

Post-basic Education in Partner Countries



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Review of Sida support to post-basic education
in the partner countries

A review commissioned by Sida's Methods
Development Unit

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Foreword

The objective of the *Methods Development Unit* is to contribute to enhancing and strengthening the quality of Sida's development work. The Unit supports the line organisation in developing and applying approaches and methods, for example

- approaches for capacity development,
- transition from a project approach to a programme approach,
- introduction of a rating system,
- efforts to combat corruption,
- etc.

The Unit's main tasks include ensuring that Sida's handbook, "Sida at Work", is kept up to date and is understood by all members of staff. Thus "Sida at Work" forms the framework of the Unit's activities.

Learning processes and exchanges of experience are essential. This series of "Working Papers" is a contribution to Sida's learning. The Papers are often produced as part of Sida's work on specific methodology issues.

The views and conclusions of the Working Papers do not necessarily coincide with those of Sida.

Hopefully, the Working Papers will stimulate reflection and discussion.

This paper was commissioned as a contribution to Sida's policy work in the field of education. The background was that little support has been given to post-basic education during the 1990s. Strategic issues relating to post-basic education have, as a result, been almost dormant within Sida, as has indeed been the case in many other agencies during this period. In contrast, a lot of attention has been given to basic education and to higher education and research. In trying to fill this gap, the paper places the traditional discourse on skill training after primary education in a broader social and economic context. It argues that the challenge ahead for Sida is what can be done to improve a very difficult life situation for young people.

Stockholm, May 2003.



Ingemar Gustafsson
Head of *Methods Development Unit*

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Executive Summary

The Context of the Study

1. Swedish development cooperation is being reviewed by a Swedish Parliamentary Committee whilst Sida's strategy for poverty reduction is undergoing an internal review process. The Committee proposes that a human rights perspective should permeate Sweden's development cooperation, arguing that human rights encompass most components of poverty in a broad sense of the word: lack of opportunities, power and security.
2. The rights of children to education are enshrined in the Convention on the Rights of the Child, which came into force in 1990. Although all of Sweden's partner countries have ratified the Convention, few have the resources to provide quality universal education for children.
3. Education systems in the partner countries, especially in Africa, are being undermined by the HIV/AIDS pandemic and the pandemic impacts on young people in many ways. With little education, young people are less able to protect themselves from infection, there being an emerging correlation especially between secondary education and lower infection rates among young people.
4. The review recognises that in most of the partner countries access to both education and the labour market is gender differentiated.

The Objective of the Review

5. The objective of the review is to develop a Sida position on support to post-basic education that is coordinated and coherent across the sectors and takes into account the needs of young people as well as societal needs. The review looks at the learning and training needs of young people from a human rights perspective and at the societal needs for an educated labour force. The review also puts the Sida support into an international development cooperation perspective.

Definitions

6. Sida has been flexible in defining the different levels of education. Basic education is as defined in the country concerned: it can encom-

pass primary education only or primary education plus part or all of secondary education as well as non-formal basic education programmes. Sida's Education Policy emphasises support within the context of Sector Wide Approaches (SWAs).

7. In this review the term post-basic education is used to refer to education and skills training programmes for people who have completed basic education (however defined) or who need to complement inadequate basic education.

The Target Group – Young people

8. The term “young people” is used to refer to adolescents and young adults. Young people as a group are growing in absolute numbers and as a proportion of the population in Sida partner countries. The review is confined to the needs of young people because of their importance in terms of numbers, the exclusion of many from education and decent work, their vulnerability socially and healthwise, and the resulting critical situation they are in as they take on new roles as young adults. This marks them out from older adults already established in family and work roles.
9. There is gender differentiation in education and work. Fewer girls than boys complete the primary cycle. Through secondary and tertiary education, percentage enrolments of girls and women decline steadily. Fewer young women than young men are enrolled in skills training programmes. Consequently, women are in a weaker position than men in seeking work.

Sida policies for support to education and training

10. There have been two strands to Sida education support: general education and vocational/technical education. In more recent years, Sida support has been concentrated to general basic education including support to non-formal education and to adult education. Sida has traditionally given little support to secondary education.
11. The Education Division has the main responsibility within Sida for education support and the Sida Research Department, SAREC, supports research programmes which include capacity building and institution building in the partner universities. A number of Swedish NGO's receiving block grants from Sida have large education programmes. Education assistance has also been incorporated into Humanitarian Assistance. Other Sector Divisions support capacity building within their own programmes in line with the Sida policy for Capacity Develop. However, sector-based capacity building support usually reaches formal sector workers who already have a secondary school education.

Post-basic education in the partner countries

12. The situation of young people is described in some Sida country strategies. The general picture is of young people facing problems

such as exclusion from education, lack of employment opportunities, hazardous working conditions, child labour and abuse of their human rights. They are vulnerable to HIV infection. Teenage girls are vulnerable to infection from older men and in some countries have much higher infection rates than boys.

13. Provision of post-basic education in the partner countries is often inadequate. Sida partner countries Tanzania, Mozambique, Ethiopia, Uganda, Eritrea, Kenya, Zambia and Cambodia have less than 40 percent gross enrolment ratios (GER2) in secondary schools. A factor that distinguishes countries with exceptionally low GER2 is population growth rates averaging nearly 2,9%. Another factor is the 0 –14 year old dependency rate which is very high at over 80% in low GER2 countries.
14. Vocational and technical education has been highly dependent on external financing and is thereby vulnerable to changing international orthodoxy's on its relevance and costs. By the late 1980s, the relevance of the skills taught and the cost-effectiveness of state-run colleges were brought into question by the World Bank. During the 1990's external support shrank with only a few major external financiers remaining in the sub-sector. This led to a move from state-run colleges to a mix of private and state financing of formal and non-formal skills training programmes.
15. Non-formal general education is an important way back into education for young people with inadequate basic education. Programmes are run by governments and both local and international organisations, often with external financing from agencies such as Sida.

Partner Country Priorities

16. Partner country priorities are increasingly set out in Poverty Reduction Strategy Papers. In general there is a focus on basic education with the intention to give higher priority to secondary education in a second phase. In the PRSPs there is some concern over employment issues and the need for a skilled work force. Such concerns could lead in the future to higher priority being given to education at post-basic level, particularly in skills training. Education sector support is often planned as a sector wide programme (SWAp) but so far there are no SWAp in which Sida financing is spread across all levels and types of education.

Sida support to post-basic education programmes

17. Although secondary education is not a traditional Sida focus, it is likely that Sida funding will be used in the future even for this level and type of education within education SWAp.
18. In Swedish development cooperation, special attention is given to research universities that have a central role in the development of a basis for research, as well as for the production of qualified manpower, including teachers. During the 1990s, a shift occurred in SAREC's bilateral programmes towards supporting research projects

as part of comprehensive support for institutions. Such university support is directed to the main universities of Burkina-Faso, Eritrea, Ethiopia, Mozambique, Tanzania, Uganda, Bolivia and Nicaragua. Preparations of similar support to the main universities of Laos and Honduras are on going. Sida contributes as well to local Master programmes in Ethiopia, Mozambique, Tanzania, Sri Lanka and Vietnam. In Sri Lanka and Vietnam, major funds are directed at strengthening university research.

