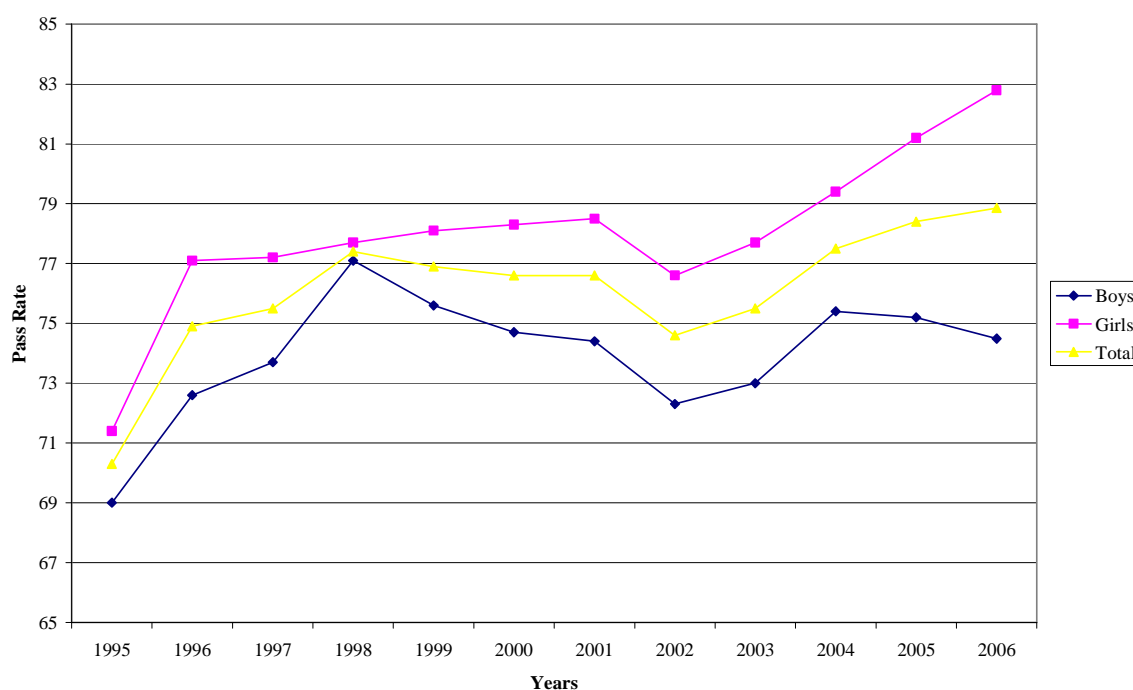
Passing the School Certificate examinations may not always help student to become employable. At SC level, English grades 1 to 6 are considered to be acceptable. Figure 9.3 shows an unacceptable number of students who do not obtain grades 1 to 6. The graph shows an improvement in the results for 2006. This is may be due to the change in mode of assessment. In fact results of assessment of oral skills are being considered for the award of the final grade in English. This is a welcoming change as it leads the children to ensure that they are able to use the language to communicate. This is an example where change in the mode of assessment has helped to improve achievement. Similar trends are observed in other subjects like Mathematics.

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Figure 9.3. Distribution of grades in English 1125 among all school candidates at SC level (1996-2006)
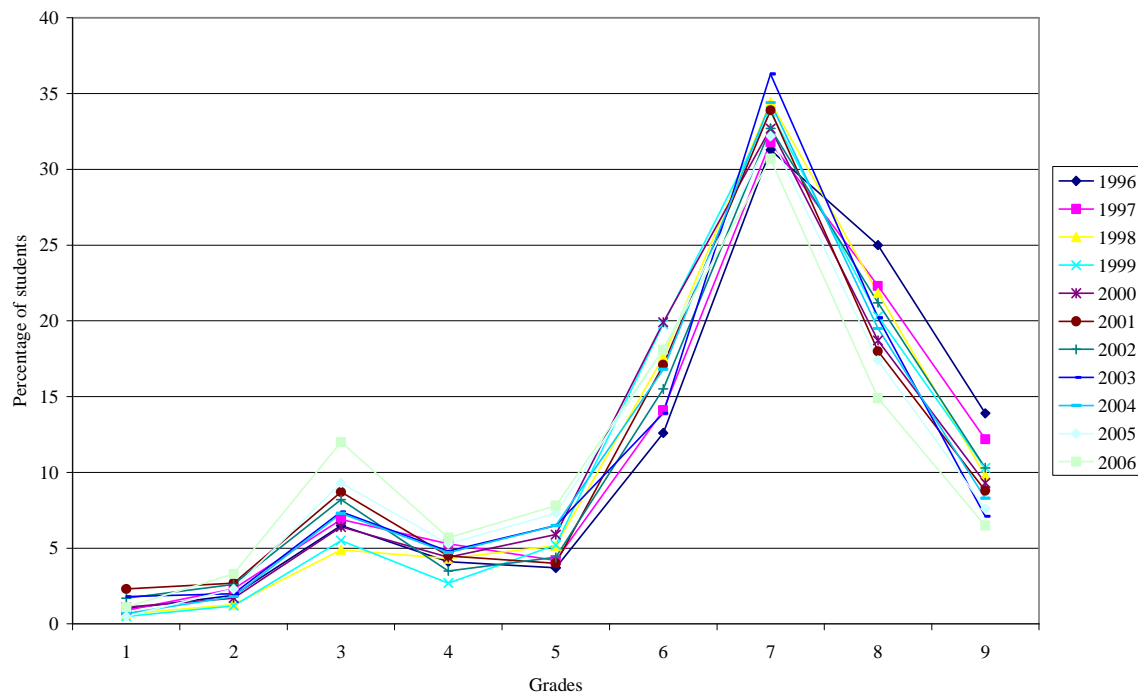
9.4 CAMBRIDGE HIGHER SCHOOL CERTIFICATE (HSC)

The number of students taking part in the 2006 Cambridge Higher School Certificate examination stood at 8,040 (3,698 males and 4,342 females). The overall pass rate was 79.3% compared to 78.2% in 2005. In fact, performance of students at the HSC examinations has been improving over the years with the girls doing better than the boys. If this trend continues, then there will be a higher demand for places in the tertiary institutions in the coming years. Just as at the SC level, the grade distribution in the subjects remains a matter of concern. The number of students who obtain grades A or B remains low in popular subjects like Mathematics, Physics and Economics.

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Figure 9.4. Pass Rate Among School Candidates at HSC-level: 1995-2006
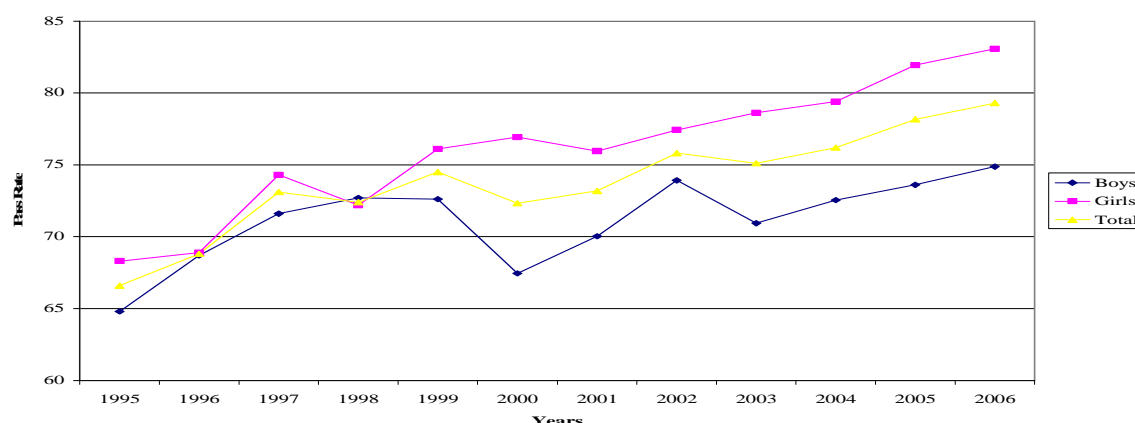
9.5 PRE-VOCATIONAL EDUCATION

Pre-vocational training was implemented by the IVTB from 1990 to 1996. Its management was transferred to the Technical School Management Trust Fund in 1997, in the context of the implementation of the 9-year schooling reform in the educational system. In 2002 the system was integrated in the secondary schools as pre-vocational education under the control of the Ministry of Education.

Since 2004, a one-year NTC Foundation Course is being run by the Industrial and Vocational Training Board (IVTB) to prepare the prevocational year III students to join the first level of vocational program (NTC level 3) at the IVTB.

At March 2007, 153 schools were offering pre-vocational education: 148 in the Island of Mauritius and 5 in Rodrigues. Sixty-six of these schools were state secondary schools and state pre-vocational schools while the remaining 87 were private schools. Enrollment in the schools offering pre-vocational education was 9,573 comprising 5,957 boys and 3,616 girls. About 36% of the students in pre-vocational schools were in state schools. The pre-vocational education teaching staff stood at 701 (260 males and 441 females), giving an average of 14 pupils per teacher.

TABLE 9.1 Progression from Pre-vocational Year 1 to Year 3

Year	Enrollment in Year 1	Enrollment in Year 3
2001	2573	1350
2002	2656	1684
2003	3158	2309
2004	3641	2889
2005	3854	3187

Table 9.1 shows that, on average, around 30% of the student drop out from the PVE system. This occurs despite the fact that the assessment

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system awards a minimum grade C. This implies that nobody fails, and therefore they everyone has the opportunity to continue till year 3.

Pre-vocational education system was developed with a view to provide the necessary environment for the growth and development of these children failing CPE examinations, and to develop learning abilities so that these children can eventually live a socially acceptable and economically self sufficient life. The NTC foundation course is supposed to be bridging the gap between the pre-vocational education and the technical education. However the Table 9.2 shows that if, on average, three out of every four students who complete pre-vocational education join the NTC Foundation course, 70% of them complete it. However, only around 10% of them join the NTC3 course. Broadly, the pre-vocational education is preparing only one out every ten students to join the vocational course. The remaining students have to leave the system. Many of these push-outs have already reached the age of 16 years, and therefore they may remain outside the system. Table 9.3 shows that, in 2003 and 2004, the total number of students enrolled at IVTB on a full time basis comprised a negligible number of those who came from the pre-vocational stream. Most of the full time trainees are the students who dropped out from the mainstream. Clearly, those enrolled in the pre-vocational system have to compete with those coming from the mainstream in order to move to the first stage in the vocational system. The pathways for progress for pre-vocational students seems to be limited thus leading to a large number of dropouts.

During an interview with Mr. Roland Dubois, the director of the Industrial Vocational Training Board, he stated that *much progress has been achieved since 1963 when the ministry of education opened five vocational centers to teach dress making, embroidery, bakery, allied leather and general handicraft. Most of the students, who have failed CPE after having spent seven years of primary school, have lost their confidence in themselves. Therefore the first thing to be done is to give them a proper course for about six months to build up their confidence again. He suggested that students from the pre-vocational will have to be move out from the state colleges into separate buildings*. Mr. Beejay Dewkurun, a prevocational teacher, with fourteen years of teaching experience, was of the same opinion. He added that *most of those who join the pre-vocational stream come from poor family backgrounds (low income, divorced parents, alcoholic parents…)*. He was of the opinion that the PVT system was better than the PVE. According to him, *there is a lot of frustration as students who have failed in four or more subjects at the CPE level are in the same group as those who have failed one subject. Moreover according to him there is a tension between the students from mainstream and the pre-vocational. It is clear that Pre-vocational students are not welcomed on the compound of the state secondary school. If this is true then PVE has failed in its aim to re-establish of self-esteem*. According to an internal research conducted by the Ministry of Education, the average level of English language of the students who completed PVE was comparable to that of grade 4 students. An important question to be raised is whether retaining the students in the PVE system was worthwhile?

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Table 9.2. Progression from Pre-vocational Year 3 to NTC3 (2003 - 2009)

Enrollment in 3rd Year Pre Vocational Education				Enrollment in NTC Foundation Course				Number of students who completed NTC foundation course	Number of students who joined NTC 3
Year	Boys	Girls	Total	Year	Boys	Girls	Total	Total	Total
2003	872	478	1350	**2004**	758	312	1071	874	176
2004	1060	624	1684	**2005**	824	382	1206	1161	208
2005	1421	882	2309	**2006**	1214	633	1847	1795	169
2006	1805	1084	2889	**2007**	1283	616	1899	-	-
2007	1894	1293	3187	**2008**	-	-	-	-	-
2008	1972	1272	3244	**2009**	-	-	-	-	-
2009	1978	1134	3112	**2010**	-	-	-	-	-

Source: IVTB (2007)

Table 9.3 : Educational profile of full time trainees for the year 2003-2004

Level of Education	2003		2004	
	No.	% of Total	No.	% of Total
<Form III (Including BSS & PVT)	48	2.89	28	1.91
Form III	216	13.02	237	16.2
Form IV	259	15.61	215	14.7
SC/GCE - O Level Failed	239	14.41	195	13.33
SC/GCE - O Level Passed	292	17.60	298	20.37
HSC Failed - GCE A Level in 1 or 2 Subjects	43	2.59	72	4.92
HSC Passed - GCE A Level in 3 Subjects	498	30.02	320	21.87
Others (Certificate, BT and CAP)	64	3.86	98	6.70
Total	**1659**	**100.0**	**1463**	**100.0**

Source: IVTB (2007)

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10 TRANSITION FROM SECONDARY TO TERTIARY

The Mauritian Tertiary Education Sector has witnessed major expansion in recent years. Tertiary education which with the College of Agriculture has since developed into a diversified system composed of public, private, regional and overseas institutions catering for a wide range of courses and programs.

An important national priority is to increase participation in tertiary education from the present Gross Tertiary Enrollment Rate of 34% to about 40-45%, an objective which fits within the national strategy of developing Mauritius into a Regional Knowledge Hub and a Center of Excellence.

As at December 2006, the total number of students (part-time and full-time) enrolled on tertiary-level programs (including Distance Education) reached 33,230 compared to 28,864 in December 2005, representing an increase of 15.1%.

The majority of students (75%) were enrolled in tertiary education locally in both public-funded institutions (47%) and private institutions (28%). Another 25% of the students were enrolled in tertiary education overseas.

The Gross Enrollment Rate (tertiary education enrollment as a percentage of the population aged 20 to 24 years), which was 28.4% in 2005, reached 34.1% in 2006.

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11 TRANSITION TO WORLD OF WORK

Employability of course is absolutely vital and employer involvement must continue to have a vital role. If businesses can only become productive when they have appropriately skilled employees, surely it's the responsibility of all of us to ensure that young people have access to and are supported into work.

Technological advances, coupled with increased competition from abroad, have left employers with higher skill needs than ever before. Yet, a significant number of entry-level workers are not equipped with academic, practical, technical, and occupational skills needed to succeed in an increasingly complex and technological work environment. Secondary school students continue to drop out at an alarming rate and that without some further/postsecondary education or training, students will be at a disadvantage at the workplace.

A formal and coherent system that facilitates the transition from school to career for youth could help alleviate many of the skill-related difficulties that employers face. It is a way to motivate students to reach higher levels of academic excellence and equip them to succeed. Such a system, linked to high academic standards, can provide better education, workforce preparation and the ability to learn throughout a lifetime. School to career efforts, including career academies, assist students in securing stable, career-oriented positions upon graduation, promote the formation of partnerships between schools and employers, equip students with portable and competitive skills, and encourage further education, including post-secondary education, and training.

Youth unemployment is an issue of immense concern to those involved in developing policy concerned with education, training and employment. Decisions made by young people regarding education, training and employment options beyond the post-compulsory years have long-lasting consequences for them.

Many young Mauritians face a range of difficulties in securing a place in the labor force. In several cases, the difficulties are even greater.

One, because we need our young people coming to the labor market, coming from childhood through to teenage years and into adulthood who have higher skills and skills more in tune with the needs of the labor market than we now have.

And second, in terms of the adult skills agenda. If one considers the demands of the global economy and the realisation that the job for life is dead then the challenge facing us is to give people the opportunity to re-skill, lots of skills change career direction at various stages. So if we're going

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to truly rebuild our country on the dual foundation of social justice and economic success this must be at the heart of that aspiration.

From the data collected between April and June 2007, the unemployment rate for the second quarter of 2007 is estimated at 9.0%, lower than the rate of 9.6% at the previous quarter and 9.8% at the second quarter of 2006. Unemployment rate for the year 2007 is estimated at 9.2% against 9.1% in 2006.

The seasonally adjusted unemployment rate for the second quarter of 2007 works out to 8.4%, lower than the rate of 9.1 % at the first quarter of 2007 and 9.2 % at the second quarter of 2006.

The Table 11.1 below gives the main estimates of labor force, employment and unemployment

The main characteristics of the unemployed at the second quarter of 2007 were:

- The 49,500 unemployed comprised 19,800 males (40%) and 29,700 females (60%).

- Around 22,000 or about 44% of the unemployed were below 25 years.

- About 27,100 (55%) unemployed were single. Among males, the majority (15,500 or 78%) were single while among females, the majority (18,000 or 61%) were once married (including widowed, divorced or separated).

- Around 33,700 (69%) had been looking for work for more than one year.

- About 29,900 (60%) had working experience and 19,600 (40%) were looking for a job for the first time.

- Around 18,900 (38%) were registered at the Employment Service.

- There were 12,600 (25%) young persons aged 16 to 24 years, not yet married and looking for a first job. Some 4,700 (38%) of them had not passed SC.

- Ever married (including widowed, divorced or separated) unemployed persons aged 25 to 44 years and having worked before numbered 10,800. Among them, about 7,700 (71%) had not passed SC.

- 4,900 or 10% of the unemployed were heads of households.

- 4,800 (10%) lived in households with no employed persons.