19. Support to vocational training during the 1970's and 1980's was mainly to colleges run on a technical assistance model by expatriates. Criticism of this model became overt in the late 1980's in the Nordic Report on Technical Assistance that found the TA model both expensive and ineffective. Sida support to vocational and technical education declined throughout the 1990s, from 13% of the education total in 1992/93 to 2 percent in 2000.
20. SIDA support to vocational education and training was also channelled to skills-training programmes with UNESCO as the implementing agency. Evaluations showed that at the level of outcomes the results were good, but the sustainability and replicability of the programmes were failures. Sida support was phased out.
21. During the 1970's, significant support was given by SIDA to the ILO World Employment Program. A major activity was the development of "modules on employable skills". Other activities included a series of country studies on employment in developing countries. The Kenyan study highlighted the role of the informal sector in providing employment. This raised questions about the relevance of vocational schools for young people without formal employment.
22. Sweden has a strong tradition of diversified adult education programmes and this is reflected in the Sida support to literacy campaigns, post-literacy classes and various adult education programmes including skills training. Non-formal education as a substitute for school education has been developed in a number of countries. In 2001, adult and literacy education received about 15 percent of the total Sida disbursements to education.
23. Sida supports capacity development in the context of other (non-education) sector programmes. In 1996, such Sida inputs were mapped out in a consultancy study. The majority of programmes are in-service skills training and management training for the public and private sectors
24. Another arena for support to the education and training of young people is humanitarian assistance. Sida's Division for Humanitarian Assistance emphasises a long-term approach to humanitarian assistance and between six and eight percent of the budget is used for education. This is mainly for primary education.
25. In 2001, over 17 percent of the Sida allocation to Swedish NGOs engaged in development cooperation was spent on education projects. In November 2000 Sida's Education Division published the results of a survey of NGOs concerning their education pro-

grammes: the funds were allocated almost equally between formal and non-formal education programmes. It is not possible to see from the survey results how much was used for post-basic education for young people.

Cooperation with other agencies

26. Sweden has formal cooperation agreements and gives budget support to a number of UN agencies, including the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA) and the International Labour Organisation, ILO.
27. UNICEF's mandate focuses on survival, child development, protection and participation. Expenditures show that the main UNICEF priority is health. There is little emphasis in the UNICEF programme on the education and training needs of older children.
28. A central role for the ILO is to promote the right to decent work and ILO has built an alliance with the World Bank and the UN for the promotion of employment for young people. A particular target is young people working in the informal economy. There is a new UNDP/ILO programme, Jobs for Africa, which includes training and informal sector employment. The programme is being piloted in ten countries including Burkina Faso, Ethiopia, Uganda, Zambia and Zimbabwe.
29. UNFPA is one of the few organisations that recognises young people's needs, especially in relation to sexual and reproductive health. With HIV/AIDS a major threat to young people, access to information is a major education issue.
30. Sida has a long tradition of cooperation with the World Bank on education policy and support to basic education programmes, for example in Bangladesh and Bolivia. There has so far been little direct cooperation at post basic level but this might well be developed within the context of sector wide approaches.
31. Sida works with both multilateral and bilateral agencies on policy issues, for example within the framework of the Association for the Development of African Education. It is noteworthy that ADEA does not have any formal working groups for Secondary Education or for Vocational and Technical Education. The International Institute for Educational Planning is a long-term Sida partner. Close cooperation with other bilateral agencies has mainly been with other Nordic partners and the Netherlands, mainly at basic education level.

The international debate on post-basic education

32. The international debate on access and quality of education in the developing countries is a part of the wider global debate on poverty reduction. It is a debate among many actors – countries, agencies, non-governmental organisations and the private sector – on quality of labour in a globalised economy, ICT, human rights and democratic development as well as on how best to finance education and skills training programmes.

33. In the debate specifically about education and training, funding basic education for all is agreed to be the top priority as basic skills are a foundation for all further learning and skills development. However, increased enrolment in secondary education and qualitative improvements of the whole system are usually high on the list of second level priorities.
34. The problem of making education relevant to the world of work was the theme of an international conference in September 2001: *Linking Work, Skills and Knowledge*. In a report on the conference it is noted that globally: service work is growing at the expense of production; globalisation brings rapid changes in technology and competitive environments which promotes lifelong learning; traditional and industrial artisan skills are declining relative to information and communications skills; and there is more concern with generic skills and a shift towards thinking in terms of competencies. It is not clear how if these statements are equally applicable to the least developed countries. Many of the skills are supposed to be, but are not, delivered within formal schooling.
35. It is argued that there is a need to focus on the respective roles of states and markets in skills development, and to focus strongly on the needs of those traditionally excluded from training. The emergence of more knowledge intensive work highlights the need to link education and training better.
36. The World Bank Africa Department is currently engaged in a major desk study of its skills-related activities in Africa in the 1990's and the implications for its future policy. A key issue emerging from the study is how to get the private sector to provide better quality training and how to fund the training; the failure of cost sharing in several projects suggest that the Bank needs to rethink the funding issue when it comes to poorer clients.
37. There is a DFID-funded research project on education, training and enterprise in Africa (WG-ICSD, 2001) centred on the challenges posed by globalisation. The principal findings include that it is crucial to enhance individual, societal and enterprise learning if Africa is to respond to globalisation in a way that benefits the mass of its population. Progress among Africa's micro and informal economies remains fragile in the face of broader economic and political trends, and weaknesses in knowledge, skills and infrastructure.
38. The International Institute for Educational Planning has studied technical and vocational education in French-speaking Africa and a done similar study of English-speaking Africa and in Mozambique. The main finding is that the systems need to evolve to strengthen linkages between training and employment.
39. The above World Bank, DFID and IIEP reviews look at skills training in a context of private sector development and the needs of the labour market, both formal and informal. The gap between education and training is recognised as a weakness. The studies do not tackle education from a human rights perspective. More needs to be

known about the potential of education and training programmes that take a more holistic look at the needs of young people.

40. Such as study has been carried out by UNICEF in Tanzania, looking at how to end the vicious circle of lack of education, of job opportunities and poverty. It is argued that there needs to be a deeper understanding of the quality of life as experienced by young people themselves. Second, access to quality education needs to be expanded. Third, the Government and its partners need to create conditions that enable young people to secure a decent standard of living. Finally, there needs to be greater space for young people's participation in society and in its key institutions.
41. The impact of the HIV/AIDS epidemic on education and the possibilities of using education to combat HIV/AIDS are a central issue in the international debate on education. The epidemic will have a negative impact on the possibility of achieving the Millennium Goals concerning education and gender equality.
42. Actions are needed to minimise the impact of the epidemic on education systems and on young people. UNDP divides the actions into: action for protecting educational achievements; action to mitigate the impact on labour productivity and supply; action to promote opportunities for women who are carrying the brunt of the burden of HIV/AIDS.
43. That education can provide a window of opportunity in the fight against HIV/AIDS is the theme of the World Bank report: *Education and HIV/AIDS, A Window of Hope* (2002).
44. There are already country responses that provide models for more general application, including skills-based health education, peer education, and support for orphans and out-of-school youth. In a programme supported by Sida in Tanzania, an NGO ties its HIV/AIDS programme directly to skills training so that young people can secure their own livelihoods.

Conclusions

45. Sida has been a flexible supporter of different types and levels of education in the partner countries but, above all, basic education has been the focus of Sida's Education Division, increasingly in SWAp like arrangements. Support to literacy and non-formal education programmes for adults have continued to be a priority.
46. Some input into the education and training of young people at post-basic level have been made by other Sida Sector Divisions but programmes targeting young school leavers are unusual. Where there is potential for reaching larger groups of young people, for example in agriculture extension programmes, young people have not been treated as a specific target group.
47. This review shows that Sida has few programmes directed towards young people who have entered the labour market with only a few years of basic education. Nor is there any significant support to

secondary education, academic or vocational, for primary school graduates who want to continue in education. With an increasing responsibility for their own and their family's survival.

48. In the short term many young people, and in some countries the majority of young people, will remain outside the formal education system. It is important for Sida to remain flexible and use a number of channels to reach out-of school youth, such as non-formal education programmes and skills training programmes funded directly or through other agencies. There could be increased synergy between programmes developed by different Sida departments in the same partner countries, within the framework of the national development priorities set by the partner countries.

49. Building on Sida policies, experience, and international experience of education in developing countries, the Sida position on support to post-basic education should be developed taking into account the following:

- an holistic view of the needs of the individual for education and training,
- the importance of education for human rights and democratic development,
- the societal needs for an educated labour force,
- the implementation of poverty reduction programmes in the partner countries,
- the opportunity provided by SWAps to bridge the gap between basic education support and support to higher education and research,
- the possibility to co-ordinate capacity building across the sectors supported by Sida in the partner countries,
- the advantages of cooperation with other bilateral and multilateral agencies in supporting education programmes, formal and non-formal, and capacity building in the partner countries, within the context of sector wide programmes,
- the need to tackle the spread of HIV/AIDS using education as a conduit for both prevention and mitigation of the impact on young people.

Proposals

Based on the above considerations, the following proposals are made:

1. Sida's Education policy takes a holistic view of education. Young people's education and training needs can be met within the framework of the policy and this can be done both within education programmes and within other sector programmes.
2. Post-basic education is not the monopoly of individual departments or ministries in the partner countries. The responsibility is often spread out over ministries for education, higher education,

children and youth, industry and labour. This provides multiple entry points for supporting young people's education and training. These should be utilised by Sida and the partner country in developing country strategies and implementing programmes which take into account the countries' needs for an educated workforce and the individual needs for quality education and decent work.

3. Targeting young people should be considered particularly in countries where children and young people are in the majority and in countries hard-hit by the HIV/AIDS pandemic. All Sector Divisions within Sida have the possibility to reach out to young people particularly in the area of skills training. Young people are already a priority target group for Sida's Health Division, Culture and Media Division, the Division for Democratic Governance and the Division for Humanitarian Assistance. Much of this work is innovative, could be expanded, and the experiences to date can be a major contribution to the international debate on how to support young people through development cooperation.
4. Consideration should be given to establishing a Sida-wide group that promotes and develops the targeting of young people in Sida-supported programmes with a focus on education and training. The Education Division is the natural focal point within Sida for such a group within Sida. This group could include, or work closely with, representatives of Swedish NGOs that share the concern that young people should be a visible target group in Swedish development cooperation and be enabled to participate in education and training programmes.
5. The Swedish resource base for support to education and training in the partner countries should be strengthened. To participate pro-actively in the international debate on post-basic education, and to bring Swedish expertise into the development of Sida support to post basic education, Sida needs to have a solid resource base within Sweden. This resource base, particularly for skills training but also for general adult education, has declined over the last decade when the emphasis has been on basic education. The resource base needs revitalising and the Education Division should play the key role in this. Resource bases for all forms of post-basic education and non-formal education need to be reviewed and revitalised, for example for literacy education, compensatory education programmes for out-of-school children and young people, and inclusive education for young people with special learning needs.
6. The Education Division could strengthen some aspects of the work it is already doing, for example:
 - In countries where Sida supports Education SWAs, Sida should encourage Ministries of Education to take a flexible approach to different levels and types of education within the SWAs, even when some education programmes are the responsibility of other ministries.

- a part of Sida funding for education should continue to be allocated to non-formal education projects as the majority of young people in many of the partner countries will remain outside the formal education system for years to come, These funds could be allocated directly to the partner country or used in partnership with, or by silent partnership with, other development cooperation agencies, UN agencies or NGOs. Skills training should be a priority area for such partnerships.
- Swedish traditions of life-long learning and adult education including literacy should be built upon in non-formal education programmes supported by Sida.
- For the school to be a forum for learning democratic values the quality issues have to be tackled as a matter of urgency. Teacher training is an entry point for changing what goes on in the classroom. Sida has a good track record in supporting teacher education programmes and this area should continue to be prioritised either as a separate programme or, preferably, within SWAps.
- Young people with special learning needs need to be allocated funds either within SWAps or in special programmes. Swedish competence in this sub-sector should be used to promote the provision of education for children with special learning needs, and if necessary special funds should be set aside to meet their needs.

The Context of the Review

Swedish development cooperation is currently the subject of a Swedish Parliamentary Commission, and Sida's strategy for poverty reduction is undergoing an internal review process. The poverty perspective is integral to Sida's development cooperation as is a human rights perspective. Both are emphasised in the preliminary report of the Parliamentary Commission.

A striking feature of the report by the Parliamentary Commission is the way it puts the rights of the individual in focus: *Every human being has the right to live in dignity*. The Commission proposes that a human rights perspective should permeate Sweden's development cooperation:

A rights based approach should underlie the broadened global development policy area and stresses that this policy must be combined with support for democratic processes. A rights based approach centres on the individual and makes plain the different needs of different people. Human rights encompass most components of poverty in a broad sense of the word: a lack of opportunities, power and security.

In the Sida draft Poverty Reduction Strategy, three strategic areas are focused upon in a section on "bridging the divide within countries": education, access to information and protection against external shocks. It is noted that:

The emergence of a global information society and of an information and knowledge based economy inevitably puts increased premium on education. Education is crucial not only for accessing information but also for turning information into knowledge. Adequate formal education, (which) more and more means secondary education, is an absolute prerequisite for escaping poverty, for upwards social and economic mobility and for benefiting from the opportunities offered by the ICT revolution.

It is further noted that:

Education, health care and protection against exploitation and abject deprivation are not only part and parcel of the universal rights of children but also essential to endow children with the necessary capabilities for a full and productive life as adults.

The access of the poor to productive resources needs to be increased as for most people, *own labour is by far the most important resource. Hence, generation of productive employment – decent work – deserves to play a key role in strategies for economic and social development.*

The concern with education can be put into the perspective of Sweden's support to international commitments to fight poverty. The International Convention on Civil and Political Rights and the International Convention on Economic, Social and Cultural Rights (both 1966) include Economic Rights: Right to work and decent working conditions; Right to form and join trade unions and to strike; Right to food and to be free from hunger. Cultural rights include the right to education. More recently, the Millennium Development Goals (United Nations General Assembly, September 2000) include the achievement of universal primary education for both girls and boys by 2015, and the elimination of gender disparity in primary and secondary education by 2005 and on all levels by 2015. The 8th goal, develop a global partnership for development, includes the sub goal of: develop and implement strategies for decent and productive work for youth.

The Parliamentary Commission's emphasis on the individual puts into focus a dilemma that is particularly pertinent for Sida support to education and training. When are investments justified? When the individual wants it (as a human right) or when society needs it (development perspective). To some degree the two overlap when it comes to education and training. But what does emerge more strongly in a human rights perspective is that education and training is not just about an input into human resource development in the interests of national economic development. It is also about the individual as a whole, as a member of a family, community and society with a range of educational needs linked to these various roles. The demands for qualified labour per se cannot be ignored by the state: for economic development to take place, productivity needs to increase in traditional sectors such as agriculture. Modern agro-industry, manufacturing and service industries put quality of labour in focus rather than abundant cheap labour. In meeting the rights of the child to education, the state is at least in part meeting the demands of the economy for an educated labour force.

The rights of children to education are enshrined in the Convention on the Rights of the Child, which came into force on 2 September 1990. It is stated in the Convention that State Parties shall make primary education compulsory and available free to all, and that State Parties shall encourage the development of different forms of secondary education including general and vocational education. State Parties shall also make higher education accessible to all on the basis of capacity by every appropriate means (Article 28 – see Annex One).