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Table 11.1: Distribution of Labor Force, Employment and Unemployment of full time trainees for the year 2003-2004

		Year	
		2006	**2nd Quarter 2007**
Labor force	**547,200**	538,100	555,200
	Male	351,200	354,500
	Female	196,900	197,100
Employed	**493,400**	486,600	504,300
	Male	332,000	334,700
	Female	166,300	167,400
Unemployed	**53,800**	51,500	50,900
	Male	19,200	19,800
	Female	30,600	29,700
Unemployment rate (%)			
	Both Sexes	9.1	9.0
	Male	5.5	5.6
	Female	15.5	15.1

Source: Central Statistical Office (2007)

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12 INITIATIVES BEING TAKEN IN MAURITIUS

12.1 GOVERNMENT EMPOWERMENT PROGRAM

The Empowerment Fund was launched in 2006 to further the objects of the Empowerment Program. It is aimed at helping Mauritius to compete in an increasingly globalized market environment. The objective is to set the foundations of a modern Mauritius where everyone participates in the economic development, and chances are created for every citizen according to his capacity. Indeed, economic empowerment lies at the heart of the project to democratize the economy by broadening the circle of opportunities for each Mauritian citizen, creating employment and bringing social justice.

The goals of the project are to

- Secure viable employment for currently unemployed and those who lose their jobs due to industry restructuring.

- Encourage entrepreneurship and improve the capacity and competitiveness of small entrepreneurs, especially in the global market.

- Provide transitional support to low-income and vulnerable households for housing.

- Enhancing education of the children in the most vulnerable households.

The Program has a life span of five years with a project value of Rs 5 billion. For this Financial Year, Government has allocated a sum of Rs750m to initiate the various components of the Program. With a view to implementing the objectives of the Program, Government has set up a high level Steering Committee comprising representatives from both the Public and Private Sectors.

The Steering Committee has constituted five sub-Committees with the mandate to develop and carry out the programs of the Empowerment Program. One of the sub-committee is responsible for the following programs in line with Human Resource Development.

a) Provide an interactive information platform of supply/demand for labor. Identification of training needs is carried out in the different sectors of the economy, including the Construction, Tourism, Textile and ICT sectors. The focus is on identifying jobs where demand is growing. The database of the Ministry of Labor, Industrial Relations and Employment is being transformed into an interactive information platform to profile registered unemployed either for placement or for further training to meet industry needs.

b) Training and re-skilling of the unskilled unemployed. The unskilled unemployed is profiled according to industry needs and be either placed or trained in organizations/companies with a monthly stipend of Rs 3,000 for a maximum of one year. The organizations/companies pay 50% of the amount and the

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remaining 50% will be paid by the Empowerment Program. The persons trained under this program must be registered with the Ministry of Labor, Industrial Relations and Employment. Organizations/companies submit to the Sub-committee on Training and Re-skilling a profile of their needs. These are matched within the platform. This program also accommodates unskilled workers needing to be recycled.

c) Employment of graduates. Any organization or company may "employ" a person with HSC/Diploma and degree for a maximum of one year and against a monthly contribution from government ranging between Rs 2,500 and Rs 5,000, through the Empowerment Program. The employment is with the clear objective of making the graduate employable. Graduates participating need to register with the Employment Information Centers of the Ministry of Labor, Industrial Relations and Employment which inputs their profile into the interactive information platform.

Organizations/companies submit a profile of their needs to the Sub-Committee on Training and Re-skilling. These are matched within the platform.

d) Developing the entrepreneurial skills of unemployed graduates. Any organization or company may "employ" a graduate on a performance based contract for a maximum of three years and against a monthly stipend with the clear objective of making the graduate self-employable by developing the entrepreneurial skills of the graduate.

Graduates participating need to register with the Employment Information Centers which is responsible to input their profile into the interactive information platform.

12.2 WORK PLACEMENT FOR STUDENTS OF SECONDARY AND VOCATIONAL SCHOOLS DURING SCHOOL HOLIDAYS

The project Work Placement for Students of Secondary and Vocational Schools during School Holiday is a short period placement of around 2 to 3 weeks duration for students of Lower VI (age 16-18) as well as to students following courses in Prevocational (PVE3)/Training Centers (vocational). The placement is effected during the school vacations. The pilot project with around 225 students was launched during the July-August 2007 holidays. This project equally emphasizes the importance of out-of-classroom career-related experiences for students. 1000 students have been placed during November-December 2007. The main objective of the project is to bridge the gap between the schooling system and the world of work. It exposes the student population to the new realities of the world of work and relates this knowledge to their normal educational activities. It also consolidates academic learning with practical work on-the-job.

This also helps to increase comprehension and make the students more employable once they step into the world of work. It provides students with information about the potential career opportunities which exist in the

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different sectors of the economy. Above all it connects the schools/training institutions and industry. This equally allows teachers/trainers to establish necessary contacts with industry and update themselves with industrial practice and latest technology/facilities. Students have the opportunity to acquire several skills including Managing Resources, Working with Others, Organizing and Managing Information, Understanding Work ethics and Professional Values.

12.3 THE NATIONAL TRAINING FUND

The training levy grant scheme has been in operation since 1989.

Under this scheme, a training levy equivalent to 1% of the basic wage bill is imposed on all employers in the private sector, except for charitable institutions and employers employing household workers.

The main objective of the training levy is to create a National Training Fund out of which training incentives are offered to employers in order to allow them to meet part of the training cost of their employees and to support other training initiatives both at enterprise and national levels including apprenticeship training.

The above scheme which has been in operation over the past 18 years has generated levy money out of which grants have been paid to employers. The scheme has paid out a total amount of nearly Rs1billion to employers as training incentives over the past 18 years. It has facilitated direct training of around 340,000 persons in the private sector over the past 18 years.

The Textile Emergency Support Scheme (TEST) which was put in place in 2003/04 allowed 13 textile firms in Mauritius to benefit from direct training and consultancy financing support with a view to improving their efficiency.
It has helped some 3,800 apprentices to receive training under the apprenticeship mode through the payment of incentives to employers employing such apprentices.

It has helped to create a National Training Culture at the level of enterprises by promoting training both at institutional and in-house training.

12.4 THE BRIDGING THE GAP INITIATIVE

The Bridging the Gap Initiative was launched on the 9th January 2006 on a pilot basis. It is aimed at ensuring a good start and a smooth transition of the children from Pre-primary to Primary education.

The overall objective of this specific project is taking all steps to ensure a good start at the beginning of primary schooling, securing our children psychologically, emotionally and intellectually so that they are successfully integrated in a new environment: indeed we believe that this will eventually lead to a reduction in the failure rate of CPE. The project was extended to a national program in 2007. This required the development of a teacher's

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guide, a repertoire of activities and a training program for all Standard I
Teachers, Head teachers and mentors.

12.5 **NATIONAL HUMAN RESOURCE DEVELOPMENT PLAN**

The present scenario as shown below in Diagram 1, demonstrates that we
are perpetuating at the lower levels since our labor force consists of a
majority of semi skilled and unskilled employees with just a few
professionals and highly skilled persons. Thus, the Government together
with all stakeholders have continuously endeavored to bring appropriate
reforms in our economy such that the desired scenario would look like the
one in diagram 2.
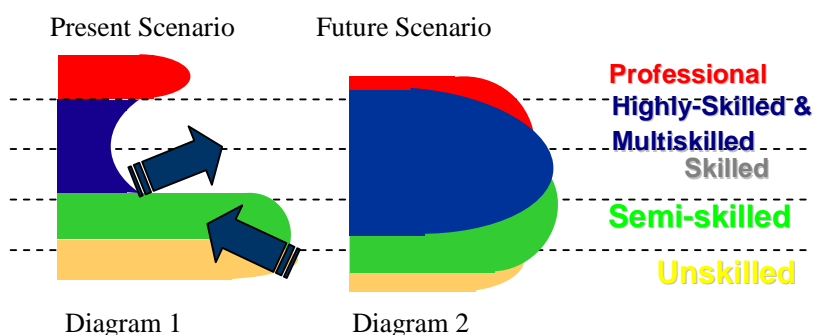
Present Scenario   Future Scenario

Professional
Highly-Skilled &
Multiskilled
Skilled
Semi-skilled
Unskilled

Diagram 1   Diagram 2

The National Human Resource Development Plan (NHRDP) was launched in
April 2007. The core objectives of the NHRDP are to estimate demand for
manpower in key sectors in terms of different skills/knowledge, decrease
the mismatch between the demand and supply of manpower, and develop
proactive human resource development policies.
The plan gives an idea of the likely employment opportunities that would be
generated in the economy by sectors, by occupations and by educational
skill categories. It provides a basis for training and educational planning,
counseling and guidance - the process of education and training being a vital
one to induce manpower qualities and capabilities. It also helps to alert the
government and other stakeholders to emerging manpower problems. This
plan aims at giving broad indications of the macro-economic level by taking
into account the government intentions enunciated in the government
program 2005-2010 and the budget speech 2006-2007.

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13 ISSUES, CONCLUSIONS AND RECOMMENDATIONS

Clearly, there is no single factor that produces differences in patterns of drop-outs and, therefore, no single policy that will be successful in reducing differences. Variations in patterns of student retention are based on a complex interplay between a range of factors including social and demographic (e.g. gender, region/district, socioeconomic status), economic and labor market (e.g. employment and unemployment, apprenticeships), curriculum and certification (e.g. breadth of offerings, VET in Schools), student performance (e.g. early school achievement and academic progress), and personal (e.g. finances, physical and mental health). Policies to address differences and obtain improvements in student retention will need to consider the interplay between the various sets of factors.

Despite the significant investment of the Government to ensure that every child has access to education, a considerable number of students fail to complete the compulsory education cycle. As a result around 60% of the unemployed people comprised those who left school well before completing the eleven years of education. The same students' workbook and teachers' guides are used in all primary schools. As a result, teaching is fairly uniform to the heterogeneous group of students. Certain degree of flexibility is required if we would like more students to participate in the teaching and learning process. Uniformity in input does not always guarantee uniformity in output.

Making education compulsory up to the age of 16 years requires mass retention, and this brings with it very significant tensions. These tensions are not new. But they are felt more acutely when a high proportion of young people complete school and when the economic stakes of completing school and continuing in education or training are raised. These tensions can be summarized in two questions — does retention result from satisfactory achievement, and does retention offer a good platform for employment, further education or training? Research on who completes school and who leaves early and on what happens to both groups when they do leave school confirms that these are major issues.

Not all retention is 'good'. Some students who complete school have had an unsatisfactory experience of learning and of school. It is questionable whether their completing school was a useful exercise. For instance the significant number of students obtaining very poor grades in English at CPE level and SC level indicate a lack of mastery of the language despite several years spent learning the language. The CPE examination reports, issued every year by the Mauritius Examinations Syndicate, indicate that the number of students who can't write a sentence properly remains high. These findings point back to the programs in schools on which retention and early leaving are based and to how successful different groups of individuals

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are in managing the demands of these programs. But they also point to different needs, such as the need to learn in a certain way, which may limit access to a program (given how it is structured and delivered) or prevent building on it when it is successfully completed.

Not all schooling provides 'clear and recognized pathways' beyond school. For instance the only around 2% of those completing the PVE have access to NTC3 course. Many students who complete school do not undertake any recognized form of education or training and often gain only part-time or casual work (or are unemployed). Weak transition outcomes for some groups — especially low achievers — mean that retention should not be viewed as a goal in itself or as necessarily representing the best outcome. How robust in transition terms are all 'strands' within the mainstream curriculum? Do all 'strands' represent high quality schooling?

If Mauritius is to succeed to make the transition from an Economy based on Agriculture for several years to one based on the services sector, the pool of skilled human resources available must be large. The skills gap must be reduced. Therefore, school to career transition efforts should employ meaningful career counseling, a strong work-based learning component, structured training and mentoring at the work site, an academically rigorous path of education for all students, small learning communities, and career themes combining academic curriculum with career-related courses, each reinforcing one another. These strategies should serve two main clients: employers and employees. Employers should be centrally involved in the local program's design, management, and implementation. School-based learning should be based on and incorporate world class academic skill standards that create pathways to postsecondary education and labor market opportunities.

Whole communities, including families, schools, businesses, employers, public service agencies, and other stakeholders must work together to identify, locate, and share resources to assist in promoting successful post-school outcomes. Students and families should be trained to actively and effectively participate in transition planning. Students should have the opportunity to identify and self-select the participants in their transition planning processes. Successful transition planning is facilitated when each student and his or her parents have the information, knowledge, and skills that will enable them to fully participate in the process that plans the student's future.

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14 ANNEX I

Stephen Lamb et al (2004) carried out a study to identify the main drivers of current trends in retention rates across States and Territories in Australia. Their conceptual model of school completion and early leaving based on empirical literature is presented in Figure 1. It shows four separate dimensions related to the process of completion or early leaving:

- outcomes, which is the product of the process and involves either completion of the final year or early school leaving;

- dispositions, which reflect the attitudes, behaviors and achievements of students through particular concepts — school engagement, academic engagement, education and work aspirations, and academic achievement;

- student characteristics, which relate to the background attributes of individuals; and

- context, which represents the institutional, contextual and policy settings which actively and continuously operate to shape and modify student characteristics and the academic and work dispositions leading to completion or early leaving.

Figure 1: A conceptual model of factors shaping the retention decisions of individuals

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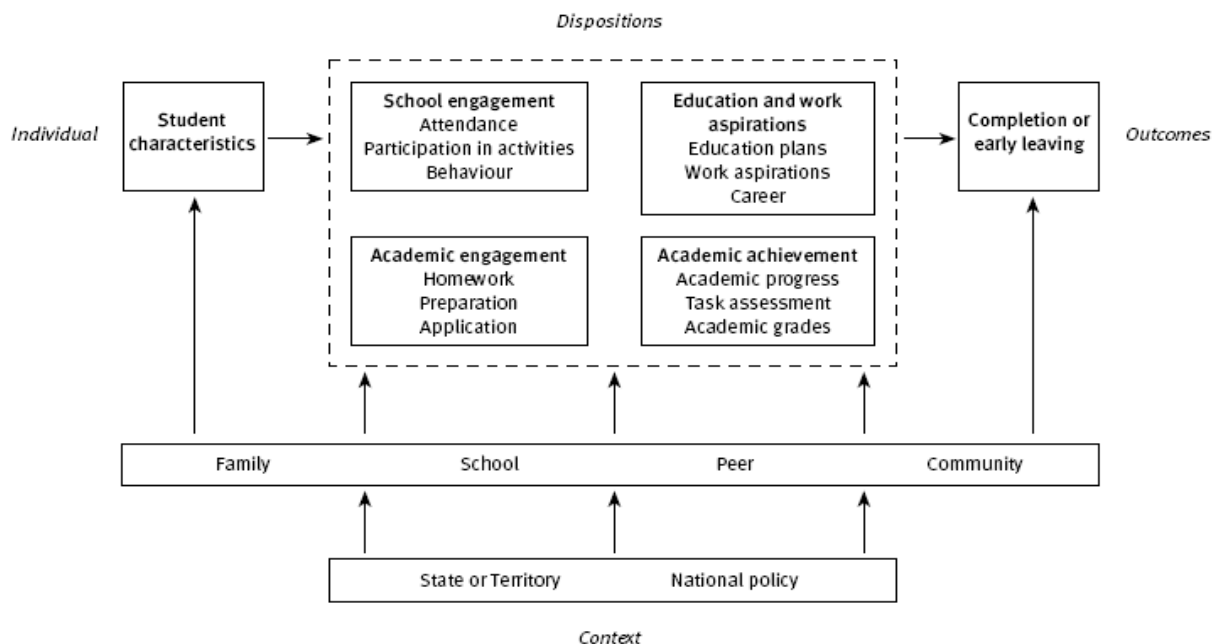
The model represents the completion and early leaving process as dynamic rather than static. From a policy perspective it should be viewed as one which reflects the opportunity to identify and target both general and local processes. The model may not be particularly suitable for identifying in a single analysis the magnitude of importance of the different factors (particularly given the long list of variables grouped under each dimension). Rather it should be viewed as a tool which gives policymakers an opportunity to examine and consider the different influences on completion and early leaving given different context and policy frameworks. They also came up with a conceptual model of State and Territory differences in completion and early leaving based on the empirical literature. The model is shown in Figure 2. The proportion of students who move into post-compulsory education and complete Year 12 varies between States and Territories. Differences between jurisdictions in participation and completion can be attributed to both policy and non-policy influences. The model shows both sets of influences and their interactions.