In many of the Sida partner countries, the State is unable to meet its obligations to provide primary education for all, and secondary education as circumstances allow. Sida's policy for sector programme support, which corresponds to Sector Wide Approaches (SWAp) is increasingly being applied in education programmes although the Sida support to higher education and research remains outside the ambit of the programmes. The SWAp mechanism allows flexibility for the allocation of financial resources within the context of common goals and a common policy framework for the whole sector. In a number of partner countries it is unlikely that the majority of young people will have access to formal schooling at post-basic

level in the foreseeable future. Therefore alternative forms of education also need to be supported outside the formal sector.

There is still a large gap between government policies for education and their implementation. In many countries, the possibility of closing the gap is under threat from the impact of HIV/AIDS on the teaching corps, on education administrators and on the families of the pupils. The impact of HIV/AIDS on education, and the opportunities to use education to combat the epidemic, are discussed in this review.

1. The objectives of the review

1.1 Description of the problem

Sida's overall objective for capacity development in partner countries is to create conditions for professional sustainability of institutions and organisations, including national systems of education, training and research (Sida, 2000).

The present concentration of development cooperation to national systems of education, training and research is to basic education (Education Division – UND) and higher education and research (Department for Research Cooperation, SAREC). Within other sectors supported by Sida, such as natural resources, health, and private sector development, capacity development is linked to specific projects, for example training provided by extension workers in rural development programmes. Sida gives substantial support for NGOs to education and training projects supported by Swedish non-governmental organisations. Education is also funded within humanitarian relief programmes.

Over the years a number of strategic choices have been made which have led to resources from Sida being concentrated to basic education and to higher education and research. The decline in resources to post-basic education has occurred concurrently with an increase in the numbers of young people in the partner countries, both in absolute numbers and as a percentage of the total population.

The majority of primary schools leavers in the poorest countries do not continue to secondary, higher or formal vocational training institutions. Access is restricted largely because the financial resources are not available for expanding access. Therefore in many countries basic education has become synonymous with primary education. Young people leaving the education system with only primary education have difficulty in accessing formal sector jobs: they work in traditional agriculture or in the informal sectors of the economy, or they are unemployed. They have few chances of being included in sector-related training programmes.

An important sub-sector at post-basic level is skills training. However, skills training is not explicit in the International Development Targets set by OECD's Development Assistance Committee. Nor has skills development been a central issue in national Poverty Reduction Strategy Papers

which are key documents for debt relief and poverty reduction related loans from the World Bank and IMF.

The review recognises that in most of the partner countries access to both education and the labour market is gender differentiated. Fewer girls than boys complete the primary cycle. Through secondary and tertiary education, percentage enrolments of girls and women decline steadily. Fewer young women than young men are enrolled in skills training programmes. The lack of equal opportunities for education put women in a weaker position than men in seeking work. This is exacerbated by labour market gender differentiation.

1.2 The objectives of the review

The objective of the review is to develop a Sida position on support to post-basic education that is co-ordinated and coherent across the sectors. The review looks at the learning and training needs of young people from a human rights perspective, and at the societal needs for an educated labour force. This involves:

- Analysing (i) the education and training needs of the target group at the post-basic education level in Sida partner countries, and (ii) the education and training systems which could be addressing both individual needs and the societal level needs for an educated workforce.
- Reviewing Sida support to education and training systems including capacity development programmes integrated into specific sector programmes.
- Putting the Sida position on post-basic education into an international development perspective.

On the basis of the review, proposals for a Sida approach to education and training at the post-basic education level are developed taking into account (i) the priorities of our partner countries, (ii) international development thinking on support to post-basic education and skills training, as well as (iii) Sida's policies for capacity development, education, and higher education and research, in the context of the overall goals for Swedish development cooperation.

In terms of policy work, this review is complementary to:

- The Policy for Sida's Development Cooperation in the Education Sector (Education for All: a Human Right and Basic Need). April 2001.
- Sida's Policy for Research Cooperation.
- Sida's Policy for Capacity Development (November 2000) and the current work of the Capacity Development Project Group.
- Sida's Policy for Sector Programme Support and Provisional Guidelines. (February 2000)
- Sida's Policy for HIV/AIDS *Investing in the Future Generation* (March 1999)

- the work currently in progress on developing a common approach within Sida to support to higher education. (see draft memo "Riktlinjer för Högre Utbildning och Universitetsstöd, daterad 2002-02-20).
- The work currently in progress on a paper on Sida support to adult education

This review draws upon the above documents and on the ongoing work by the Department for Democracy and Social Development (DESO), mapping out what is done for young people in the Department's programmes (DESO 2002). This review is also an input to the work of Sida's "knowledge group".

1.3 The structure of the paper

Basic education, post-basic education and the target group, young people, are defined in Section Two. Sida policies for support to education and training are outlined in Section Three. Human rights are important in Sweden's development cooperation and therefore the situation of young people in the partner countries is illustrated in Section 4.1 by examples from several country strategies. The current situation in post-basic education is considered in 4.2. What Sweden supports in specific country programmes is decided in dialogue with the partner countries whose priorities are increasingly set out in Poverty Reduction Strategy Papers. These are illustrated in Section 4.3.

In Section Five, Sida support to post-basic education is summarised. Not all Sida support to education and training is managed by Sida. Sida makes grants to Swedish NGOs, many of which support education programmes in partner countries. There is also substantial Swedish contributions UN agencies, World Bank and bilateral agencies as described in Section 5.6.

Neither Sida nor the partner countries set priorities in isolation. There are international trends in development cooperation. In education this has been particularly marked in the 1990s with the move from support to secondary education and vocational education and training, to support to basic education. Section Six summarises the international debate on support to post-basic education. In Section Seven, some conclusions regarding the current Sida support are made. In the final section, 8, there are recommendations for a more coherent Sida support to post-basic education in the partner countries.

2. Definitions

2.1 Basic education

In the 1996 Education Division Policy, basic education is defined as follows:

Basic education is understood by Sida to mean a set of knowledge, skills and attitudes necessary for participation in the cultural, economic, political and social life of communities.

In the current policy for Sida's development cooperation in the education sector (2001), the definition of basic education is more specifically tied to the different forms of education:

While primary school education is the core, basic education includes all age groups, and goes beyond conventional curricular and delivery systems, for example, pre-school, adult literacy, non-formal skills training for youth, compensatory post-primary programmes for school leavers.

Age of the students is not used as a defining parameter for basic education and nor is the duration of formal basic education, as the standard normally applicable in the country in question will be adopted, i.e. primary education or whatever higher level of education is considered basic.

2.2 Post-basic education

The term post-basic education is used in this review to refer to secondary education and skills training programmes for people who have completed basic education or need to complement inadequate basic education. Post basic education thus includes both academic education usually provided by secondary schools, and vocational education and training provided by a variety of institutions, public and private, including work-place based training for skills development, and compensatory non-formal education programmes. Higher education is not included in this definition. Sida support to higher education is being examined in another paper being prepared by Sida's Department for Research Cooperation together with Sida's Education Division.

The contents of post-basic education are difficult to define given that in many of the partner countries, basic education does not live up to the standards set at the Jomtien conference, i.e. that it should include essen-

tial skills, knowledge and values needed for participation in society, including the labour market. Therefore the deficiencies of the basic level education have to be compensated for at post-basic level. The quality of education at both basic and post-basic levels is also a gender issue, given that poor quality education fails to address the needs of girl learners as evidenced by their higher dropout and failure rates. The situation of children with special learning needs is also largely ignored in the poorest countries.