Figure 2: A conceptual model of State and Territory differences in retention
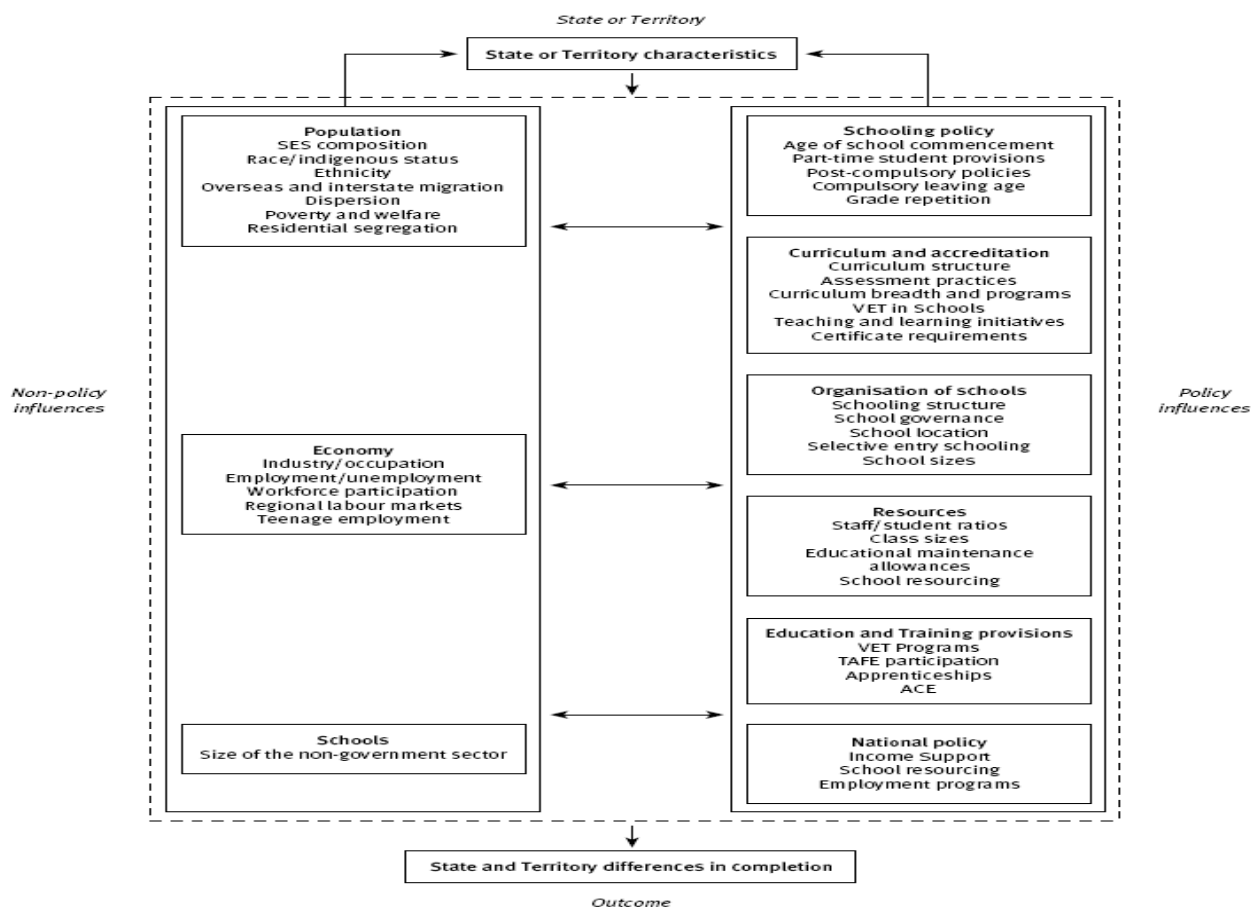
Existing research indicates that potential policy influences on retention include the following:

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1. schooling policies such as age of entry, numbers of part-time students, compulsory leaving age, grade repetition;
2. curriculum and accreditation including certification, assessment practices, teaching and learning programs;
3. school organization such as senior secondary colleges, middle school programs, selective-entry schools, location and size;
4. resources including student/staff ratios, class sizes, educational maintenance allowances, school resourcing;
5. education and training provision including TAFE policies, interactions between schools and TAFE, VET entry policies; and
6. national policies such as income support, school resourcing, apprenticeship and employment programs.

Non-policy influences relate to population differences as well as economic factors. They include:
1. population differences related to SES composition, proportion of population from indigenous backgrounds, ethnic composition, migration, dispersion of the population, poverty and welfare, residential segregation;
2. economic differences including those related to industry mix, occupational structure, employment and unemployment levels, workforce participation, regional labor markets, teenage employment; and
3. school enrollment shares reflected in the size of government and non-government sector enrollments.

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15 ANNEX II

Summary of the findings from Peer Review of Mauritius

The Peer Review in Mauritius was conducted from June 2005 to February 2006. The Report was presented to the Minister of Education & Human Resources on 2 August 2006.

The Peer Review exercise in Mauritius was initiated by the ADEA, in collaboration with African country governments and implemented by WGESA to, among others, provide support for the ADEA Policy Dialog endeavor which is based on country ownership, country leadership, development of local capacities, support of national dialog among all education stakeholders, networking and developing international partnership. It is grounded in a few lessons drawn from common sense and research findings.

First, it is acknowledged that individual countries know best what challenges and opportunities make up the foundation of their educational policies and determine the way in which reforms should be designed and implemented in their specific context. It therefore follows that national decision-makers are more inclined to take action and implement solutions that they themselves have first identified.

Second, there is a large set of challenges, responsibilities and values shared by countries throughout sub-Saharan Africa. Therefore, it can be assumed that professional dialog among peers from different African countries would lead to a useful and productive breakthrough in policy formulation and implementation.

Another guiding principle, deriving from ADEA's mission and practices, is that African countries can learn a great deal from experiences outside Africa. In this light, the OECD peer review exercises were a source of inspiration for the African peer review. In the same spirit, experts from outside Africa were invited to add to and complement African peer expert teams as they provide increased visibility, international legitimacy and synergy.

Furthermore, a major conviction of the review can best be expressed as "implementation matters". Therefore, a major objective of the Peer Review is to identify workable and practical solutions for overcoming the challenges met in the field.

The concept underlying this Peer Review exercise is based on the lessons above. The exercise intends to use international, mostly African experts to review a country's own performance, the overall purpose being to develop workable proposals for improving the formulation of education policies and their implementation.

The methodological choices made for the review were also determined, to a large extent, by these lessons. They were guided by the following:

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- Using a participatory process with an African-led international expert team comprised of members who have demonstrated sound professional and leadership experience in diverse African settings. In the case of Mauritius, these experts came from countries such as Benin, Guinea, Kenya, Madagascar, Nigeria, South Africa and from the OECD (Japan);
- Fully including the reviewed country's own experts in the entire process on the basis of collegiality and national participation at all stages of the undertaking. The report drafted by the national team is part of the overall report;
- Making use of desk reviews, interviews with local stakeholders, preferably done by peers and professionals in similar fields, as well as an analysis of data and peer discussions on specific issues;
- Going beyond the policy-makers for interviews, to tape, at the other end, the "policy consumers" such as students, teachers, parents, and association leaders;
- Taking gradual steps including the following: (I) a preparation phase launched by the country; (II) a national self-evaluation leading to a report that is an integral part of the overall report; (III) an international review to complete step II; (IV) validation and in-depth dissemination of the recommendations; and (V) an impact review to be conducted about 18 months after the release of the report.

In the specific case of Mauritius, Phase I to IV have been completed with the validation of the report which is structured around two parts: Part I, entitled Mauritius Country Report, was drafted by the national counterparts; Part II, entitled Review by the International Peers, was prepared by international peers from seven African countries and Japan (OECD).

The country Self-Evaluation Report first presents a brief history and geography of the Republic of Mauritius. Next, it describes the development and structure of the Mauritian education system. Then it provides extensive extracts of key national policy documents to present the 2001-2005 educational reform. The report then critically evaluates the reform's achievements. From this analysis it appears, in particular, that Mauritius has achieved commendable success in providing universal access to basic education, even if the country has yet to meet all the targets set by the 1990 Jomtien World Conference on Education and the 2000 Dakar Conference on EFA. On the downside, it appeared that the rate of failure on the Certificate of Primary Education is still the most serious problem, as up to 40% of all children do not obtain it. It is also observed that there are still considerable differences in achievement scores between Mauritian children. Its "U" curve stratification is characteristic of systems having unequal distribution of educational opportunities.

The Self-evaluation Report points out that many sources of educational inequalities exist and should be addressed to meet basic learning needs and assure a minimum level of competence for all. While some privileged groups receive high quality education from pre-primary to tertiary, others have less resources and opportunities for learning and progressing across the different levels of education.

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The report states that the lack of appropriate planning and implementation strategies explains part of the poor achievement, especially as it concerns the ICT initiative.

Part II of the document presents the peer team's report. The section entitled Pre-primary and Primary Education: Rethinking the Foundation for a Knowledge Society, provides an extensive description and analysis of pre-primary and primary education. For each of the two sub-sectors, the report examines the appropriateness of both policies and their implementation in the areas of access, relevance and achievement.

The section on Secondary and Non-formal Education: A Shared Responsibility presents the institutional framework of secondary and non-formal education and its performance from the viewpoints of access, relevance and achievement. The section deals with issues and barriers before formulating recommendations to address the issues raised.

The section on Anchoring Tertiary Education in the Mauritian Educational Reform for a Knowledge Society discusses the place of tertiary education in the reform and analyzes the continuing challenges concerning access, relevance and achievement in tertiary education. It ends with suggesting policy options that respond to the identified challenges.

The section entitled Moving the Vision Forward summarizes the report and offers three meaningful directions in which the process of educational reforms can be developed in Mauritius, namely:
- Addressing the policy environment;
- Tackling fundamental policy issues;
- Fine-tuning ongoing initiatives.

The report proposes several recommendations that can be summarized as follows:

Pre-primary education
- Researching the profile of young children who are currently not enrolled in pre-schools to address their specific needs;
- Examining the provision of facilities and teachers for pre-schools to address the variations between institutions, regions and zones;
- Considering targeting the pre-school subsidy rate according to district socio-economic levels.

Primary education
- Re-examining the automatic promotion policy; the role of private tutoring and the medium of teaching to better reflect a sense of national identity;
- Reforming the curriculum in such a way as to provide equal opportunities for quality education for all Mauritian children regardless of their socio-economic backgrounds and location; such a curriculum could emphasize a skills-based approach (as in South Africa, Botswana and Namibia);

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- Modernizing the curriculum to better reflect twentieth-century global issues, including those pertaining to human rights, poverty reduction and environmental protection;
- Developing programs for students with special needs (physical, social, etc.).

Secondary education

- Developing a master plan derived from the reform for secondary education; such a master plan should be accompanied by better implementation instruments, for example, detailed action plans and timelines that are flexible but precise;
- Strategically aligning priorities and timelines in secondary education with other education levels and with other sectors such as the Ministry of Industry, the Ministry of Child Development and Family Welfare, etc.;
- Promoting shared responsibility between private and public providers of education and training; and
- Ultimately, using the lifelong learning approach as the way to a knowledge society.

Tertiary education

- Developing an observatory unit in the university system for monitoring the reform's progress, benchmarking and paving the way forward; in the same spirit, advocating informed research as the main support for the reform;
- Promoting the sustainable financial development of the sector through more expertise and professionalism in analyzing and forecasting financial needs as a prelude to applying for public and private funds;
- Revisiting the status of some tertiary education institutions such as the MIE to strengthen their institutional autonomy, make them more tuned into their mandate and facilitate their inclusion in the educational reform process;
- Better articulating the implementation of the ICT initiative throughout the system with tertiary education playing a key role.

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16 ANNEX III

Mauritian Education System, Governance and Structures

The Mauritian education system has been to a large extent shaped by the type of schooling development in the French and British colonial times. The Mauritian education system is presented in Annex II. It has evolved from a completely private enterprise to a national education system. The growth of education came about with an increase in annual income coupled with a high social demand for education. Government's impetus for free primary education for all which started in the 1940's resulted in near universal enrollment at primary level, long before primary education was made compulsory in 1982. In 1976 the decision to provide free secondary education caused enrollment at secondary level to rise considerably. Education has been made compulsory up to the age of 16, with the introduction of 11-year schooling as from January 2005.

5.5   Governance and structures

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Mauritian Education System

TERTIARY

HND

UPPER SECONDARY 2 YEARS — Age: 16$^+$-18

IVTB

NTC Level II

Others: LCC, Pitman, City & Guilds

NTC Foundation Course

LOWER SECONDARY FORMS 1-5   5 YEARS — Age: 11$^+$-16

PRE-VOCATIONAL 3 YEARS

PRIMARY (6 YEARS) — Age: 5$^+$- 11

PRE-PRIMARY — Age: 3-5

1069 Schools, 82% private

In the island of Mauritius, four educational zones have been defined. Each zone is headed by a Director. Primary school inspectors together with Senior/Principal secondary school teachers ensure the liaison between schools and the zones.

In 1978, the Private Secondary Schools Authority (PSSA) was set up to look after the running of the private secondary schools and to maintain standards. In the context of free education up to secondary level, Government pays grants to non-Government secondary schools such as the Catholic colleges through PSSA.

In 1973, the Mauritius Institute of Education (MIE) was set up to provide training (pre-service and in-service) to teachers at both primary and secondary levels. This institution was also responsible for curriculum development activities, which were taken over by the Curriculum Development Center (CDC) under the aegis of the Ministry of Education in 1985. The CDC became the National Center for Curriculum Research and Development (NCCRD) in 1993. The MIE was also looking into some aspects of assessment and examinations, but these activities were taken over by the Mauritius Examinations Syndicate (MES), which was set up in 1984.

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The MES has the overall responsibility for conducting all national examinations – the Certificate of Primary Education (CPE), the Cambridge School Certificate (SC), and the Cambridge Higher School Certificate (HSC); technical and vocational examinations; professional examinations for foreign examination bodies; and other local examinations. It also carries out examination-based research aimed at improving the assessment system and informing policy decisions.

The Industrial Vocational Training Board (IVTB) was set up in 1988 with the objective to provide vocational and technical training. Efforts had been made in the past to provide pre-vocational training to CPE failures through such means as the Community School Project, the Basic Secondary School, the Pre-Vocational Training Center, and the State Secondary Schools Vocational (SSSV). It is the pre-vocational education system operational since 2002 that has been able to capture the majority of CPE failures. After three years of Pre-Vocational Education (PVE), pupils of this stream have started to follow as from 2003 a bridging module that enables them to follow the NTC foundation course run by the Industrial Vocational Training Board (IVTB). A training program for teachers working in pre-vocational schools is run by the MIE.

Roman Catholic Education Authority and the Hindu Education Authority also have a certain number of schools under their responsibility but funded by the Government.

The Tertiary Education Commission (TEC) was set up in 1988 to foster the development of post-secondary education and training facilities, and to provide guidelines to the tertiary educational institutions for preparing annual and long-term plans for the operation and development of post-secondary education and training.

Tertiary education in Mauritius is characterized by a wide range of institutions with diverse characteristics. Some provide all levels of tertiary education in a range of disciplines while others focus their activities on only one or two areas at certain levels. A number of the institutions are overseas with their provisions made available through the distance education mode. Within the public sector, tertiary education revolves around the University of Mauritius (UoM), the University of Technology – Mauritius (UTM), the Mauritius Institute of Education (MIE), the Mahatma Gandhi Institute (MGI) and the Mauritius College of the Air (MCA). Overseeing tertiary education institutions (TEIs) is the Tertiary Education Commission (TEC) which, inter alia, has responsibility for allocating public funds, and fostering, planning and coordinating the development of post-secondary education and training.

Two Polytechnics, managed by the Technical School Management Trust Fund (TSMTF) also operate within the public sector. They are namely the Swami Dayanand Institute of Management and the Institut Supérieur de Technologie. The Industrial and Vocational Training Board (IVTB) and the

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Mauritius Institute of Health (MIH) equally dispense tertiary level programs in selected areas.

In addition to the above publicly-funded institutions (PFIs), an estimated 35 private institutions and 50 overseas institutions/bodies are presently delivering tertiary-level programs, mostly in niche areas like Information Technology, Law, Management, Accountancy and Finance. A majority of these private institutions operate on a part-time basis, in the evenings, weekends and on some weekdays with relatively small student cohorts. Most, if not all, of the programs are those of overseas institutions. These are being offered by franchise agreements whereby the overseas institutions provide program materials and/or tutorial support. Apart from playing an administrative role, the local partners also provide tutorial support and in certain cases local institutions deliver programs using exclusively their own resources.

The local tertiary education scene also comprises four tertiary education institutions with a regional vocation, namely the University of the Indian Ocean (UIO), the "Institut de la Francophonie Pour L'Entrepreneuriat" (IFE), the Sir Seewoosagur Ramgoolam Medical College (SSRMC) and the Mauras College of Dentistry (MCD). The activities of these institutions are geared towards programs in very limited or specific disciplines.

The provision of tertiary education extends beyond the local tertiary education institutions given that a significant number of Mauritian students either go overseas or resort exclusively to the open learning mode for pursuing their studies.

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17 ANNEX IV Educational Reforms

1990 – 2000 Educational reforms

In the 1990s Mauritius had two major attempts at reforms as reflected by the Master Plan of Education (Ministry of Education and Scientific Research, 1991) and the Action Plan of Mauritius (Ministry of Education and Scientific Research, 1998). Several projects were implemented by the Mauritius Examinations Syndicate – the main one being the publication of the Learning Competency For All document in 1992 and the re-designing of the CPE examination in 1994 in terms of Essential and Desirable Learning Competencies.

2000 – 2005 Educational reforms

In a bid to equip the country to face new challenges in an increasingly technologically and economically competitive and ruthless international environment, another reform process was launched at the beginning of the new millennium. The educational reforms of 2001-2005 were presented in the documents: (i) Ending the Rat Race in Primary Education and Breaking the Admission Bottleneck at Secondary level – The Way Forward (2001); (ii) Curriculum Renewal in the Primary Sector (2001). Further reform proposals were made in the document entitled Quality Education for All (2003). In June 2005, the Ministry of Education presented the document Bilan chiffré de la Réforme de l'Éducation which contains the measures undertaken during the period May 2001-May 2005.

The 2000-2005 reforms were based on three *pillars* namely access, relevance and achievement. The underpinnings of the reforms were mentioned in the document Quality Education for All which appeared in December 2003. Definitely, the educational reforms had as the main objectives the abolition of ranking at CPE and the admission of more children to state secondary schools. This required the construction of new schools. Such initiatives are always very commendable.

As from the year 2002, ranking was abolished. Since 2002, the new strategy was based on the adoption of the Grade System, whereby a new alphabetical Grade System has replaced the ranking system such that all children obtaining the minimum pass grades could join the secondary mainstream while those who do not achieve these after two attempts at CPE joined the secondary pre-vocational stream.

Before 2000, the curriculum comprised the subjects English, French, Mathematics, Environmental Studies (EVS), Creative Arts, Physical Education and Asian Languages/Arabic. EVS was then split into Science, History & Geography, and new subjects have been introduced namely Citizenship Education, Arts and ICT.

Since 2004, the grades obtained in Asian languages and Arabic at the CPE examination are being considered for aggregation and admission to secondary

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schools. Nearly 70% of the total enrollments opt to study one of the Asian Languages or Arabic.

The secondary school cycle was divided into (i) Form I - V Secondary Schools where schooling was compulsory up to the age of 16, and (ii) Sixth Form Colleges where schooling was optional. Admission to Form I - V secondary schools was regional whilst that to Sixth Form Colleges was national. All State secondary schools not transformed into Sixth Form colleges offered only Form I - V classes and, as from 2003, Sixth Form Colleges no longer had a Form I intake.

However, in many countries, such an overemphasis on access has overshadowed the issue of quality. Education is a fundamental human right. It has a powerful impact on the possibilities that children have to determine and enhance their future. Undoubtedly, the 2000-2005 reform enhanced access to secondary schooling but it left certain questions, which have always been deeply troubling, unanswered: how much are the children learning at school? Is it enough? Are there major gaps in their learning that need to be addressed? Admittedly, an educational diagnosis demands time but without careful, systematic inquiry into the effectiveness of either the current school practices or new programs, many changes occurring in education become little more than random adoption of faddish innovations. In a rich democratic tradition, consultations need to be carried out with all stakeholders so as to bring innovations and changes to a successful fruition.

2006- Reforms: Quality Initiatives for a World Class Education

What matters, ultimately, is not just the volume of participation in education but more importantly – and as stressed in the World Declaration on Education for All – what people actually learn as a result of participating in the educational process. This, in turn, depends on the quality of education.

The 2006 reforms aim at have an education system that provides for integrated and comprehensive approach to education based upon the four pillars: *learning to know*, *learning to do*, *learning to live together*, and *learning to be.* The grading system was introduced at the CPE level as from 2006. Major curriculum reforms at the pre-primary, primary and secondary levels are underway.

Whatever be the reform initiative, a much better balance is needed: ensuring a fair share of resources and opportunities for all people, not just those who are well placed to take advantage of what is on offer. Respecting and providing for individual differences and circumstances do not excuse highly differentiated policies that in some cases are actually increasing inequality. The same for all can mean greater inequity; those who have least need more, and they need the kind of support and encouragement that enables them to enter the gallery of learning and proceed successfully along its passageways.

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18 ANNEX V

18.1 Assessment at Primary Level

At the primary level, for Standards I - V, each school has its own assessment practices based on the national curriculum objectives as spelt out in the textbooks and in the Learning Competencies document. The Ministry of Education and Scientific Research prepares the end of year examinations for Standards IV and V. However, these are conducted, marked and reported upon at the level of each school. The national CPE examination is held at the end of six years of primary schooling. Although ranking has been abolished and replaced by a grading system, the CPE is still used both as a test of the level of attainment as well as a device for admission to the secondary schools on the basis of grade aggregate and proximity. Each subject examined at CPE is marked on a 7-point scale: A+, A, B, C, D, E and U (unclassified). The criteria to pass the CPE examination are as follows:

A pass (at least Grade E) in English, French and Mathematics   and   an overall average of 35% in either English, French, Mathematics, History & Geography and Science or English, French, Mathematics, History & Geography, Science, Asian Language/Arabic.

Prior to the abolition of ranking and the introduction of the grading system, the subjects English, Mathematics, French and Environmental Studies carried the following weightings: 3:3:2:2 respectively. Performance in an Asian Language/ Arabic subject was not then considered for ranking. As from 2002, all subjects examined at the CPE examination including Asian Language/Arabic have the same weighting. And as from 2004, performance in an Asian Language/Arabic subject is also considered in the computation of the CPE Grade Aggregate.

18.2 Assessment at Secondary Level

At the secondary level, the MES organizes and conducts examinations in collaboration with the University of Cambridge Local Examinations Syndicate. The examinations are held at the end of the fifth year (16+) of the secondary cycle leading to the Cambridge School Certificate/O-Level and at the end of the seventh year (18+) of secondary cycle leading to the Cambridge Higher School Certificate/A-level.

The MES plays an important role in 'mauritianizing' the examinations, in collaboration with other stakeholders (the Ministry of Education, University of Mauritius, MIE, MCA, MGI, teacher's unions), in order to respond to the needs of the country as well as keeping international standards. The syllabus, textbooks etc. are closely monitored by the School Examinations Subject Advisory Panels which comprise all stakeholders, and changes are subtly brought as and when required. For School Certificate examinations, seventeen subjects are locally marked. A wide range of subjects are offered - 45 at School Certificate level and

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40 at Higher School Certificate level with Mauritius-only papers in about 15 subjects. Each candidate chooses 7 to 8 subjects at SC level and 3 principal subjects and 2 advanced subsidiary ones at HSC level. Regular training and orientation courses are organized for teachers in the use of the examinations syllabus, mark schemes, paper setting etc. thus making examinations an important means of improving standards and the quality of education.

In all secondary schools some form of continuous assessment is carried out during the year but they are not used for formative purposes. Mock examinations are held at the end of the second term in Form V and Upper Six classes; the results are used to provide forecast grades to candidates applying for university seats and for use by the Cambridge International Examinations, when required.

18.3 **Assessment Practices in Institutions Providing Vocational Education and Training**

Mauritius has adopted, with the creation of the Industrial Vocational Training Board (IVTB), the one-to-one Singapore model of training skilled manpower for the workforce called the National Trade Certificate (NTC) system. Before the development of the NTC system, industrial workers in Mauritius took examinations conducted by overseas bodies (mainly the City and Guilds) in order to seek recognition of their skills. In technical and vocational fields the reliance on assessments is to make judgments about people's future behavior in the workplace. Competence-Based Assessment (CBA), which is derived from the specification of a set of performance criteria, constitutes the major part of the assessment strategies being used. CBA allows individual performance to be judged against a set of explicit standards which reflect the expected results of the individual's competence in the workplace. However, the administration of competence-based assessments is expensive because provisions should be made for a wide variety of assessment situations, repeated record keeping, training of trainers and assessors. It involves additional costs in equipment, materials, and in creating a simulating workplace environment for training and assessment.

Presently, 12 subjects/trades are offered at NTC Foundation Course and at NTC level 2. 42 subjects/trades are offered at NTC level 3. Those who complete the NTC level 2 successfully may follow the course leading to the award of the Higher National Diploma (HND), Edexcel (UK).

18.4 **Assessment at Tertiary Level**

Currently, assessment at all levels at the tertiary level involves both continuous assessment throughout the semester and examinations at the end of the semester/year. However, the weighting to the components of continuous assessment and examination differs from course to course. Most of the examinations are moderated by foreign examiners mainly from universities in UK. With the rapid technological change and easy availability of Internet facilities throughout the country, more and more people are having the opportunity to upgrade their academic capabilities. With the increasing number of courses

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available on-line, it is imperative to have a proper and effective assessment mechanism in order to ensure security and prevent malpractice.

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19 ANNEX VI

19.1 **National Qualifications Framework**
MQA was established in 2001 with the objectives to develop, implement and maintain a National Qualifications Framework; to ensure compliance with provisions for registration and accreditation; and to ensure that standards and registered qualifications are internationally comparable. MQA is responsible for the National Qualifications Framework (NQF).

The National Qualifications Framework (NQF) is a 10-level framework, starting with Certificate of Primary Education at Level 1 up to PhD at Level 10 and sets out the levels at which qualifications can be recognized.

It helps learners make informed decisions on the qualifications they want to pursue, by comparing the levels of different qualifications and identifying clear progression routes to their chosen career.

The NQF is a way of showing how different qualifications of a country relate to each other and enables different types of qualifications to be compared through a common language of level.

The Structure of the National Qualifications Framework

	PRIMARY / SECONDARY EDUCATION	TVET / WORKPLACE	TERTIARY EDUCATION	LEVEL
10			Doctorate	10
9			Masters Degrees e.g. MA, MSc, M.Phil Postgraduate Certificates, Postgraduate Diplomas	9
8			Bachelor with Honours, Conversion Programs	8
7			Bachelor (ord. Degree)	7
6		Diploma	Diploma	6
5	HSC / GCE 'A' Level /BAC / IBAC		Certificate	5
4		Certificate		4
3	SC / GCE 'O' Level			3
2				2
1	Certificate of Primary Education			1

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The NQF aims to:
- Promote access, motivation and achievement in education and training, strengthening international competitiveness
- Promote lifelong learning by helping people to understand clear progression routes
- Avoid duplication and overlap of qualifications while making sure all learning needs are covered
- Promote public and professional confidence in the integrity and relevance of national awards.

When fully operational, the National Qualifications Framework can contribute significantly to promote lifelong learning, and to help those who are out of the mainstream education system to join it.

MQA is also responsible for the *Recognition of Prior Learning (RPL).* RPL has recently been used in the Printing, Construction and Health sector.

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EXECUTIVE SUMMARY

- The study documented and analyzed issues of transition/articulation between the various levels (from primary to junior secondary to senior secondary) and types of education (from non-formal to formal), using concrete examples from Nigeria
- 5 States that have the most prominent concrete examples of transition/articulation and mainstreaming of non-formal education into formal education were studied. The states are Borno, Ebonyi, Niger, Ondo and Zamfara
- An instrument, consisting of items on legal framework, policy issues and practices, was Responded to by officials of the State Agencies for Mass Education (SAMEs) and institutions involved in implementing non-formal education and transition issues in the five States
- The main findings of the study are:
  - ➢ One of the States has a vibrant program on transiting from non-formal to formal institutions. The State, however, does not have a legal framework that supports transition and articulation policies and procedures. The blame for this was laid on the corridors of the UBEC Act which has not incorporated the idea of mainstreaming from the non-formal to the formal system
  - ➢ The legal frameworks and policies, formulated by the State Houses of Assembly or the Local Government bye-laws issued the legal frameworks and policies that support transition and articulation between sub-sectors and types of education
  - ➢ The bodies that are involved in the implementation of the transition and articulation process include the State Universal Basic Education Boards (SUBEBs), State Houses of Assembly, State Ministry of Education, Local Government Education Authorities and the Management Boards of the Institutions. Thus, the implementers of the transition and articulation policies vary from State to State
  - ➢ Implementers of NFE, in some States, are aware of existing policy guidelines on transition and articulation between non-formal and formal institutions in their States. The awareness of the existing policy guidelines in the remaining States ranged between 66.7% and 85.7%. On the average, it may be inferred that there are existing guidelines on transition and articulation in the States
  - ➢ Apart from one State, all the sampled states were able to identify the key issues highlighted in the policy. These include transiting from one level or stage to another, completion criteria and education as a right. Other issues highlighted in the policy lay emphasis on the fact that every citizen of the State has the right to compulsory and free education from primary to tertiary level
  - ➢ For transition purposes, SAME applies to the SMoE for placement as in the case of one State while the implementation was carried out through the Mass Literacy Officers, School Management Boards, Academic Boards and University-affiliated Colleges, as in the case of another State

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> The existing procedures for ensuring smooth transition and articulation were through stakeholders' participation and learners writing application to and receiving approval from the State Ministry of Education (SMoE), after the learners must have completed basic and post-basic literacy. Other procedures were through internal test and departmental recommendations for Academic Board approval. Thus, learners applying for transition to the State Ministry of Education for approval, after completing basic and post-basic literacy seems to be the practice in some states

> In one State, all head teachers/principals are directed to admit pupils, student and adult learners in any school of their choice while in others, the decision is implemented internally or through mainstreaming and integration

> Other methods of transition include following admission process (16%), mainstreaming and integration (18.9%), application through the Principal of the school of choice, and then to the State Ministry of Education for approval, and basing it on learners' performance

> About 78% of the officials developed their capacity through local workshops and seminars, 56.8% through attending Adult Education Training Institutes, 32.4% through attending Colleges of Education and Polytechnics, 32.4% through University Education and 16.2% through in-service training or courses organized for their staff by development partners like UNESCO, ActionAid, UNICEF, UNDP, etc. From the foregoing, the use of local workshops and seminars seemed to be the most commonly used method of staff development followed by attending of Adult Education Training Institutes

> About 60% of the officers use examination for admission and placement, 54.1% for transition from one program to another, 56.8% for transition from one level to another, 56.8% for promotion from one level to another and 8% use examination for other purposes such as certification and self-interest. Thus, most States use examination for admission/placement and transition or promotion from one level to another, going by their responses

> Graduates of the program are recognised at State and Local Government levels in as well as in Institutions of Higher Learning as reported by 89% of the officers. Thus, it could be concluded that completers of NFE across the country are recognised

> Learners are admitted into their institutions through a selection process, 13.5% through administration of tests to determine the level on which to place the learners, 16.3% through identification of learners' interest, ability and program of choice after completing post-basic literacy and 35.1% through the use of Continuous Assessment Record Book of the learners. From the foregoing, selection process and the use of continuous assessment records seem to be the most popular criteria for admission in the Nigeria

> The centers serve non-literate adults (19.1%), out-of-school children (34%), the prison inmates (14.9%), serve the nomadic pastoralists (6.3%), the migrant fisherfolk (5.3%), Quranic (Tsangaya) pupils (4.3%), extra-mural students (10.6%), sub-degree students (4.3%) and others (ministry and agency junior staff) (1.7%).

> The major challenges of mainstreaming have to do with the economic and social status of the learners as well as lack of admission policy (legal

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framework) in relation to graduates of non-formal education. Some states indicated lack of flexibility in formal education in relation to time and place, while others feared losing candidates of Quranic schools after mainstreaming

➢ Learners derive six types of benefits from the various non-formal education programs. Thirty-six (23.2%) derive literacy, 29 (18.9%) derive employment, 24 (15.5%) derive improved access to basic education, 23 (14.8%) derive regular income, 22 (14.2%) derive better health access, 19 (12.3%) derive increased awareness while 2 (1.3%) of the officers derive other benefits such as improved communication

➢ The programs are monitored and evaluated by government officials (26%), instructors/facilitators (21%), community members (13%), leadership of non-governmental organizations (10%), participants and sponsors respectively (5%), and development partners and the Bishop respectively (1%).

➢ The programs are being assessed using interviews (14.2%), observation (15%), learners' demonstration (12.6%), continuous assessment (17.3%), written test (22%), learners' portfolio (8.7%) and learners' self-assessment (10.2%)

➢ The languages used in delivering lessons at the various centers were mainly the language of the immediate environment and English. The languages are English, Hausa, Igbo, Yoruba, Kanuri, Nupe, Arabic, Shuwa and Gbagyi. The language of instruction varies from community to community. The accepted language, especially at the basic level depends on the community. While in some urban areas there may be the preference of the *lingua franca*, usually English Language or a version of it, the rural areas always restricted themselves to the language of the immediate community. Whatever the preference, the language enhances understanding of instruction and helps in the transition process in post-basic literacy. The language of instruction is also seen as a language of integration of the two education systems

➢ For instruction, 37.1% of the centers use school classrooms, 16.5% use town halls, 9.3% use the village square, 10.3% use the community heads' houses, 6.2% use churches, 7.2% use mosques and 13.4% use open spaces

➢ Thirty-three (20.5%) centers have furniture, 25 (15.5%) have toilets, 23 (14.3%) have electricity, 18 (11.2%) have fans, 6 (3.7%) have computers, 10 (6.2%) have typewriters, 15 (9.3%) have storage rooms, 4 (2.5%) have libraries, 3 (1.9%) have television sets, 4 (2.5%) have radio sets, 13 (18.1%) have sources of water and 7 (4.3%) have other facilities (e. g. plastic mats, lantern)

➢ Good practice can be considered as the activity that endears the learners to the institution(s) and their program(s). Such practice(s), which should be enduring and sustainable, could be issues that affect both the learners and the institutions. In this study, good practice has been looked at by the officers as they affect the institutions and the conditions of employment of the instructors. Some officers are of the view that creating conducive environment that is learner-friendly, is a good practice. Along this line, some officers consider the community contributions to creating this environment as important because it makes learning and the institution

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more enduring. The community has in some places contributed in providing learning centers and learning materials in the centers. In some areas, organising quiz/debate/sports has been seen as good practice. On the part of instruction, the conversion of part-time instructors to permanent employees is seen as good practice. Similarly, staff promotion, development and training, and improvement in the conditions of employment, such as giving soft loans to staff are seen as good practice

➢ All the States indicated increased enrollment as their major achievement. Three (3) of the States indicated increased transition, preparation of learners for further learning, and prompt payment of instructors as major achievements. Two (2) of the States listed establishment of women programs and improved collaboration with other sectors as their achievement. Only Borno State indicated winning National prize among its achievement in the last 5 years

➢ All the states introduced skills acquisition as a new practice. Three (3) of the States have vocational training, two (2) introduced debates and sports especially for the out-of-school pupils. Rehabilitative education and radio interactive program are introduced in some states

➢ Given the important role of literacy in the advancement and development of society, it is not surprising that the number of stakeholders continues to increase. In the survey, the following stakeholders have been identified as being involved in the mass education institutions in Nigeria. The stakeholders (but not in any order of importance) are international development partners such as UNESCO, UNICEF; communities, community leaders, religious leaders, NGOs, State Agencies for Mass Education, State Government/Ministry of Education, Local Governments, CBOs, school principals, parents and individuals

➢ Effective learning in the centers requires support from stakeholders. Thirty-two (33%) of the centers obtained infrastructural facilities from stakeholders, 18 (18.6%) of them obtained technical support, 26 (26.8%) obtained capacity building, 19 (19.6%) obtained funding while 2 (2.0%) of them received other contributions such as mobilisation

➢ Problems encountered by learning centers in all the States included lack of adequate funding and trained instructors as the major problems they are facing. Two (2) of the States indicated lack of infrastructure and facilities, lack of Budgetary provision at State and Local Government levels and lack of functional vehicles for effective monitoring and evaluation of the programs. Lack of provision of legal framework and funding by UBEC was noted to be part of its major problems

➢ Overtly, there is a consensus that the problem of funding is overwhelming in the effective implementation of literacy programs. Funding is not seen to be adequate in most government programs but that of mass literacy is too poor such that they barely get the required mention in government priorities. This problem of funding consequently affects all aspects of the implementation of literacy programs. Other problems identified by officers include that of sustainability, inactive involvement of community members, absence of light for evening programs and inadequate communication facility

➢ A number of factors affect learners' choice of type of education in Nigeria. Education in Nigeria still remains in the area of consumption. Adult learners

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are therefore not immune to what benefits they can easily derive from it. Thus, officers indicated that learners' choices are influenced by programs that will enable them to secure employment easily. This implies that those in post-literacy classes look more at the desire for ready employment. For those that are in the basic literacy programs, the motivating force may be the desire to be literate so that they can readily fit into the society that has become more competitive and knowledge-based. Thus, this is not far from the desire to belong to the group of educated elites which the status of literacy will confer on the neo-literate. Other likely factors that influence choice may include financial status of parents/spouses, availability of type of program and learning materials in the community, quality of instructors and other compelling challenges