2.3 The target group – Young people

The UN Convention on the Rights of the Child defines a child as a person up to 18 years of age. However, in many countries, children in their upper teens are not considered to be children, but young adults. This has had a negative effect on programmes for the upper age group as governments and agencies have concentrated on the needs of younger children. By default the rights of older children to education and training have been neglected.

There are overlapping terms to describe the age group that could be the target for post-basic education, for example *adolescents*, *teenagers*, and *youth*. UNICEF defines those who are between 15 – 19 years as adolescents, and those between 15 – 24 years as youth, but then use the terms interchangeably. WHO uses the term adolescents for girls and boys between 10 and 19 years, youth for those between 15 – 24, and young people to include both. (DESO 2002).

In many of the partner countries, the official age of entry to primary education is six or seven years, and the duration of basic education between 6 to 8 years. Therefore the youngest possible age for completing basic education is somewhere between 12 and 15 years. Because of late enrolments into the system, repetition, and periods away from school due to illness or family poverty, many students are well into their upper teens when they finish primary school. The age-range of the potential post-basic education group is therefore wide, from 12 years to early twenties.

Taking the above into consideration, the target group for post-basic education is referred to in this review as *young people*, with the understanding that this group includes adolescent school leavers as well as young adults already in their late teens and early twenties. The review is confined to the needs of young people because of their importance in terms of sheer numbers in the partner countries, their exclusion from both education and decent work in many of the poorest countries, their vulnerability socially and healthwise, and the resulting critical situation they are in as they take on new roles as young adults responsible for themselves and their families. This marks them out from older adults already established in family and work roles.

3. Sida policies for support to education and training

3.1 Education

Sida's overall education policy goal is to enhance the right to relevant education for all. The first *SIDA Education Policy*, 1972, took a basic needs approach and a human rights approach to education. This was the beginning of Sida's consistent bias towards basic education. Within this support there were elements of education with production or education for self-reliance in the various national programmes, for example the Brigades Programme in Botswana and Zimfep in Zimbabwe. There was also a separate policy for support to vocational education and training. From when SIDA was formed in 1965, the Vocational Education Section supported a school-based model of vocational education and training. On the basis of this model, vocational schools were established with SIDA support in Pakistan (East and West), Tunisia, and several countries in sub-Saharan Africa.

The *SIDA Guidelines for Education Assistance* of 1986 confirmed the Sida bias towards general education:

The main emphasis of SIDA's assistance to the education sector should be, as hitherto, basic education. If a growing proportion of a country's population is given access to basic knowledge, the objectives of equality, democracy and growth will be promoted.

Some other levels and types of education were also mentioned, in particular vocational training, educational planning, higher education and research (the latter to be undertaken in conjunction with SAREC, the Swedish Agency for Research Co-operation with Developing Countries). There was, however, a steady reduction in the 1980s of support to vocational and technical tertiary education. Little support was given to secondary education, partly because other donor agencies were very active at post-primary level.

The 1990 Education for All Conference held in Jomtien, Thailand, influenced the next Sida education policy, the *Policy for Sida Co-operation in Basic Education and Education Reform* of 1996. The Jomtien Declaration on Basic Education reinforced both the growing orthodoxy of the best returns to investment being at basic level, and the human rights approach to education. The Jomtien Conference advocated universalisation of access, promotion of equity, focus on learning, broadening the means and scope of

basic education, and enhancing the environment for learning, and strengthening partnerships.

There was an underlying assumption within Sida's Education Division that the focus should be on basic education, as advocated at Jomtien, because we had a long experience in this area. Although the same could have been argued for vocational education, it was not, perhaps because of a lack of confidence in the vocational schools approach that had dominated Sida support to the sub-sector. Direct Sida support to vocational training was virtually ended by the time the 1996 Sida policy was adopted.

The current Sida policy: *Education for All: A Human Right and a Basic Need – Policy for Sida's Development Co-operation in the Education Sector*, 2001, has re-opened the door to possible support to vocational education. The new policy is anchored in the "Framework for Action on Education for All" adopted at the World Education Forum held in Dakar in April 2000. The six goals adopted at Dakar, and cited in the Sida policy document, includes the following:

Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes. (Goal 3)

In line with Dakar framework for action, the overall policy goal of Sida's co-operation in the education sector is stated as follows:

To enhance the right to relevant education for all – an education that empowers the poor and excluded parts of the population to participate as active and informed citizens in all aspects of development.

The main means to achieve this will be through support to the implementation of partner countries' own sector-wide education policies and development plans, the support being adapted to each country-specific context. In the 2001 policy, it is emphasised that *working towards Sector Programme Support (SPS) – the term used by Sida to describe support to processes towards sector-wide approaches – is the main approach*. There will often be a gradual shift from projects to programme support, but the dialogue leading to programme support concerns the entire sector. Even if basic education continues to be a Sida priority, the way is open to discuss and support secondary, vocational and non-formal education within the context of Sector Wide Approaches (SWAs).

3.2 Higher education and research

The gradual shift from projects to programme support also applies to higher education. Most Sida support to higher education is managed by the research department, SAREC, and focuses on university support. Every country needs at least one research university where the link between research and higher education is vital for the production of new researchers and also for the quality of higher education. Research training is therefore one of the basic features of the co-operation. Support is also directed to reforms and strategic planning. Support to higher education currently exists mainly when it is encompassed by institutional support to universities with which Sweden has research co-operation programmes. There is also some support encompassed in sector programmes, for exam-

ple support to agricultural and other natural resources higher education institutions, supported by Sida's Department for Natural Resources.

The Sector Wide Approach (SWAp) to education as a system means that in future there will be a better-integrated dialogue with the partner countries on support to education at all levels. It is noted in the Sida's education policy document that

Higher education is a necessary part of the strategy towards education for all. Although Sida's main priority is basic education, support to higher education is essential for the improvement of the basic education system and can be part of Sida's education sector programme.

If higher education is to function, there must be a flow of well-qualified school leavers.

3.3 Capacity Building

The Sida policy for Capacity Development, 2000, gives both general guidance concerning Sida's role in capacity building relevant to all sectors, and specific guidance regarding support to national systems of education, training and research. Sida shall:

- *As far as possible, participate in Sector Wide Approaches together with other partners on the basis of Sida's policy for Sector Programme Support*
- *Improve coordination within Sida between support for basic education and support for higher education and research.*

More generally, Sida shall:

- *Systematically integrate capacity development as an objective in projects and programmes.*

Capacity building has for a long time been integral to many of Sida's sectoral projects and programmes. Partly it has been done through traditional Technical Cooperation methods with counterpart training, training courses in-country and abroad, and twinning arrangements. There has also been a strong Swedish tradition in investing in capacity building within projects in all sectors, not just education projects per se. One of the ambitions of the capacity building policy is to broaden the concept of capacity development from work-place related training, to take into account the other roles and contexts that people function in as members of societies, communities and countries in an increasingly multi-cultural world: *The ultimate objective of the development of knowledge and capacity is therefore to make it easier for people to build up an identity: for themselves and in relation to others.* This wider objective is related to the question of operationalising the four Sida action programmes (poverty reduction, sustainable development, gender, and human rights and democracy).

3.4 Other sector policies

Humanitarian Assistance

During spring 2002, the Humanitarian Division is preparing with the Education Division Sida guidelines for Swedish NGOs applying for grants for humanitarian programmes. The importance of not building

up parallel education systems, and of addressing quality issues in education, will be highlighted in the guidelines. It is proposed that in situations of emergency, conflict and post conflict, Sida should consider how to meet the education needs of children, youth and adults, and that support and assistance should be given to Swedish, international and local NGOs to build up the capacity to intervene in the education sector.

4. Post-basic education in the partner countries

4.1 The education and training needs of young people

Young people are not having their specific learning needs addressed at a time when demographic changes, strongly influenced by the HIV/AIDS pandemic in the worst affected countries, are increasing their importance in sustaining families and communities. Many have not participated in primary education because of the costs involved and demands on their labour within the family. Others have left primary school with rudimentary literacy skills but few vocational skills. To sustain themselves and their families they need to increase their knowledge and improve their skills. Their individual learning needs have to be addressed as does the societal need for an educated work force.

Some of the country analyses prepared by Sida list the problems facing young people: lack of employment opportunities, hazardous working conditions, child labour, HIV/AIDS, and abuse of their human rights. Three examples, from the Sida country analyses for South Africa and Tanzania and the regional analysis for South America, are used to illustrate the situation of young people.

Republic of South Africa

Among the problems facing young people in South Africa are the increasing violence and lack of jobs. Since the end of apartheid there have been 2 million job losses, and unemployment is at 30%, although very unevenly distributed across geographic areas, ethnic groups and by gender. Employment is likely to continue to decline as markets open up to international competition unless industry and manufacturers can reform themselves. Employment in agriculture is expected to continue to decline. There are some new areas which could expand such as tourism, other services and ICT. (Country Analysis, 1998)

United Republic of Tanzania

Approximately 700 000 people, mainly youths, enter the labour market each year, with only 20 000 to 30 000 jobs available in formal sector employment. It is estimated that about 90% of youths cannot find formal wage employment. Another problem is the limited effect of labour legislation in protecting children from hazardous working conditions.

Children at risk include those in domestic employment, working in the mines, on commercial farms, and street children. Among other problems facing young people is malnutrition: in 1996, 40% of children were classified as stunted. (Country Analysis 2000)

South America

For school leavers and young adults the low rate of economic growth and stagnant productivity is a problem. Most new job opportunities are in the informal sector, but even if there are new opportunities, they are not keeping pace with the growth of population. However, the poor are not usually completely out of work, but more often under-employed in low productivity jobs. (Regional Analysis, 1998)

Gender Differences

In most of our partner countries access to both education and the labour market is gender differentiated. Girls and boys enrol in roughly equal numbers in primary education but attrition leads to fewer girls than boys completing the primary cycle. Through secondary and tertiary education, percentage enrolments of girls and women decline steadily. There are, however, some exceptions, for example primary teacher training in countries where women traditionally dominate this workforce. Adult literacy classes have also tended to attract more women than men.

In vocational and technical education, there are fewer young women than young men enrolled, and in sectors with extension services, such as agriculture, men are more likely than women to benefit from the services. The lack of equal opportunities for education and training put women in a weaker position than men in seeking work and this situation is further exacerbated by the labour market gender differentiation that is common in both the formal and informal sectors.

The Impact of HIV/AIDS on young people

The number of adults and children estimated to be living with HIV/AIDS worldwide at the end of 2001 is 40 million. Of these, 28,1 million are in Sub-Saharan Africa. Of the 40 million, 2 million are under age 15, and 11,8 million are young people aged 15–24 years. The number of AIDS orphans, children up to 15 years of age who have lost their mother or both parents, is increasing rapidly. In 1990 there were 1 million AIDS orphans, by year 2000 the number had increased to over 10 million.

HIV/AIDS impacts on young people in many ways. In the worst hit countries, their teachers are dying faster than they can be replaced, absenteeism is eroding the quality of education and the rising orphan population, as high as 15 percent of all children, is demanding urgent national attention. (World Bank, May 2002). Rural schools may be worse affected as teachers move to urban areas with access to medical care. Girls are thought to be more likely than boys removed from school because family resources are diverted to medical and funeral costs, and to help nurse sick family members. However, there is little empirical research on this situation. With little education, young people are less able to protect themselves from infection: studies in Zambia (UNDP 2001)

and Uganda (work in progress) show a new trend, a correlation especially between secondary education and lower infection rates. Family resources sold to cover the AIDS related costs leave young people with fewer resources for economic activities. Girls are vulnerable to infection from older men. In a UNAIDS study (2000), it is reported that in 11 population-based studies in Africa, the average infections rates in teenage girls were over five times higher than those in teenage boys.

4.2 The provision of post-basic education

The education and training systems in our partner countries follow the general pattern of primary – secondary – higher levels, with diversification at post primary level into academic and skills training, and non-formal education courses for those who have missed out on formal basic education. There are marked differences between the different levels and types of education in terms of access, costs, resources, quality relevance and participation. In some countries, some or all of secondary education is considered to be part of basic education. However, participation is particularly problematic at post-primary level, with less than 20% of the age group in some countries receiving any formal education after completing primary school. Relevance is also a problem: in the majority of countries there is a marked disconnect between what children have learnt in school, and what they need to know if they are to start working directly after basic education. Quality of education and training is a serious problem in the partner countries.

In each country a balance has to be found between academic education for those likely to go on to higher education and professional jobs, and the provision of general education and skills training for the majority who will enter the labour market directly from school.

Vocational Education and Training

There are a wide variety of approaches to vocational education and training, from pre-work full time residential courses, to work place training and apprenticeships. The costs of specialised training are high and this education sub-sector in the poorest countries has been heavily subsidised by the development cooperation agencies. The training programmes have therefore been vulnerable to agency thinking on the relevance and cost effectiveness of the training programmes.

In the 70's and 80's, multilateral and bilateral donors helped build up national systems of vocational and technical schools and colleges. At the same time, there were efforts to vocationalise basic and secondary education, but these diversified education programmes came into disrepute. The skills taught were not enough to prepare young people for work, and the costs of providing skills training within the schools system were too high for sustainability of the programmes. These problems led to more emphasis on generic skills rather than training in specific skills.

There was at the time a perception that work-place training had started growing in importance relative to institution based training. This perception was reinforced by the publication in 1991 of a World Bank policy paper on Vocational and Technical Education and Training. This paper

looked at how to develop the skilled labour force necessary for national economic development. The authors of the report concluded that *training in the private sector – by private employers and in private training institutions – can be the most effective and efficient way to develop the skills of the work force*. The overall thrust of the policy paper was that pre-employment training in public institutions is inefficient, and that the best contribution that the schools can make is to provide a strong foundation of general education.

Government provision of vocational education and training in the partner countries was affected by the withdrawal of donor support. The most important trend in the 1990s was that donors increased support to basic education (mainly primary) at the expense of support to secondary and vocational education. There were a few important exceptions, bilateral countries with their own strong traditions of vocational education, such as Switzerland, Germany, Belgium and Denmark. At the same time there has been an active debate in the partner countries and the development cooperation agencies on what sort of training systems for skills development are most appropriate. Partly in response to the debate, and partly as a pragmatic solution to declining external finance, provision of skills training became more diversified. Many countries opened the door to private providers, or decentralised the responsibility for the state run colleges to the regions.

New sources of financing were sought such as industrial levies and cost sharing between the partners: state, employer and employee. Shifting some of the costs to the students and their families led in some countries to a decline in enrolments in pre-employment courses as students either could not afford to pay, or preferred to invest in academic education.