➢ The factors that influence learners' choice of level of education during/for transition include:
  o family problems are a major influence on learners' aspiration in education
  o age and ability of learners affect the levels of education. The issue of age is very important on how far a learner can go on the education ladder. It is always considered that those undergoing adult literacy are having what is generally referred to as 'second chance' implying that they are doing what they should have done at an earlier time of their life. Although this does not mean that their aspiration has been cut off but that this may not reach full maturity had it commenced earlier
  o adequate facilities for learning have a role to play in the level of education that can be attained by learners. The role of facilities in aiding learning for a matured learner cannot be over-emphasized. This explains why a majority of the learners opt for skills acquisition and training where they are available as their maturity can readily be brought to bear on skills and progress readily measured. Thus, performance goes to significantly affect their present level. This may be what some officers refer to as learners' awareness that may affect his level of education

➢ For effective transition from the non-formal to the formal sector, participants of the literacy centers are expected to write national examinations. Twenty-five (32.5%) of the officers register and write WAEC/SSCE and NECO/SSCE respectively, 12 (15.5%) register and write Common Entrance, 6 (7.8%) register and write NABTEB, 5 (6.5%) register and write Labor Trade Test while 2 (2.6%) of the Centers register and write City and Guilds and JAMB respectively

➢ About 51% of the ANFE officers stated that their learners experienced difficulties transiting into the formal education program

➢ The specific challenges of transition in some states are the level of performance and lack of adequate funding, while it is lack of classrooms and support from parents in others

➢ In most of the States, advocacy visits to stakeholders was seen as the most appropriate way of resolving difficulties and challenges in learning centers while in others it is enlightenment campaign and affiliation of learning centers to formal institutions

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> In order of importance, better ways of ensuring effective transition are adequate funding (80%), quality teaching (60%) while advocacy visits to stakeholders, recognition of literacy certificate, legal framework and proper placement (40%). Public enlightenment (20%) was the least way

> All the States use advocacy visits to traditional rulers, religion bodies and stakeholders as well as public enlightenment through the mass media to mobilize participants. Some use role models and provision of incentives such as free books

> In two of the states, the community was not involved in the devleopment of the curriculum

> There is a link between the contents of the curriculum and the learning needs of the learners

> The curriculum took care of the needs of the nomadic pastoralists and the migrant fisherfolk in 60% of the states

> In most of the States, the interest of children affected by HIV/AIDS is considered on the curriculum

> All the life skills were adequately reflected in the curriculum with percentages ranging from 51.4% to 78.4%. However, self esteem (78.4%) and conflict resolution (75.7%) were the skills most reflected in the curriculum.

RECOMMENDATIONS

- There is the need to institute a legal framework to ensure that transition is not considered as a favor to the learners. The law should be such that the policy is emphasized and encouraged

- Funding of Adult and Non-Formal Education (ANFE) needs to improve. This can only be effective if the law spells out the financial responsibility of the different tiers of government

- To improve enrollment, retention and completion, which will enhance transition, there is the need for increased advocacy, sensitization and mobilization of the populace by government at all levels

- There is the need for guidance and counselling services in the ANFE programs in order to encourage learners as they mainstream and transit to formal education institutions and progress to completion

- For attendance at ANFE programs to improve, there is the need to employ well-qualified instructors who will be adequately remunerated as and when due

- All stakeholders in ANFE should participate actively so as to ensure that adequate teaching-learning materials and facilities are provided for the centers

- There is the need for robust capacity-building activities such as in-service training, seminars and workshops to up-date the knowledge of the instructors and supervisors

- The private sector and NGOs should be encouraged to contribute adequately to the funding of ANFE because they also enjoy the services of enlightened members of the public.

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Section 1: Introduction

This study was undertaken to support ADEA Forum of Ministers with more realistic recommendations for the improvement of their policy formulations and practices. It has therefore concentrated on the bridge between formal and non-formal education in Nigeria. Initially, the Nigerian education system was 6 years of primary education for children aged 6-11+ and five to seven years post primary schools and four to six years of tertiary education. The structure was however changed in 1976 to:

- Pre-primary or kindergarten education, which lasts from 2 to 3 years for children aged 3 to 5 years;

- The primary school education is of 6 years duration for children aged 6-11+ years;

- The post –primary education which is of 6 years duration but divided into two halves;
  - 3 years of junior secondary education
  - 3 years of senior secondary education

- The tertiary education level comprising the colleges of education, polytechnics, /mono-techniques and university.

- For those who never had opportunity to go to any school can attend Adult and Non-formal education programs and can be mainstreamed into the formal schools after acquiring equivalent qualifications.

During the **first half** of post-primary education, any student who cannot pursue academic work to the **second half** can withdraw to learn a trade in vocational schools. At the tertiary level, the duration is determined by either the type of school or courses undertaken. Some major innovations in the Nigerian education policy thrust were the government take-over of schools in the '70s; the launching of the Universal Primary Education (UPE) in 1976 and the Universal Basic Education (UBE) in 1999. The UPE could not be sustained due to frequent changes in the socio-economic and political conditions in the nation. The UBE program has resulted in increased enrollment in all States of Nigeria.

The large number of illiterates has always been a source of concern to government and this has been shown through its commitment to attain international goals/declarations such as the Jomtien Declarations on the Education for All, the Delhi Declaration and of recent Dakar declaration. The commitment is also manifested by the establishment of the National Commission for Mass Literacy, Adult and Non-formal Education, the National Commission for Nomadic Education and lately the Universal Basic Education Commission to eradicate illiteracy amongst the adults and children.

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The limited capacity of the formal system of education to cope with the various demands on education in Nigeria has necessitated the present appeal for the non-formal education. This is to correct the imbalances in the nation's formal education sector. It can greatly help the vast population of youth and adults that are stigmatized as failures from the formal school system by providing the following services:

- Basic literacy of reading, writing and numeracy for both children and their illiterate parents, including apprentices and children of nomads and migrant fishermen

- Bridging the gaps in learning achievements of marginalised groups like girls, school drop-outs, women, prisoners, the poor and the physically challenged

- Technical and vocational education which are often lacking in our formal education system

- On–the-job training for practitioners and professionals who may not have the time for the full-time educational options

- Serving as the best means of civic or mass education, open education, aesthetic and cultural education in the present globalization of knowledge

- One of the tools for personal and professional competence and community development

In summary, non-formal education is indeed characterized by openness of entry irrespective of levels of formal education. It is offered with concrete life-related and non-threatening contents that are constantly changing to meet new needs and deal with real issues. It addresses needs and capacity gaps that are required for immediate application in the day-to-day life which learners drift into and out of and validate success by their own experiences (Makoju, Obanya, Fagbulu, Nwangwu, Aderogba, Olapeju, Ayodele, Adediran, Ramon-Yusuf and Ahmad, 2006). At the lower level, States have established Agencies for Adult and Non-formal Education and most of the 774 local government councils in the country have units that cater for Adult and Non-formal education delivery. In spite of this, available statistics still show that about 55.5% of the country's population is literate. That means that about 55.7 million Nigerian are illiterates and the most worrying part is 60% of these illiterates are women. In addition there is the growing number of children and youth that are not in school. There are about 33.2 million children of school-age population but only 26 million pupils are enrolled in schools. Un-enrolled children constitute a total of 11.49 million out of which 56.5% are female (NESDP 2006).

The level of illiteracy as shown above has continued to pose a big challenge to leaders, policy makers and education practitioners in Nigeria. They are aware that literacy which is vital to reducing gender inequality has remained low especially for women. Literacy empowers the woman to participate in both private and public spheres, in household decision-making, community affairs and has impact

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on women's self-esteem. More importantly, children with illiterate parents are much more likely to die before they are 5 years old. The home environment is a critical factor in determining the outcomes from schooling. A child, who sees no reading or writing going on in her home and receives no help with her homework, will struggle in school.

Government is addressing the problem by expanding the formal school system to accommodate more children and through the provision of Non-formal Education programs that are being offered by government and non-governmental institutions. The programs offered include the following: Basic Literacy, Post Literacy, Women Education, Continuing Education, Functional Education, Basic Literacy in Ajami, Literacy by Radio, Literacy through REFLECT, Non-formal Education(NFE) for Children in Quranic Schools, NFE for Boys Drop-Out, NFE for the Girl-Child and Adolescent Girl, and Basic Literacy for the Prisoners.

This study is aimed at documenting these efforts, from concrete examples, indicating more effective methods to transit from one level to the other. Specifically, the study documented and analyzed issues of transitions and articulations between the various levels (from lower secondary to upper secondary) and types of education (from Non-formal to formal) observed during the field work. It also concentrated on three main stages of policy development and implementation (i.e. how transition and articulation policies are set, how they are translated into legal provisions and how they are practiced.). The study group visited five States in the federation namely: - Borno, Ebonyi, Niger, Ondo and Zamfara States. These States have Non-formal Education institutions that produce graduates who were main-streamed later into formal schools – junior secondary schools or institutions that admit students with primary school equivalent in the States.

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Section 2: Methodology

In this section, the procedure used in carrying out this study is presented and described. This procedure includes the research design, population, sample and sampling procedure, instrumentation, data collection and method of data analysis.

2.1 Research Design
This ADEA study used descriptive research design to document, from concrete examples, transition/articulation between non-formal, primary, secondary and tertiary education: lessons learned from the Gabon, Mauritius and Nigeria peer reviews. This is with a view to drawing lessons on the way to handle and develop more effective methods to transit from one level to the other.

2.2 Population of the Study
The population of the study comprises the institutions that are involved in the transition/articulation between non-formal, primary, secondary and tertiary education in Nigeria. Specifically, the study includes all the State Agencies for Mass Education and all the institutions directly involved in implementing non-formal education in Nigeria.

2.3 Sample and Sampling Techniques
In order to realise the objectives of the study, a combination of stratified and purposive sampling was adopted to select the sample for the study. The choice of the techniques was guided by the understanding that the present population is heterogeneous in nature especially in the context of spatial coverage, number of operators, nature of clientele and diversity of programs.

The stratification enabled some measure of control over the selection of the sample in order to guarantee inclusion of crucial subjects of the study in the way they exist in the wider population. This made generalisation of results possible.

To sample the States and their State Agencies for Mass Education (SAMEs), the country was stratified into the existing six geo-political zones namely: North-Central, North-East, North-West, South-East, South-South and South-West. From each geo-political zone, States that have programs connected with transition/articulation were identified and one State that had the highest potential to provide concrete examples of transition/articulation was selected. The sampled States from the zones, except the South-South are Borno (North-East region), Ebonyi (South-East region), Niger (North-Central region), Ondo (South-West region) and Zamfara (North-West region). In each of the States, the SAME and institution(s) implementing non-formal education were included in the sample.

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In terms of target audience, a total of thirty-seven (37) respondents were sampled. The respondents included the Executive Directors of the SAMEs, Coordinators of Continuing Education Centers, Adult Education Supervisors, Center Coordinators, etc. These were drawn from the sampled SAMEs and the institutions in the five States. The distribution of samples is presented in Table 2.1.

Table 2.1 Target Audience/Target Clientele/Population

S/No	Institution	Respondent	Number
1.	State Agencies for Mass Education (SAMEs)	State Directors and Center Co-ordinators	5
2.	Institutions implementing non-formal education	Continuing Education / Learning Centers	32
Total			**37**

2.4   Instrumentation
The data for this study include data on background information on the institutions, legal framework, policy issues, and practices. One omnibus instrument (divided into sections) was used for data collection. This instrument served as both interview schedule and questionnaire.

2.4.1 Development of Instrument
The omnibus instrument used for the study was developed by members of the National Technical Committee. The National Technical Committee comprises experts in Adult and Non-formal Education from NMEC, NCNE and the Universities as well as experts in educational evaluation. Members worked together to write items for the instrument. The writing and validation of the items lasted two days.

A critique session of the draft instrument was convened. Observations made by members of the Committee on items in the instrument were exhaustively discussed. Subsequently, some items were revised, some dropped while new items were bought in especially in areas that required further clarifications.

2.4.2 Administration of Instrument
The method of administration of the instrument involved face-to-face oral interview that elicited information on legal framework, policy issues and practices as well as the collection of some vital statistics. It also involved a clear explanation of the purpose of the interactive interview as well as instruction for completion of the instrument when used as a questionnaire. Where the instrument was employed as a questionnaire, the respondents were allowed sufficient time to complete the questionnaire privately.

2.5   Field Activities
Five members of the National Technical Committee (NTC), 5 research assistants and ten interpreters were involved in the field work (data

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collection). Each of the States had one research assistant (RA). Two interpreters were also recruited in each of the States.

Training for field officers was done at two levels. The first level was for members of the National Technical Committee and the second level was for the Research Assistants at the State level. Each level of training was for one day.

The field staff spent ten (10) days in data collection exercise. The agencies and institutions as well as the number of instruments administered on the respondents are presented in Table 2.2.

Table 2.2: Institutions and the number of Respondents

S/N	Institution	# of Respondents
1.	SAME, Borno State	6
2.	SAME, Ebonyi State	13
3.	SAME, Niger State	6
4.	SAME, Ondo State	5
5.	SAME, Zamfara State	7

2.6 Data Analysis

Data were analyzed using three procedures namely:
i) Content analysis
ii) Triangulation
iii) Descriptive statistics

The content analysis employed in this study involves the codification, classification and interpretation of documents obtained regarding NFE legal framework, policy issues and practices.

Triangulation was employed in the interpretation of the analyzed data on the instrument. It involved a synthesis of the policy documents and laws establishing the institutions/agencies, analyzed data and oral and written submissions of the participants.

Descriptive statistics (frequency tables and percentages) were used in analyzing the data.

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Section 3: Analysis of Data, Findings and Discussions

This section presents the analysis of data, findings and discussions with regards to legal frame work, policy issues, practices and statistics on net enrollment, types of programs and funding.

3.1 Legal frameworks and Policy issues

Question 1: Is there any legal framework that supports transition and articulation policies and procedures in your State?

In order to collect data to answer the above question, respondents were asked to indicate either by "Yes" or "No" and to corroborate their responses with concrete evidence. Table 3.1 below shows the summary of the responses of those who were interviewed and those who completed the questionnaire:

Table 3.1: Legal Framework and Policy Issues that Support Transition and Articulation of Policies and Procedures

States	Total # of Respondents	Legal Issues				Policy Issues			
		Yes	%	No	%	Yes	%	No	%
Borno	6	4	66.7	2	33.3	4	66.7	2	33.3
Ebonyi	13	13	100			13	100		
Niger	6	6	100			6	100		
Ondo	5			5	100			5	100
Zamfara	7	7	100			7	100		
Total	**37**	**30**	**81.1**	**7**	**18.9**	**30**	**81.1**	**7**	**18.9**

The findings as shown in Table 3.1 show that 81.1% of the respondents in all the sampled States are of the view that there is a legal framework that supports transition and articulation policies and procedures. It is interesting to note that in one of the sampled States (Niger), the Niger State of Nigeria through its Gazette No. 18 section 5 sub-section (n) Vol. 16 of 1991 states inter alia:

> to devise ways and means of collaborating and integrating the formal and mass education systems where desirable, in order to accredit course, lay down equivalence to institutions for acceptability or transference within the State.

One of the sampled States (Ondo) has a vibrant program on transiting from Non-formal to Formal Institutions. The State however, does not have a legal framework that supports transition and articulation policies and procedures. When the respondents were asked to comment on this situation, the blame was laid on the corridors of the UBE Act which has not incorporated in the Act the idea of mainstreaming from non-formal education to the formal system. For those who indicated the presence of legal framework that supports transition and

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articulation policies and procedures, they gave the means by which the legal frameworks and policies were formulated as contained in Table 3.2 below.

Table 3.2: Means of Formulating the Legal Framework and Policies on Transition

States	Total # of Respondents	Legal Issues				Policy Issues			
		Edict of State Assembly		Local Govt. Legislature Education		Acts/Laws at National Assembly		Govt. Gazettes	
		#	%	#	%	#	%	#	%
Borno	6	2	33.3	1	16.7	3	50		
Ebonyi	13	11	84.6	2	15.4				
Niger	6	6	100						
Ondo	5								
Zamfara	7	6	85.7					1	14.3
Total	**37**	**25**	**67.6**	**3**	**8.1**				

Table 3.2 shows that 67.6% of the respondents indicate that the legal frameworks and policies were formulated by the Edicts of the State Assemblies while 8.1% of them indicated that the Local Government Legislature Edicts issued the legal frameworks and policies that support transition and articulation between subsectors and types of education.

Question 2: Are there existing policy guidelines on transition and articulation in your organization or in the State?

Table 3.3 below presents the summary of their responses to the question above.

Table 3.3: Presence or Absence of Existing Policy Guidelines in Transition and Articulation

States	Responses			
	Presence of Guidelines		Absence of Guidelines	
	#	%	#	%
Borno	4	66.7	2	33.3
Ebonyi	13	100		
Niger	6	100		
Ondo	4	80.0	1	20.0
Zamfara	6	85.7	1	14.3

Table 3.3 shows that all the respondents in two of the sampled States (Niger and Ebonyi) reported their awareness of existing policy guidelines on transition and articulation between non-formal and formal institutions in their States. The awareness of the existing policy guidelines in the remaining three States ranged between 66.7% and 85.7%. On the average it may be inferred from this finding that there are existing guidelines on transition and articulation in the States.

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Question 3: What are the Key Issues highlighted in the Policy?

Table 3.4 below shows the key issues that are highlighted in the policy.

Table 3.4: Key Issues Highlighted in the Policy

States	Issues Highlighted							
	Transiting from Stage to Stage		Completion Criteria		Education as a Right		Free Education	
	#	%	#	%	#	%	#	%
Borno								
Ebonyi							13	100
Niger			6	100				
Ondo	5	10						
Zamfara	6	85.7						

Table 3.4 shows that apart from Borno, all the sampled States are able to identify the key issues highlighted in the policy. These include issues on transiting from one level or stage to another, completion criteria and education as a right. Other issues highlighted in the policy pay emphasis on the fact that every citizen of the State has the right to compulsory and free education from primary to tertiary level.

Question 4: Who Implements the Transition and Articulation Issues/Policy?

To answer this question, respondents were required to identify who implements the transition and articulation issues/policies. Table 3.5 below summarizes their responses.

Table 3.5: Implementers of the Transition and Articulation Policies

States	Implementers									
	SMoE/SUBEB		State House of Assembly		SAME		LGEA		Management Board	
	#	%	#	%	#	%	#	%	#	%
Borno									6	100
Ebonyi	4	30.8	3	23.1	5	38.5	1	8		
Niger	6	100								
Ondo					5	100				
Zamfara	7	100								

Table 3.5 gives the picture of the implementers of the transition and articulation process. Those that are involved in this include the State Universal Basic Education Board (SUBEB), State House of Assemblies, State Ministry of Education, Local Government Education Authority and the Management Board of the Institution. This in essence means that the implementers of the transition and articulation policies vary from State to State.

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Question 5: How is the Transition Policy Implemented?

Table 3.6 below gives the summary of how transition policy is implemented in the sampled States.

Table 3.6 shows that after completion and passing post literacy programs, SAME applies to MoE for placement as in the case of Niger while the implementation was carried out through the Mass Literacy Officers, School Management Board, Academic Board and University Affiliated Colleges as in the case of Borno State.

Table 3.6: Implementation of the Transition Policy

States	Responses							
	SAME Applying to SMoE		Internal Process		Means of Training & Integration		Head/Principal	
	#	%	#	%	#	%	#	%
Borno	6	100						
Ebonyi							13	100
Niger	6	100						
Ondo			5	100				
Zamfara					7	100		

In Ebonyi State, all head teachers/principals are directed to admit pupils, student and adult learners in any school of their choice while in Ondo State, the decision is implemented internally. In Zamfara State the process is through mainstreaming and integration.

Question 6: How effective are the Policies?

Table 3.7 gives a summary of how effective the policies are based on the ratings of the respondents.

From Table 3.7, 67.6% of the respondents believe that the policies are effective while 32.4% of the respondents do not.

Question 7: What are the existing procedures for ensuring Smooth Transition/Articulation?

Table 3.8 below gives the summary of the responses to the question above.

Table 3.7: Effectiveness level of the Policies

States	Responses			
	Effective		Not Effective	
	#	%	#	%
Borno	6	100		
Ebonyi	7	53.8	6	46.2
Niger	6	100		
Ondo			5	100
Zamfara	6	85.7	1	14.3
Total	25	67.6	12	32.4

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Table 3.8 shows that 18.9% of the respondents indicated that the existing procedures for ensuring smooth transition and articulation was through Stakeholders' participation, while 51.4% stated that it was through learners writing application to and receiving approval from the State Ministry of Education (MoE), after the learners must have completed basic and post basic literacy. About 13.5% of the respondents agree that internal test was one of the procedures for ensuring smooth transition as against 16.2% who said it was through departmental recommendations to the academic board for approval. From the foregoing it will be observed that the practice whereby learners apply for transition to the States Ministry of Education for approval, after completing basic and post basic literacy as practiced in Ebonyi and Niger States had the highest responses.

Table 3.8: Existing Procedures for Ensuring Smooth Transition/ Articulation

States	Total # of Respon-dents	Responses							
		Stakeholders Participation		Application/Approval from MoE after Completing Basic and Post Basic Literacy		Internal Test		Depart. Recommendation & Academic Board Approval	
		#	%	#	%	#	%	#	%
Borno	6							6	100
Ebonyi	13			13	100				
Niger	6			6	100				
Ondo	5					5	100		
Zamfara	7	7	100						
Total	**37**	**7**	**18.9**	**19**	**51.4**	**5**	**13.5**	**6**	**16.2**

Question 8: What are the Methods of Transition?

Table 3.9 gives a summary of responses to the question above.
From the table 3.10, 16.2% of the respondents indicated following admission process as a method of transition, while 18.9% adopted Mainstreaming and Integration. However, 51.4% of the respondents agree that transition was carried out by applying through the Principal of the school they intend to transit to, and then to the State Ministry of Education for approval while 13.5% agree that transition was based on learners' performance.

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Table 3.9: Methods of Transition

States	Total # of Respon- dents	Responses							
		Through Admission		Mainstreaming and Integration		Through Principal & Ministry for Approval		From one Level to the other Based on Performance	
		#	%	#	%	#	%	#	%
Borno	6	6	100						
Ebonyi	13					13	100		
Niger	6					6	100		
Ondo	5							5	100
Zamfara	7			7	100				
Total	**37**	**6**	**16.2**	**7**	**18.9**	**19**	**51.4**	**5**	**13.5**

Question 9: How are the Capacities of your Staff (Especially Teachers) Developed?

Table 3.10 gives a summary of the responses to the question above.

Table 3.10: Ways of Developing Staff Capacity

States	Total # of Respon- dents	Responses									
		Local Workshops & Seminars		Attendance of Adult Education Training Institutes		Colleges of Education/ Polytechnics		University Education		Others e.g. In-Service & Training Programs by Development Partners	
		#	%	#	%	#	%	#	%	#	%
Borno	6	6	100	5	83.3	4	66.6	3	50	2	33.3
Ebonyi	13	10	76.9	4	30.7	3	23	6	46.1	1	8
Niger	6	5	83.3	5	83.3	2	33.3			1	16.6
Ondo	5	5	100	2	40	1	20	2	40	1	20
Zamfara	7	3	42.8	5	71.4	2	28.5	1	14.2	1	14.2
Total	**37**	**29**	**78.4**	**21**	**56.8**	**12**	**32.4**	**12**	**32.4**	**6**	**16.2**

From the above table, 78.4% of the respondents developed the capacity of theirs through Local Workshops and Seminars, 56.8% through Attendance of Adult Education Training Institutes, 32.4% through Attendance of Colleges of Education and Polytechnics, 32.4% through University Education and 16.2% through In-service Training or courses organized for their staff by development partners like UNESCO, Action Aid, UNICEF, UNDP, etc. From the foregoing, it will be observed that across the States sampled, the use of local workshops and seminars seems to be the most commonly used method of staff development followed by attendance of Adult Education Training Institutes.

Question 10: What role does examination play in your institution?

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Table 3.11 gives a summary of responses to the question above.

Table 3.11: Role of Examination in Institutions

States	Total # of Respon- dents	Responses									
		Admission/ Placement		Transition from one Program to Another		Transition from one Level to Another		Promotion from one Level to Another		Others – Merit Award, Certification, Self-interest	
		#	%	#	%	#	%	#	%	#	%
Borno	6	6	100	4	66.7	6	100	5	83.3	1	16.7
Ebonyi	13	5	38.4	5	38.4	7	53.8	8	61.5	1	7
Niger	6	2	33.3	5	83.3	2	33.3	4	66.6		
Ondo	5	5	100	3	60	2	40	3	60.0		
Zamfara	7	4	57.1	3	42.8	4	57.1	1	14.2	1	14.2
Total	**37**	**22**	**59.5**	**20**	**54.1**	**21**	**56.8**	**21**	**56.8**	**3**	**8**

A close look at the table above shows that 59.5% of the respondents use examination for admission and placement, 54.1% for transition from one program to another, 56.8% for transition from one level to another, 56.8% for promotion from one level to another and 8% use examination for other purposes such as certification and self-interest. It could be concluded from the above table that most States sampled use examination for admission/placement and transition or promotion from one level to another, going by the percentage of responses in the table.

Question 11: Are there recognition for completers of your programs by employers?

Table 3.12 gives a summary of responses to the question above.

Table 3.12: Recognition for Completers of your Programs

States	Total # of Respondents	Responses			
		Yes		No	
		#	%	#	%
Borno	6	6	100		
Ebonyi	13	13	100		
Niger	6	5	83.3	1	16.7
Ondo	5	4	80	1	20
Zamfara	7	5	71.4	2	28.6
Total	**37**	**33**	**89.2**	**4**	**10.8**

From the table above, 89.2% of the respondents said that completers of their programs are recognised at State and Local Government levels in the State as well as Institutions of Higher Learning while 10.8% of the respondents said that their completers are not recognised at State or Local Government levels. Based on the percentage of respondents that agree that due recognition is given to completers of the programs in the States sampled, it could be concluded that

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completers across the states are recognised while efforts should be made to compel the States that do not give total recognition to these completers to do so, so as to achieve literacy for all.

Question 12: Describe briefly the admission criteria to your institutions?

Table 3.13 gives a summary of responses to the question above.

Table 3.13: Admission Criteria to Institutions

States	Total # of Respondents	Responses							
		Selection Process of Exams/Oral Interviews		Administration of Test to Determine Level of Placement		Depends on Learners' Interest, Ability and Program of Choice after Post Literacy		Through Continuous Assessment	
		#	%	#	%	#	%	#	%
Borno	6	6	100						
Ebonyi	13							13	100
Niger	6					6	100		
Ondo	5			5	100				
Zamfara	7	7	100						
Total	**37**	**13**	**35.1**	**5**	**13.5**	**6**	**16.3**	**13**	**35.1**

The table above indicates that 35.1% of the respondents agree that learners are admitted into their institutions through a selection process, 13.5% through administration of test to determine the level to place the learners, 16.3% through identification of learners' interest, ability and program of choice after completing post basic literacy and 35.1% through the use of Continuous Assessment Record Book of the learners. From the foregoing, selection process and the use of continuous records seem to be the most popular criteria for admission in the sampled States going by the percentage of respondents' records.

Question 13: How do you ensure transparency and accountability in the management of your resources?

Table 3.14 gives a summary of the responses to the question above.

It shows that 51.4% of the respondents indicated that they ensure transparency and accountability in the management of their resources by keeping proper records of expenditure and auditing, 16.2% through regular monitoring and progress reports from the centers, 13.5% through effective allocation and management of resources and 18.9% through strict adherence to budgetary allocation. Proper record keeping of expenditure and auditing seem to be the most commonly used way of ensuring transparency and accountability in the

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management of resources available to the States going by the percentage response in the table.

Table 3.14: How Transparency and Accountability is Ensured in Resource Management

States	Total # of Respondents	Responses							
		Proper Record Keeping of Expenditure and Auditing		Regular Monitoring and Progress Report from the Centers		Effective Allocation and Management of Resources		Strict Adherence to Budgetary Allocation	
		#	%	#	%	#	%	#	%
Borno	6	6	100						
Ebonyi	13	13	100						
Niger	6			6	100				
Ondo	5					5	100		
Zamfara	7							7	100
Total	**37**	**19**	**51.4**	**6**	**16.2**	**5**	**13.5**	**7**	**18.9**

3.2   PRACTICES

Question 14: What type of clientele served?

In order to collect data to answer the above question, respondents were asked to indicate the type of clientele being served by their various Agencies of Mass Education Centers. Table 3.15 below shows the summary of the responses.

Table 3.15: Types of clientele served

S/No.	Type of Clientele	Frequency	%
1.	Non-Literate Adults	18	19.1
2	Out-of-School Children	32	34.0
3	Prison Inmates	14	14.9
4	Nomadic Pastoralist	6	6.3
5	Migrant Fisher Folk	5	5.3
6	Quranic School Pupils	4	4.3
7	Extra Mural Students	10	10.6
8	Degree/Sub-degree	4	4.3
9	Others	1	1.7
Total		**94**	**100**

The findings as shown in Table 3.15 show that 18 (19.1%) of the respondents indicates non-literate adult, 32 (34%) serve out-of-school children, 14 (14.9%) serve the prison inmates 6 (6.3%) serve the Nomadic Pastoralist, 5 (5.3%) serve the Migrant Fisher folk, 4 (4.3%) Quranic (Tsangaya) pupils, 10

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(10.6%) serve Extra Mural students while 4 (4.3%) Centers serve sub degree students and only 1 (1.7%) attend to others (Ministry and Agency Junior Staff).

Question 15: How many years of non-formal basic education is equivalent to the formal basic school?

Respondents were asked to indicate the number of years of Non-formal basic education which is equivalent to the formal basic school. Table 3.16 below shows the number of years equivalent to formal primary education for the different programs as indicated by the respondents.

Table 3.16: Duration of years spent equivalent to formal basic school

S/No.	Program	# of Years
1	Literacy (Basic & Post Basic)	3 years
2	Quranic (Tsangaya)	6-8 years
3	Continuing Education (Skill Development)	4 year

Question 16: What are the major challenges of mainstreaming your graduates into the formal education?

Table 3.17: Challenges of mainstreaming

S/N	Methods	Borno	Ebonyi	Niger	Ondo	Zamfara	Total
1.	Economic of social background	✓		✓	✓	✓	4
2.	Lack of Exam Centers		✓				1
3.	Lack of flexibility of the formal education sector		✓	✓		✓	3
4.	Lack of admission Policy	✓	✓	✓	✓		4
5.	Fears of loosing candiate by quaranic schools	✓				✓	2

As shown on table 3.17 above four (4) States out of the sampled (5) States indicated the major challenges of mainstreaming has to do with Economic and Social Status of the learners as well as lack of admission Policy (legal framework) in relation to graduates of Non-formal education. Three (3) of the States indicated lack of flexibility of the formal Education in relation to time and place while Borno and Zamfara States indicated fears of loosing candidates of Quranic schools after mainstreaming.

Question 17: Which of the following benefits do your learners derive from the program?

Six types of benefits learners derive from the various Non-formal education programs were listed and respondents were asked to indicate the type of benefits their learners derived from the program. Their responses are presented in Table 3.18.

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Table 3.18: Types of benefits

S/No.	Types of Benefit	Frequency	%
1	Literacy	36	23.2
2	Employment	29	18.9
3	Better Health Access	22	14.2
4	Regular Income	23	14.8
5	Improved Access to Basic Education	24	15.5
6	Increased Awareness	19	12.3
7	Others	2	1.3
Total		**155**	**100**

Table 3.18 above shows 19 (12.3%) derive increased awareness (18.9%) employment, 22(14.2%) better health access, 23(14.8%) derive regular income, 24(15.5%) improved access to Basic Education, 19(12.3%) increased awareness while, 2 (1.3%) of the respondents indicated others (improved communication).

Question 18: Who monitors and evaluate your program?

Respondents were asked to indicate who monitors and evaluate their respective Non-formal education programs. Table 3.19 shows the responses of the respondents.

Table 3.19: Those who monitor and evaluate programs

S/No.	Those who monitor and evaluate programs	Frequency	%
1	Participants	5	5
2	Instructors/Facilitators	21	21
3	Community Member	13	13
4	Government Officials	26	26
5	NGO Leadership	10	10
6	Sponsors	5	5
7	Development Partners (Bishop, etc)	1	1
Total		**100**	**100**

Table 3.19 shows that, 5 (5%) of the respondents indicated participants, 21 (21%) Instructors/Facilitators, 13 (13%) Community members, 26 (26%) Government officials, 10 (10%) Non-Governmental Organizations leadership 5 (5%) sponsors, 19 (19%) Development Partners while 1 (1%) indicated others (Bishop).

Question 19: How does your organization assess learners' performance?

Seven types of assessing learner's performance were listed and respondents were required to indicate the type of assessment their organization use in assessing learner's performance. Table 3.20 below presents the summary of respondents' responses.

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Table 3.20: Types of assessment of learners

S/No.	Type of Assessment	Frequency	%
1	Interview	18	14.2
2	Observations	19	15.0
3	Learner Demonstration	16	12.6
4	Continuous Assessment	22	17.3
5	Written Test	28	22.0
6	Learners Portfolio	11	8.7
7	Learners Self-Assessment	13	10.2
8	Others	0	0
Total		**127**	**100**

The Table 3.20 shows that 18 (14.2%) of the respondents indicated by Interview, 19 (15%) Observation, 16 (12.6%) by learners demonstration, 22 (17.3%) through Continuous Assessment, 28 (22%) written test, 11 (8.7%) Learners Portfolio and 13 (10.2%) learner's Self-assessment.

Question 20: What are the languages of instruction?

Respondents were required to list the languages used in delivering lessons at the various centers. Below is the list of languages as provided: English, Hausa, Igbo, Yoruba, Kanuri, Nupe, Arabic, Shuwa and Gbaggi.

Question 21: In what way(s) does/do the language of instruction influence prospects of transition to other programs and levels?

The language of instruction as has been shown above varies from community to community. The accepted language, especially at the basic level depends on the community. While in some urban areas there may be the preference of lingua franca, which is usually the English Language or a version of it, the rural areas would always restricted themselves to the language of the immediate community. Whatever the preference, the language enhances understanding of instruction and helps in the transition process in post basic literacy. The language of instruction is can also be seen as a language of integration of the two education systems.

Question 22: Which of the following serves as your learning centers?

Respondents were asked to indicate the type of structure they use as centers. Table 3.21 presents the respondents responses.

Table 3.21 shows 36 (37.1%) of the respondents use School Classrooms, 16 (16.5%) Town Hall, 9 (9.3%) Village Square, 10 (10.3%) Community Head Houses, 6 (6.2%) Churches, 7 (7.2%) use Mosques and 13 (13.4%) of the respondents use open space.

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Table 3.21 types of structures used at the learning centers

S/No	Types of Structure	Frequency	%
1	School Classroom	36	37.1
2	Town Hall	16	16.5
3	Village Square	9	9.3
4	Community Heads House	10	10.3
5	Church	6	6.2
6	Mosque	7	7.2
7	Open Space	13	13.4
8	Others	0	0
Total		**97**	**100**

Question 23: Which of the following facilities is available at the learning centers?