Secondary Education

The International Institute for Educational Planning (Lewin and Caillods, 2001) has analysed the issues regarding secondary schooling in developing countries. The study shows that the participation rates in secondary education remain low and are not growing in the countries that have the lowest enrolment rates. Lewin divides the 150 countries for which statistics are available into four groups by current gross enrolment ratios for secondary education (GER2). In the first category are included 44 countries with enrolments below 40%. Among these are Sida partner countries such as Tanzania, Mozambique, Ethiopia, Uganda, Eritrea, Kenya, Zambia and Cambodia. Tanzania is at the bottom of the table, with only 5% GER2 in 1995. For this group of Sida partner countries, the gross enrolments in secondary education were as follows for 1985 and 1995:

Country	GER2 1985	GER2 1995
Tanzania	3	5
Mozambique	7	7
Ethiopia	13	11
Uganda	13	12
Eritrea	N/A.	19
Kenya	21	24
Zambia	19	28
Cambodia	N/A.	27

In a further analysis, Lewin shows that it is not only per capita income that is determining levels of GER2. Another factor is population growth rates averaging nearly 2,9% that is much higher than in countries with higher GER2. Another factor is the 0–14 year old dependency rate which is very high at over 80% in very low GER2 countries whilst it is less than 35% in those with high GER2.

This draws attention to the fact that the school age population is a much greater proportion of the total population in low GER2 countries. Consequently the burden of financing higher levels of participation is much greater. It is noticeable that not only are dependency rates greater in low GER2 countries, but that they appear to have only fallen slowly over the period 1985–95.

Lewin's analysis of unit costs of provision shows that as a percentage of GNP they are highest in those countries with the lowest participation rates at secondary level, and with the highest dependency rates. Many of these countries have experienced low or negative GNP growth over the last decade.

Lewin concludes that:

If secondary participation is to be increased in these countries it will be necessary to analyse the financial constraints, identify mechanisms for increasing internal efficiency and reducing public unit costs, reconsider the balance of investment in education between levels, and identify the specific contribution that external assistance might make to more equitable and efficient secondary school systems.

However, even if this task is carried out immediately, in the countries with the lowest secondary school enrolment ratios the majority of young people will still not be able to benefit from secondary education over the next few years.

Adult and Non-Formal Education

When Education for All is high on the agenda, adult education and informal education should be important elements in strategies aimed at realising the vision of achieving basic education for all by 2015 (Sida Education Division, 2002, draft paper).

In reality, the reverse is true with investments in adult education and non-formal education receiving less of the available resources over the last two decades. This has meant that adolescents, youth and adults are marginalised in the education sector. In countries where the majority of young people are outside of the formal education system but have substantial learning needs, it will be necessary to re-visit the fields of adult and non-formal education, including literacy classes for those who do not even have a basic education.

4.3 Partner country priorities

Many of the Sida partner countries are struggling to do something about the totally inadequate provision of education, at both basic and post-basic levels. Structural adjustment programmes that were introduced in the mid-1980's have had a cumulative negative effect on state financing for basic social services. Reforming and revitalising social services is now

higher on the agenda, particular in countries which qualify for debt relief under the enhanced Highly Indebted Poor Countries Initiative, HIPC II. One of the conditions for a country to qualify for debt relief under HIPCII, is that a Poverty Reduction Strategy has to be prepared by the country and approved by the Boards of the IMF and World Bank.

Poverty Reduction Strategy Papers

Poverty Reduction Strategy Papers in the Sida partner countries that qualify for HIPCII debt relief are frequently linked to higher level "vision" papers, or to national poverty reduction strategies which pre-date the demands for PRSPs by the World Bank and IMF. The PRSPs are expected to have strong local ownership and to be developed in a consultative manner. They usually have a fairly short time-scale with the expectation that they will be updated on a regular or rolling basis. As the papers are being produced for approval by the World Bank and IMF Boards in conjunction with debt relief programmes, there is a certain similarity in style and contents across the countries.

A number of Sida partner countries have already had their PRSPs approved, for example Bolivia, Burkina Faso, Mozambique, Namibia, Nicaragua, Tanzania and Uganda. There is also a provisional paper for Kenya and interim papers for Ethiopia, Cambodia and Rwanda. In general, young people are not named as a target group for poverty reduction measures but education is a priority and primary education is usually the priority sub-sector. Some examples of the references to young people and education are given below.

Young people are named as a specific target group for poverty reduction measures in the Tanzania paper. They are listed together with the old and people living in large households as *the most likely to be poor*. In the other papers they are treated as a part of poor households. For example, in the Mozambique paper, among the main determinants of poverty are *the low levels of education of working age household members, particularly women, and high dependency rates in households*. In the Bolivia paper, it is noted that *poverty levels are significantly higher in households headed by young people*.

Basic education is a focal area in each of the papers with the emphasis varying from increased enrolments to improved quality depending on the starting point. In Mozambique, the main objectives for education are achieving universal primary education while rapidly expanding secondary education, informal education and technical vocational training. There is a commitment to combat HIV/AIDS through schools, and the necessity of expanding and improving the system of higher education is acknowledged. However, *the largest share of resources will be allocated to primary education*. Similarly, in the Bolivia paper, the emphasis in education is on primary education. It is clear in the Uganda paper that secondary education will be a priority area in the next version and that a strategy is already under development. In Kenya and Burkina Faso some action will be taken immediately, such as encouraging more day secondary schools, fewer subjects and, in Kenya, lowering costs for parents. The Burkina Faso paper is explicit about the reasons for future investment in post-basic education: it is to lay the foundations for meeting the development

needs of the modern employment sector and the urban and rural informal sectors.

Regarding vocational training, this is taken up in the context of rural development in the Uganda, Tanzania and Burkina Faso papers. The Mozambique paper includes a description of the failures of quality of technical-vocational training, and the need for other actors besides the state to be active in this area. In Uganda, there will be *education for agriculture* and vocational training for employment outside agriculture. In Tanzania, local groups and cooperatives will be offered training in organisation and financial management. In Burkina Faso, agriculture organisations will receive training in order to increase productivity. Regarding employment, in Kenya there will be jobs creation and increased productivity: *This will call for improvement in the provision of skills and knowledge for the workforce, the stimulation of economic growth, and the maximisation of the utilisation of labour and human resources in income generating opportunities.* How this will be done is not indicated. In Uganda a shift towards industrial production is advocated and in Burkina Faso an overall objectives is to expand opportunities for employment and income generating activities for the poor.

Sector Wide Approaches.

Another level of documents gives a good indication of priorities in the partner countries. These are sector strategy documents produced in conjunction with the development of Sector Wide Approaches for the management of government and partner agencies financing of the priority sectors such as education. The aim is to treat the sector as a whole, for example planning investments in education from pre-primary to higher education and research as a unified system. This can be difficult to achieve when responsibility for different levels and types of education is split between ministries. Also, resources are insufficient for reform and improved financing for all levels at the same time. There is a trend towards prioritising primary education or basic education in the first round of SWAp financing as, for example, in Tanzania, Uganda, and Mozambique but with the understanding that SWAp financing for higher levels will be planned for future funding.

5. Sida support to post-basic education programmes

5.1 Secondary education

Secondary education has never been a priority for Sida support, partly because many other donors, at least until the 1990 EFA Conference, provided substantial funding for this level of education. In the future, secondary education support is likely to be encompassed in sector wide programmes.

5.2 Higher education and research

Some young people make it through the system to enrol in universities, and some carry on to do research. Swedish development cooperation is fairly unique in its longstanding efforts in strengthening research in some of the poorest countries. Over the years, fruitful models for cooperation have been developed. The initial strategy of supporting national research councils had to be abandoned in countries where there were too few researchers. SAREC developed a system of supporting projects including sandwich-based research training with the candidates, usually young staff linked to Swedish institutions for supervision while spending most of their time at the home institution. During the 90s a shift occurred in SAREC's bilateral programmes towards supporting research projects as part of comprehensive support for institutions.