Twelve types of facilities used in learning centers were listed and respondents were required to indicate the type of facilities available in their learning centers. Table 3.22 presents the responses of the respondents

Table 3.22: Types of facilities available at the learning centers

S/No.	Types of Facility	Frequency	%
1	Furniture	33	20.5
2	Toilet	25	15.5
3	Electricity	23	14.3
4	Fan	18	11.2
5	Computer	6	3.7
6	Typewriter	10	6.2
7	Storage Room	15	9.3
8	Library	4	2.5
9	Television	3	1.9
10	Radio	4	2.5
11	Water	13	8.1
12	Others (Plastic Mats, Lantern)	7	4.3

Table 3.22 indicates that 33 (20.5%) centers have furniture, 25 (15.5%) have toilets, 23 (14.3%) have Electricity, 18 (11.2%) have Fans, 6 (3.7%) have computers, 10 (6.2%) have typewriters 15 (9.3%) have storage rooms, 4 (2.5%) have Library, 3 (1.9%) have Television set, 4 (2.5%) have radios, 13 (18.1%) have sources of water and 7 (4.3%) have other facilities (plastic mats, lantern).

Question 24: What do you consider to be good practices in your institution/organization?

Good practice can be considered as the activity that endears the learners to the institution and its program. Such practices should also be enduring and sustainable. Thus they could be issues that affect both the learners and the institutions. In this study, good practice has been looked at by the respondents as they affect the institutions and the conditions of employment of the

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instructors. Some respondents are of the view that creating conducive environment that is learner friendly is a good practice. Along this line, some respondents consider the community contributions to creating this environment as important because it makes learning and the institution more enduring. The community has in some places contributed in providing learning centers and learning materials in the centers. In some areas, organising quiz/debate/sports have been seen as good practice. On the part of instruction, the conversion of part-time instructors to permanent employment is seen as good practice. Similarly, staff promotion, development and training and improvement in the conditions of employment such as giving soft loans to staff are seen as good practice.

Question 25: What are your major achievements in the last 5years in relation to your function?

In order to collect data to answer the above question, respondents were asked to list their major achievement in the last 5 years. Table 3.23 below shows the summary of the responses.

Table 3.23: Major achievement in the last 5 years

S/N	Achievements	Borno	Ebonyi	Niger	Ondo	Zamfara	Total
1.	Increased enrollment	✓	✓	✓	✓	✓	5
2.	Increased transition		✓	✓		✓	3
3.	Improved collaboration with stakeholders	✓				✓	2
4.	Preparation of learners for further learning	✓		✓	✓		3
5.	Provision of learner friendly environment	✓		✓		✓	3
6.	Establishment of Women programs	✓				✓	2
7.	Prompt payment of Instructors	✓	✓			✓	3
8.	Winning National award	✓					1

All the States indicated increased enrollment as their major achievement. Three (3) of the States indicated increased transition preparation of learners for further learning and prompt payment of instructors. Two (2) of the States listed establishment of women programs improved collaboration with other sectors as achievement. Only Borno State indicated winning National prize among its achievement in the last 5 years.

Question 26: What are the new practices introduced in your institution/organization?

Respondents were asked to list new practices introduced by their institution/organizations. Table 3.24 presents the new practices as indicated by the respondents.

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Table 3.24: New practices introduced

S/N	Practices	Borno	Ebonyi	Niger	Ondo	Zamfara	Total
1.	Skill acquistion	✓	✓	✓	✓	✓	5
2.	Vocational training	✓		✓	✓		3
3.	Rehabilitative education					✓	1
4.	Debates and Sports	✓	✓				2
5.	Radio Intraction (REFLECT)			✓			1

The Table 3.24 shows all the States sampled (5) introduced skill acquisition as a new practice. Three (3) of the States have vocational training, Two (2) of introduced debates and Sports especially for the out-of-school pupils. Only Zamfara State introduced rehabilitative education and Niger State introduced the radio interactive program.

Question 27: Identify the various stakeholders involved in your institution/ organization.

Given the important role of literacy to the advancement and development of society, it is not surprising that the number of stakeholders continue to increase. In the survey, the following stakeholders have been identified as being involved in the mass education institutions in Nigeria. The stakeholders are (but not in any order of importance): International development partners, such as UNESCO, UNICEF; community, community leaders, religious leaders, NGOs, State Agency for Mass Education, State Government/Ministry of education, Local Government, CBOs, school principals, parents and individuals.

Question 28: In which of the following ways do the stakeholders assist in the implementation of your program?

Effective learning in the learning centers requires support from Stakeholders, Table 3.25 indicates the level of assistance provided by stakeholders.

Table 3.25 Types of assistance from the stakeholders

S/No.	Types of Assistance	Frequency	%
1	Technical Support	18	18.6
2	Capacity Building	26	26.8
3	Provision of Facilities	32	33.0
4	Funding	19	19.6
5	Others (Mobilisation)	2	2.0
Total		**97**	**100**

The responses revealed that provision of facilities was the general area where 32 (33%) of the Centers get as contribution from Stakeholders, 18 (18.6%) indicated Technical Support, 26 (26.8%) showed capacity building, 19 (19.6%) indicated funding while 2 (2.0%) of the Centers indicated other (Mobilisation) contribution.

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Question 29: What are the Major problems of your institution/organization?
Table 3.26 below presents summary of the major problems faced by respondents.

Table 3.26: Major problems of institution/organization

S/N	Practices	Borno	Ebonyi	Niger	Ondo	Zamfara	Total
1.	Lack of adequate funding	✓	✓	✓	✓	✓	5
2.	Lack of training instructors	✓	✓	✓	✓	✓	5
3.	Non-provision of funding by UBEC				✓		1
4.	Lack of infrastructure (classes etc)		✓	✓			2
5.	Lack of Budgettary provision (State of L.G)	✓	✓				2
6.	Lack of functional vehicles		✓	✓			2
7.	Lack of legal frame work				✓		1

As shown in table 3.26 above all the States sampled (5) indicated lack of adequate funding and trained instructors as the major problems they are facing. Two (2) of the States indicated lack of infrastructure and facilities, lack of Budgetary provision at State and Local Government levels and lack of functional vehicles for effective monitoring and evaluation of the programs Ondo State indicated lack of provision of legal framework and funding by UBEC among its major problems.

Question 30: What are the difficulties faced by each group of stakeholders?

There is overtly consensus among the respondents that the problem of funding is overwhelming for effective implementation of literacy programs. Funding is not seen to be adequate in most government programs but that of mass literacy is too poor such that they barely get the required mention in government priorities. This problem of funding consequently affects all aspects of the implementation of literacy programs. Other problems identified by respondents include that of sustainability, inactive involvement of community members, absence of light for evening programs and inadequate communication facility.

Question 31: What do you think influence learners choice of education program during/for transition?
A number of factors affect learner's choice of type of education in Nigeria. Education in Nigeria still remains in the area of consumption. Adult learners are therefore not immune from what benefits they can easily derive from it. Thus we have respondents saying that learners' choices are influenced by programs that will enable them to secure employment easily. This can mean that those in post literacy class look more at the desire for ready employment. For those that are in

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the basic literacy programs, the motivating force may be the desire to be literate so that they can fit readily in the society that has become more competitive and knowledge based. Thus, this is not far from the desire to belong to the group of educated elites which the status of literacy will confer on the neo-literate. Other likely factors that influence choice may include financial status of parents/spouses, availability of type of program and learning materials in the community, quality of instructors and other compelling challenges.

Question 32: What do you think influence learners choice of level of education during/for transition?

The interpretation of this question was to some extent mixed up with the earlier item on type of education. This is so because a number of respondents felt that the responses are the same and simply said 'as above'. However, family problems have been identified as a major influence on learners' aspiration in education. Some of the respondents said that age and ability of learners affect the levels of education. The issue of age is very important on how far a learner can go on the education ladder. It is always considered that those undergoing adult literacy are having what is generally referred to as 'second chance' implying that they are doing what they should have done at an earlier time of their life. Although this does not mean that their aspiration has been cut off but that this may not reach full maturity had it commenced earlier. Adequate facilities for learning have a role to play in the level of education that can be attained by learners. This was the view expressed by some respondents. The role of facilities in aiding learning for a matured learner cannot be over emphasized. This explains why a majority of the learners opt for skill acquisition and training where they are available as their maturity can readily be brought to bear on skills and progress readily measured. Thus, performance goes to significantly affect present level. This may be what some respondents refer to as learners' awareness that may affect his level of education.

Question 33: Which external examinations do your learners register and write annually?

For effective transition from the Non-Formal to Formal Sector, participants of the literacy centers are expected to write National Examination.

Table 3.27 Types of examination available to learners

S/No.	Types of Examination	Frequency	%
1	Common Entrance	12	15.5
2	WAEC/SSCE	25	32.5
3	NECO/SSCE	25	32.5
4	NABTEB	6	7.8
5	City and Guilds	2	2.6
6	JAMB	2	2.6
7	Professional Exams (ICAN, ANAN)	0	0
8	Labor Trade Test	5	6.5
9	Others	0	0
Total		**77**	**100**

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Eight types of National Examinations were listed. Respondents were required to indicate the type of examination they register and write annually. Table 3.27 show the responses of the respondents.

Table 3.27 shows most of the respondents 25 (32.5%) indicated they register and write WAEC/SSCE, the same number 25 (32.5%) register and write NECO/SSCE, 12 (15.5%) register and write Common Entrance, 6 (7.8%) register and write NABTEB, 5 (6.5%) register and write Labor Trade Test while 2 (2.6%) of the Centers register and write City and Guilds and JAMB respectively.

Question 37: Do learners experience difficulties transiting?
In order to collect data on the above question, respondents were asked to indicate by "Yes" or "No". The table below shows the summary of the responses of those who were interviewed.

Table 3.28: Learners level of difficulties transiting

States	Total # of Respondents	Yes	%	No	%
Borno	6	2	33.3	4	66.7
Ebonyi	13	5	38.5	8	61.5
Niger	6			6	100
Ondo	5	5	100		
Zamfara	7	7	100		
Total	**37**	**19**	**51.3**	**18**	**48.7**

The findings as shown on the table indicates 51.3% of the respondents in the sampled States showed there are difficulties experienced by learners transiting into the formal education program.

Question 38: What are the specific challenges of transition from one level to another?

Table 3.29: Specific Challenges

S/N	Challenges	Borno	Ebonyi	Niger	Ondo	Zamfara	Total
1.	Lack of classrooms	✓	✓				2
2.	Lack of Adequate finding	✓	✓			✓	3
3.	Langauge problem			✓			1
4.	Lack of Support from Husbands					✓	1
5.	Lack of support from parents	✓				✓	2
6.	Level of performance		✓	✓	✓		3
7.	Others			✓		✓	

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Table 3.29 presents the summary of responses of the respondents from the sompled States.

From the Table 3.29 three (3) of the sampled States indicated that the specific challenges of transition are level of performance and lack of adequate funding, while two (2) of the States indicated lack of classrooms and lack of Support from Parents.

Question 39: How are these difficulties and challenges resolved?

Table 3.30: Ways of Resolving Difficulties to Challenges

S/N	Methods	Borno	Ebonyi	Niger	Ondo	Zamfara	Total
1.	Intervention from SMOEs	✓	✓	✓			3
2.	Enlightenment Compeign	✓	✓			✓	3
3.	Advocacy visit	✓	✓	✓		✓	4
4.	Special remedial lessons			✓			1
5.	Provision of funds	✓				✓	2
6.	Affiliation to formal Institutions	✓	✓		✓		3
7.	Approval of more centers	✓	✓				2
8.	Establishment of legal framework				✓		1

Table 3.30 shows four (4) of the sampled States indicated other Advocacy visits to stakeholders is the most appropriate way of resolving the difficulties and challenges. While three (3) States indicated Enlightenment Campaign and affiliation of learning centers to formal Institutions. Ondo State indicated the need for legal framework and Niger State indicated special remedial classes in English.

Question 40: Are there better ways of ensuring effective transition?

Respondents were asked to suggest ways of ensuring effective transition. Below is the summary of the responses of the respondents.

As shown on table 3.31 shows four (4) of the sampled States indicate adequate funding three (3) States indicated Quality teaching while two (2) States indicated Advocacy visits to stakeholders, recognition of literacy certificate, legal frame and proper placement. Only one (1) State Zamfara indicates Public enlightenment.

See table 3.31 below.

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Table 3.31: Ways of ensuring Effective Transition

S/N	Methods of effective transition	Borno	Ebonyi	Niger	Ondo	Zamfara	Total
1.	Public enlightenment					✓	1
2.	Advocacy visits	✓		✓			2
3.	Recognition of Certificate	✓				✓	2
4.	Quality teaching	✓	✓	✓			3
5.	Adequate funding	✓	✓	✓	✓		4
6.	Legal frame work		✓		✓		2
7.	Proper placement			✓		✓	2

Question 41: What are the major approaches used in mobilizing people to participate in the program?

In order to collect data on the above questions, respondents were required to indicate the different approaches they use in mobilizing people to participate in the program. Table 3.32 below shows the summary of the responses of the respondents.

Table 3.32 above shows all the sampled States use Advocacy visits to traditional rulers, religion bodies and stakeholders as well as Public enlightenment through the mass media. Two (2) states indicated the use of role models while only Ebonyi State indicated provision of incentives such as free books as an approach.

Table 3.32: Approaches in Mobilization of Participants

S/N	Approaches	Borno	Ebonyi	Niger	Ondo	Zamfara	Total
1.	Advocacy visits	✓	✓	✓	✓	✓	5
2.	Public enlightenment	✓	✓	✓	✓	✓	5
3.	Provision of Incentives		✓				1
4.	Using role models	✓				✓	2

Question 42: Was the community involved in the development of the curriculum?

The table below presents the summary of responses of the respondents to the question above.

Table 3.33: Community involvement in developing curriculum

States	Total # of Respondents	Yes	%	No	%
Borno	6			6	100
Ebonyi	13	5	38.5	8	61.5
Niger	6	4	66.7	2	33.3
Ondo	5			5	100
Zamfara	7	7	100		

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Total	**37**		**16**	**43.2**	**21**	**56.8**

The table above shows that all the respondents in two of the sampled States (Borno and Ondo) indicated that the community was not involved in the devleopment of the curriculum. The respondents in the other three States that indicated that the community were involved further stated that, some members of the community were invited.

Question 43: Is there a link between the contents of the curriculum and the learning needs of the learners?

Respondents were required to answer "Yes" or "No" to the above question. Table below shows the summary of the responses.

Table 3.34: Linkage between contents of curriculum and learners's needs

States	Total # of Respondents	Yes	%	No	%
Borno	6	6	100		
Ebonyi	13	13	100		
Niger	6	6	100		
Ondo	5	5	100		
Zamfara	7	7	100		
Total	**37**				

The findings as shown in the table shows that all the respondents agreed that there is a link between the contents of the curriculum and the learning needs of the learners.

Question 44: Does the curriculum cater for the needs of Nomadic Pastoralist and Migrant fisher folk?
Table 3.34 below presents the summary of the responses of the respondents

Table 3.35: Nomadic and migrant fisher folk needs

States	Total # of Respondents	Yes	%	No	%
Borno	6	5	83.3	1	16.7
Ebonyi	13				
Niger	6	6	100		
Ondo	5			5	100
Zamfara	7	7	100		
Total	**37**	**18**	**75**	**6**	**25**

Table 3.35 shows that two of the sampled States (Zamfara and Niger) agreed that, the curriculum took care of the needs of the Nomadic Pastoralists and the Migrant fisher folk while respondents from Ondo disagreed. Majority of respondents (5) from Borno also accepted that the curriculum center for the needs of the Nomadic Pastoralist and Migrant fisher folk. One of the sampled Staters (Ebonyi) have no Nomadic Pastoralist or Migrant fisher folk.

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Question 45: Was the interest of children affected by HIV/AIDS considered in the curriculum?

In order to collect data to answer the above question, respondents were asked to indicate either by "Yes" or "No". Table 3.35 below shows the summary of the responses of the respondents

The findings in Table 3.36 show 78.4% of the respondents in all the sampled States are of the view that interest of children affected by HIV/AIDS are considered on the curriculum.

Table 3.36: Interest of children affected by HIV/AIDS

States	Total # of Respondents	Yes	%	No	%
Borno	6	6	100		
Ebonyi	13	10	77	3	23
Niger	6	4	66.7	2	33.3
Ondo	5	2	40	3	60
Zamfara	7	7	100		
Total	**37**	**29**	**78.4**	**8**	**21.6**

Question 46: Which of the following life skills are reflected in the curriculum?

Table 3.37: below shows the responses of the respondents regarding the skills reflected in the curriculum.

Table 3.37: Life skills reflected in the curriculum

Skill\Country	Borno	Ebonyi	Niger	Ondo	Zamfara	Total	%
Self-Esteem	6	9	3	5	6	29	78.4
Assertiveness	4	5	2	4	4	19	51.4
Negotiation	4	4	4	4	4	20	54.1
Conflict Resolution	6	9	6	4	3	28	75.7
Co-operation	4	8	4	4	-	20	54.1
Others	-	-		-			

The table above indicated that all the life skills were adequately reflected in the curriculum with percentage ranging from 51.4% to 78.4%. However, the findings indicated that self esteem (78.4%) and conflict resolution (75.7%) were the skills most reflected in the curriculum.

Question 47: Are learners involved in the development of instructional materials?

Table 3.38 below presents the summary for the responses of the respondents to the question above.

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Table 3.38: Learners involvement in developing instructional materials

States	Total No. Of Respondents	Yes	%	No	%
Borno	6	2	33.3	4	66.7
Ebonyi	13	8	61.5	5	38.5
Niger	6	2	33.3	4	66.6
Ondo	5	1	20.0	4	80.0
Zamfara	7	7	100		
Total	**37**	**20**	**54.1**	**17**	**45.9**

Table 3.38 shows 54.1% of the respondent agreed that learners were involved in development of instructional materials. While 45.9% reported that they were not.

3.3 Vital Statistics

Tables 3.39 to 3.52 below present some vital statistics showing respectively the net attendance rates, survival rate (enrollment), survival rate (repeaters), drop-out rates, transition into formal or other non-formal levels of education, age range of participants, age of participants at graduation, enrollment and graduation by gender, length of time(duration)for the completion of program, attendance trends, approved budget and actual expenditure, staff profile, gross and net enrollment rate by age, and gender enrollment rate.

Table 3.39: Net attendance rate for different programs

State	Basic Literacy		Post-Literacy		Continuing Education		NFE Boys and Girls		Liberal Program		Computer		Technical		Regular		Junior Islamic Studies		Arabic Literature	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Borno	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Ebonyi	1918	3256	9854	12127	360	-	-	468	1495	-	1695	-	-	-	-	-	-	-	-	-
Niger	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Ondo	28	39	4	21	-	-	100	20	-	-	-	18	-	18	-	18	-	-	-	-
Zamfara	-	-	25	-	-	-	38	-	-	-	15	17	-	-	30	20	20	95	15	20
Total	1946	3295	9883	12148	360	-	138	668	1495	-	1710	199	-	182	30	202	20	95	15	20

Table 3.39 shows that the highest attendance at the different ANFE programs are 12148 and 9883 for female and male participants respectively in post-literacy, and 3295 and 1946 respectively for female and male learners in basic literacy. The male attendance was 1710 for computer and 1495 for liberal programs.

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Table 3.40 shows that basic literacy, post-literacy and women empowerment programs command a high survival rate in terms of enrollment in the past five years. The table does not show any definite trend. There is a lot of fluctuation in enrollment. Some years have an increase while some others have a decrease. For example, the system gained between 2004 and 2005 but lost 6722 male participants in basic literacy between 2005 and 2006.

Table 3.40: Survival rate (enrollment)

Year	Basic Literacy		Post Literacy		Continuing Education		Formal Education		NFE Boys and Girls		Vocational Drop-out		Computer		Technical		Regular		Women Empower-ment		Islamic	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
2002	33419	12151	26087	26423	436	779	34	30	1781	2056	109	591	116	-	116	-	116	-	-	2960	-	135
2003	41582	12216	12534	14448	199	264	45	24	1243	1296	49	719	120	-	120	-	120	-	-	2910	-	142
2004	38722	17195	19316	17362	196	278	31	15	1578	1866	69	763	125	-	125	-	125	-	-	4228	-	125
2005	46947	11857	20526	18229	213	261	42	31	1005	1182	276	791	133	-	133	-	133	-	-	10482	15	180
2006	40225	14384	16415	15874	364	474	84	98	1813	2313	321	847	197	17	182	-	182	-	-	11214	20	189
Total	200895	67803	94878	92336	1408	1356	236	198	7420	8713	824	3711	691	17	676	-	676	-	-	31794	35	771

Table 3.41 shows that there are male and female repeaters in all the programs. The highest number of female repeaters (1604) was seen in post-literacy in the past 5 years. This was followed by 378 male learners in the same program, 345 female learners in NFE, and 317 female learners in basic literacy during same period.

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Table 3.41: Survival rate (repeaters)

Year	Basic Literacy		Post Literacy		Formal Education		NFE Boys and Girls		Vocational Drop-out		Islamic	
	M	F	M	F	M	F	M	F	M	F	M	F
2002	-	60	44	33	3	-	81	11	-	35	-	-
2003	-	57	41	954	2	1	44	26	-	23	-	-
2004	-	59	77	288	4	-	67	61	3	39	-	-
2005	-	47	174	262	4	-	105	23	-	32	-	-
2006	21	94	42	67	5	-	48	18	-	49	5	3
Total	21	317	378	1604	18	-	345	139	3	178	5	3

Table 3.42: Drop-out rate

	2002		2003		2004		2005		2006	
	M	**F**	**M**	**F**	**M**	**F**	**M**	**F**	**M**	**F**
No. Enrolled	68291	43155	89906	57984	78249	52201	97642	52735	780909	80713
No. Graduated	57439	38769	74678	54374	72002	49302	92619	49089	118644	77302

Table 3.42 shows that there is a high drop-out rate of in the system. The highest drop-out of 662265 was experienced in 2006 for the male group. The lowest drop-out of 2899 was experienced in 2004 for the female group.

54. (a)   No. of staff trained in the last 5 years: 726
     (b)   % of staff trained: Ranged between 23% and 95%.

Table 3.43: Transition into formal or other non-formal levels of education

S/N	Type/Level	Years					Total
		2002	2003	2004	2005	2006	
1.	Transition to formal primary	1361	877	992	890	1013	5133
2.	Transition to formal Junior Secondary	1247	1501	1280	1032	1300	6360
3.	Transition to formal Senior Secondary	1552	841	824	1031	961	5209
4.	Transition to formal Tertiary	8	12	16	14	23	73
5.	Transition to other Non-formal JSS	10	8	30	26	45	119
6.	Transition to other Non-formal SSS	5	13	22	40	41	121
7.	Transition to other Non-formal Vocational Education	58	83	4528	7903	4984	17556
8.	Transition to other Non-formal Tertiary	20	21	30	20	10	101

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Number of learners preferring placement and transition into vocational training institution: **15,512**

Table 3.44: Age range of current participants

Range	Male	Female
< 15	1707	2076
15 - 30	23575	10086
31 - 40	15481	12568
41 - 50	12068	6828
61 - 80	4459	4152
> 80	-	-

Table 3.44 shows that most of the male participants (23575) are aged 15 – 30 years and that most of the female participants (12568) are aged 31 – 40 years. The least number of male and female participants (1707 and 2076 respectively) are aged <15.

Table 3.45: Age of participants at graduation

Range	Male	Female
< 15	1558	1857
15 - 30	2935	4178
31 - 40	5810	8877
41 - 50	3054	346
61 - 80	515	661
> 80	-	-

Table 3.45 shows that most of the male and female participants (5810 and 8877 respectively) graduated at the age of 31-40 years. The least number of male and female participants (515 and 346) graduated at the respective ages of 61-80 and 41-50 years.

Table 3.46: Enrollment and graduation by gender in the last five years

Year	Enrollment		Graduation	
	M	**F**	**M**	**F**
2002	67603	42407	37579	26758
2003	89201	57159	43594	26278
2004	77620	51344	27125	32274
2005	96728	51564	58479	25862
2006	135989	86043	34285	23040

Table 3.46 shows that the male enrollment fluctuated between 67603 in 2002 and 135989 in 2006. It also shows that the female enrollment fluctuated between 42407 in 2002 and 86043 in 2006. Graduation for the males fluctuated between

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27125 in 2004 and 58479 in 2005. For the female, the graduation ranged from 23040 in 2006 to 32274 in 2004.

Table 3.47: The length of time (duration) for completion of programs

S/N	Type of Program	Duration	Frequency
1.	Basic Literacy	9 months	5
2.	Post Literacy	6 years	1
3.	Post Literacy	3 years	2
4.	Post Literacy	2-3 years	2
5.	Continuing Education	6 years	1
6.	Non-Formal ed.	6 years	1
7.	Non-Formal ed.	5 years	1
8.	Non-Formal ed.	3 years	1
9.	Vocational Education	1-2 years	2
10.	Vocational Education	1 year	2
11.	Vocational Education	3 years	2
12.	Remedial Education	1 year	1
13.	JSS 1	1 year	4
14.	JSS 2	1 year	3
15.	JSS 3	1 year	3
16.	Formal Education	6 years	1
17.	Basic 2	9 months	1
18.	Basic 3	9 months	1
19.	Women Empowt.	1 year	1

Table 3.47 shows that the duration of programs under non-formal education ranges between 9 months for basic literacy and 6 years for post-literacy/non-formal education/formal education. Each class of the junior secondary program has duration of 1 year.

Table3.48: Attendance trends in the last five years

Years	Program						
	Basic	Post literacy	Remedial/ Extra mural	Vocational skill acquisition	Others		
					NFE	Women	JSS
2002	48184	23379	1215	1737	3656	-	-
2003	44078	36179	463	2663	2389	-	-
2004	49070	35614	474	1972	3083	-	-
2005	33091	31370	474	849	2028	-	-
2006	31114	31640	842	2200	3129	6936	61

Table 3.48 shows that attendance in NFE in the last 5 years did not show any clear trend. This fluctuated between 49070 in 2004 to 31114 in 2006 for basic literacy. For post-literacy, attendance ranged between 23379 in 2002 and 36179 in 2003. For remedial/extra-mural program, attendance ranged between 463 in 2003 and 1215 in 2002. The range was between 849 in 2005 and 2663 in 2003 in

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vocational skills acquisition. It was between 2028 in 2005 and 3656 in 2002 in non-formal education.

Table 3.49: Approved budget and actual expenditure of the institution

Year	Approved Budget (₦)	Actual Expenditure (₦)
2002	13,400,000	4,250,000
2003	16,800,000	13,455,000
2004	39,000,000	35,085,000
2005	59,070,000	57,261,215
2006	17,548,000	60,548,000

Table 3.49 shows that some SAMEs have annual budgets which, most times, are not released. These budgets ranged between ₦13,400,000 in 2002 and ₦59,070,000 in 2005. The actual expenditures ranged between ₦4,250,000 in 2002 and ₦60,548,000 in 2006.

Sharing of funding of programs
(a)   Participants = 100%
(b)   State Governments = 80%; Participants = 20%
(c)   State Governments and Local Governments = 100%
(d)   Federal Government = 20%; State Governments = 75%; Local Governments = 5%
(e)   Federal Government/State Governments/Local Governments/Donor Agencies/Individuals/Communities = 100%
(f)   Individuals = 10%; Participants = 30%; Communities = 60%

Table 3.50: Staff Profile

Highest Qualification	Number of Staff
Literacy Certificate	1864
First School Leaving Certificate	19
SSCE/GCE	481
TCII/HIS	557
National Diploma	371
NCE	1382
Higher National Diploma	28
Bachelors Degree BA/BSC	104
PGD	5
B.Ed	578
Masters' Degree	11
Ph.D	-

Table 3.50 shows that the staffs of the SAME and the NFE centers have qualifications that vary between literacy certificates and Master's degrees. Majority of the staff (1864) possess the Literacy Certificate; 19 have FSLC, 481 have SSCE/GCE, 557 have TCII/Higher Islamic School; 371 have National Diploma; 1382 have NCE; 28 have HND; 104 have Bachelor's degree (single

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honours); 5 have Post-graduate Diploma; 578 have a Bachelor's degree in Education; and 11 have a Master's degree.

Table 3.51: Sources of Funds

S/N	Source(s)	Frequency
1.	Government only	6
2.	Government and fees/charges	3
3.	Government, private sector and charity	2
4.	Fees/charges and charity	2
5.	Donor agencies	1
6.	Church and PTA	1

Table 3.51 shows that the government is the main source of funds for non-formal education. Other sources include fees/charges, the private sector, charity, donor agencies, the church and PTA.

Table3.52: Gross and Net enrollment rate by age

Age range	Gross Enrollment			Net Enrollment		
	M	F	Total	M	F	Total
Below 15	525	8	533	22	8	30
15 - 20	158	3303	3461	1578	3303	4881
21 - 30	23024	10168	33192	2905	4760	7665
31 - 40	15896	12341	28237	6181	8868	15049
41 - 50	12031	6652	18683	3060	3225	6285
51 - 60	525	671	1196	515	650	1165
Above 60	3918	3320	7238	2	3	5

Table 3.52 shows that the gross enrollment rate by age ranged between 533 for below 15 years and 33192 for 21-30 years while net enrollment by age ranged between 5 for above 60 years and 15049 for 31-40 years.

Discussion of Findings

The present study has shown that those that are involved in the formulation and implementation of the transition and articulation policies include the State Universal Basic Education Boards (SUBEBs), State Houses of Assembly, State Ministry of Education, Local Government Education Authorities and the Management Boards of the Institutions. In some cases, two or more bodies are involved in its implementation in the same State or in the same Local Government area. Each of these goes about the processes of transition and articulation in its own ways depending on the availability of resources at its disposal. Thus, the implementers of the transition and articulation policies vary from State to State and even from Local government to Local Government. In addition, the policy is not uniformly understood both by the implementers and the students affected.

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This situation arises because all of the sampled States (except Niger) do not have written or well documented legal frameworks and policies that support transition and articulation procedures. One of them put the blame on the corridors of the UBEC Act which has not incorporated the idea of mainstreaming from non-formal education to the formal system. As a result of this situation, transition from Non-Formal education is not as direct as it is the practice in the formal system of education.

This study has revealed that for the sampled States that are currently engaged in transiting from non-formal to formal education have a few good practices that endear the learners to the institutions and their programs. Some of the centers identified good practice as they affect the institutions and the conditions of employment of the instructors. Some of them have created conducive environment that is learner friendly thereby making learning and the institution more enduring. The community has in some centers contributed in providing learning centers and learning materials in the centers. In some areas, organising quiz/debate/sports have taken place. On the part of instruction, the conversion of part-time instructors to permanent employment is another good practice. Similarly, staff promotion, development and training and improvement in the conditions of employment such as giving soft loans to staff have been embarked upon by some of the selected centers. All these are good practices resulting from transiting from non-formal to formal education.

It must be mentioned at this juncture that transiting from non-formal to formal education should be embraced by all and sundry because of the potentials that are inherent in such practices as stated above. This becomes necessary in view of the fact that the limited capacity of the formal system of education to cope with the various demands on education in Nigeria has necessitated the present appeal for written and well documented legal frameworks and policies that will facilitate transition from Non-formal to the formal system. There is the need to put a legal framework on ground that ensures that transition is not considered as a favor for the learners. In fact the law should be such that the policy is emphasized and encouraged at the Federal, State and Local Government levels. This may go a long way to correct the imbalances in the nation's formal education sector. Such legal frameworks and policies can greatly help the vast population of youth and adults that are stigmatized as failures from the formal school system by providing for them appropriate programs that would enable them to transit from non-formal education to the formal system with ease. It is therefore necessary to encourage both the learners and their instructors to be happy with the program. In order to ensure its continuity, there is the need to include this lofty idea in the National Policy on Education.

The National Policy on Education continues to guide the provision of adult and non-formal education in Nigeria at all levels of government. The absence of the provision of transition and articulation between sub-sectors and types of education in this Policy is a major vacuum which must be filled. This will in turn be an impetus for States and Local Governments to emulate the leadership role of the Federal Government by formulating adult and non-formal education policies which are consistent with the national one but which may be peculiar to local conditions in line with the principle of federalism in Nigeria.

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Section 4: Summary, Conclusions and Recommendations

This chapter summarizes the findings from the study, draws conclusions from them and makes recommendations arising from the findings. These recommendations are aimed at sensitising the ADEA Ministers Forum and stakeholders of Adult and Non-formal Education with a view to enlarging its contributions in the transformation of society and in the attainment of the Education for All (EFA) agenda and the achievement of the Millennium Development Goals (MDGs) in Nigeria.

4.1 Summary of Findings

- Transition in Adult and Non-Formal Education is not as direct as it is in the formal education system. It therefore cannot be taken for granted. It has to be provided for in the legal framework of the Agencies responsible for non-formal education. The findings showed that there are no transition policies in the statutes of the States except in only one of the sampled States.
- There is no smooth transition for the learners because there is nothing in the policy that so directs. Transition is therefore a matter of negotiation among the stakeholders
- The capacity of the ANFE staff is developed in local training workshops, seminars and attendance at ANFE training institutes
- Completers of the ANFE institutions are recognised in the affected states and local governments
- Learners are placed in the institutes through a selection process local to the state
- Transparency and accountability are achieved in the utilization of resources through proper keeping of expenditure records, auditing, monitoring and annual progress report
- The clientele of ANFE are non-literate adult, prison inmates and out-of-school children
- The major challenge to adult education is the absence of legal framework in many of the State of the country that will facilitate transition from Non-formal to the Formal system.
- The benefits derived from NFE are numerous and would include the ability to read, write, seek for employment and have knowledge about better health
- Monitoring and evaluation of programs of ANFE are done by government officials, facilitators/instructors and members of the community
- Methods of assessment most popular in the ANFE institutions are written tests, Continuous assessment, interview and observation.

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- Language of instruction is usually the language of the immediate community
- The major infrastructure used are the classrooms of formal education institutions (primary schools)
- The most important achievements of these ANFE institutions are the ability to transit some of their learners to formal education
- The assistance received by ANFE institutions from stakeholders are the provision of facilities, capacity building, funding and technical support in that order

4.2   Conclusions

- An analysis of the data on transition and articulation indicates that significant achievement in by ANFE in the states is hindered by the non-existence of legal framework. However, the dearth of facilities in learning centers, limited support services, inadequate qualified facilitators/instructors and a relatively weak monitoring system pose great challenges to the efficient and effective delivery of ANFE in the country can be blamed on the absence of the articulating basis for implementation. What we then have is lack of strategically planned intervention by government in ANFE.
- The study has revealed a clear neglect of ANFE sector in terms of funding of programs. In order to expand the sources of funding and the amount of resources available for implementing ANFE programs. There is the need for adult and non-formal education agencies to increase advocacy for both government and other stakeholders in that regard.
- There is a real need for training, recruitment and re-training of competent adult education personnel who are sufficiently motivated to support policies and programs on transition between sub-sectors and types of education.

4.3   Recommendations

- There is the need put a legal framework on ground that ensures that transition is not considered as a favor for the learners. In fact the law should be such that the policy is emphasized and encouraged.
- Funding of Adult and Non-Formal Education needs to improve this can only be effective if the law spells out the financial responsibility of the tiers of governments. State and local governments ought to take greater responsibility and treat adult education with all the seriousness it deserves.
- In order to improve enrollment, retention and completion, which will enhance transition, there is the need for increased advocacy, sensitization and mobilization of the populace by government at all levels.
- There is the need for Guidance and Counsellors to be employed for the ANFE programs so as to encourage learners as they mainstream and transit to formal education institutions and progress to completion.
- For attendance at ANFE programs to improve, there is the need to employ well qualified instructors who will be adequately remunerated as and when due.
- All stakeholders in ANFE have to participate actively so as to ensure that adequate teaching-learning materials and facilities are provided for the centers.

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- A robust capacity building activities such as in-service training, seminars and workshops to up-date the knowledge of the instructors and supervisors.
- The private sector and NGOs should be encouraged to contribute adequately to the funding of ANFE because they also enjoy the services of enlightened members of the public.

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