Research co-operation is designed to strengthen national provision of competencies and to strengthen national knowledge system, including links between research and education and between research and society. Special attention is given to research universities, which have a central role in the development of a basis for research, as well as for the production of qualified manpower, including teachers for tertiary and secondary education.

Comprehensive university support is directed to the main universities of Burkina-Faso, Eritrea, Ethiopia, Mozambique, Tanzania, Uganda, Bolivia and Nicaragua. Preparations of similar support to the main universities of Laos and Honduras are on-going. Sida contributes as well to local Master programmes in Ethiopia, Mozambique, Tanzania, Sri Lanka and Vietnam. In Sri Lanka and Vietnam, where national research

councils coordinate the Swedish support, major funds are directed at strengthening university research.

5.3 Vocational education and training

The SIDA-supported vocational schools, which dominated the direct Sida support to vocational training during the 1970's and 1980's, were run on a technical assistance model by expatriates who were expected to train local counterparts. This was the dominant approach to capacity development at the time and used also in other sectors. In some schools there were several generations (2–4 year periods) of technical assistance with little movement towards phasing out of the expatriate staff. Criticism of this model became overt in the late 1980's with the publication of the Nordic report on Technical Assistance, the major finding of which was that the TA model was both expensive and ineffective. This report reinforced the already on-going phase-out of support to vocational schools by SIDA. This phase-out pre-dated the World Bank led movement towards the liberalisation of vocational training, concretised in the 1991 World Bank Policy Paper "Vocational and Technical Education and Training".

SIDA support to vocational education and training was also channelled to skills-training programmes in East and Southern Africa and in Asia with UNESCO as the implementing agency. Folk Development Colleges in Tanzania, and Community Skills Training Centres in Ethiopia were part of the push towards locally based skills training. But there were serious problems with the ownership of these skills training programmes. Tracer studies and evaluations showed that at the level of outcomes the results were good but that the sustainability and replicability of the programmes was weak – wrong areas, no local ownership, too expensive. They were considered too complicated to put right, especially as local ownership was very weak, and the Sida support was phased out

Sida support was also channelled via the International Labour Organisation, ILO. During the 1970's, significant support was given by SIDA to the ILO World Employment Program. A major activity was the development of "modules on employable skills" (MES), based on the idea that there were a set of skilled jobs found everywhere in the world, more or less demanding the same set of skills. The intention was that countries could draw on this knowledge bank to develop their own training programmes. The concept was to some extent an answer to the known rigidity of the traditional vocational schools.

Other Sida-supported ILO activities included a series of country studies on employment in the developing countries. The study carried out by Richard Jolley on Kenya was the first one to highlight the role of the informal sector in providing employment. This raised many questions about the relevance of the vocational schools for the increasing numbers of young people having to make a living without formal employment.

Sida support to vocational and technical education declined throughout the 1990s. In 1992/93, of the SIDA contribution allocated by the Education Division to specific types and levels of education, 13 percent went to vocational education. By 2000, only 2 percent were allocated to the sub-sector.

5.4 Adult education/non-formal education

Sweden, in common with other Nordic countries, has a strong tradition of diversified adult education programmes, from small study circles run by non-governmental organisations, to adult education colleges and "folk high schools" providing academic, technical and arts programmes. The commitment to adult learning has been reflected in Sida support to education in the partner countries with significant support going to literacy campaigns, post-literacy classes and various adult education programmes. In 2001, adult and literacy education received about 15 percent of the total Sida disbursements to education.

Non-formal education as a replacement for school education has been developed in a number of Sida partner countries. Often, the objective is to compensate children who have dropped out or have missed out on joining the formal school system. The children can then (re)join the system at a higher level once they have acquired basic literacy and numeracy skills. There are also programmes that aim to support girls' participation in secondary education, for example the Tuseme school theatre project in Tanzania that has been shown to reduce girls' dropout from secondary schools. There is support to adult literacy in Eritrea, and in Bangladesh there are two non-formal education programmes, one with the Government of Bangladesh and the other a budget support to UNICEF's "Hard to Reach Urban Youth" programme.

5.5 Capacity development within other sectoral programmes

In 1996, Sida inputs to vocational education and training (VET) were mapped out in a consultancy study (Kökeritz 1996). The majority of programmes included in the study are internal training programmes including skills training and management training for the public and private sectors. The study excluded skills programmes integrated into secondary schools, teacher training unless it was for technical teachers, university training except for nurses and technicians.

In all, about 250 million crowns was allocated by Sida to vocational education and training programmes in 1996, divided as follows between sectoral divisions of Sida:

Sector support to Voc Ed Amount in MSEK	
Education	22
Health	112
Public Administration	6
Energy and Telecom	15
Transport	14
Urban Development	3
Private Sector Development	9
Natural resources	36
Technical cooperation	26
Total	243

This does not include the contributions made by Sida to Swedish NGOs running education programmes, and education programmes within humanitarian assistance.

From the descriptions of the programmes it seems that the target groups were mainly people who had at least secondary level education and were in many cases already established in formal sector jobs or working in agriculture. Examples of programmes that post-date the Kökeritz study are: the Urban Development Division's innovative work with young people in rehabilitation of cultural buildings; and the Division for Infrastructure and Economic Cooperation's work with vocational training in Bolivia.

Humanitarian Assistance

From the late 1990's, building on experiences gained from humanitarian catastrophes in the Great Lakes region and famine in southern Africa, Sida's Division for Humanitarian Assistance emphasises a long term approach to humanitarian assistance. Of the 1,3 billion crowns allocated annually by Sida to humanitarian assistance, between 6 and 8 percent is used for education, mainly for primary education but to some extent even secondary education and skills training for young people. There is also some support to teacher education in the camps. Support is given to a three months course developed by UNICEF for the intensive training of refugees who have the potential to work as teachers. With some education, it is easier for young people to manage their lives in the camps and on their return home. At the same time, consideration is given to the education situation of children in the surrounding areas. It is more problematic to provide education support to internally displaced persons as UNHCR is not involved and the country in question might not prioritise the education of the internally displaced children.

Internationally, UNICEF is an important partner for Sida and is also very active in providing education in emergency situations. With the long-term approach of the Humanitarian Assistance Division, the question arises of how to enhance the coherence of programmes for refugees, and programmes supported by other divisions of Sida.

Support to Swedish Non-Governmental Organisations' programmes

In 2001, the major Swedish NGOs engaged in development cooperation were allocated a total of 794 million crowns, of which 140 million were spent on education projects, i.e. 17,6 percent. Countries that were allocated more than 4 million crowns for education programmes were Bangladesh, Brazil, Burundi, DRC, India, Pakistan, South Africa, Sudan and Tanzania. Global programmes and the regional programme for Latin America also received more than 4 million each.

In November 2000 Sida's Education Division published the results of a survey of NGOs concerning their education programmes. Although only 14 of 29 organisations replied, this included seven NGOs that accounted for over 60 percent of the total NGO spending (all programmes) in 2000. The survey results show a wide range of levels of education being supported, almost evenly divided between formal and non-formal education

programmes. Over half of the respondents worked with educational materials, school buildings and teacher training. It is not possible to see from the survey results how much of the funding was used for post-basic education for young people.

Private Sector Development

Sida's Division for Private Sector Development does not have young people as a specific target group but none the less has supported programmes that give training opportunities to young people. One example is the support given over a three year period (1997–99) to starting up a vocational education college for the wood industry in Bolivia, a college which is now supported by local industries and that is based on the principle of combining studies with work experience. The support to the ILO courses on Start Your Business and Improve Your Business is also channelled through the Division.

5.6 Cooperation with other agencies

Sweden has formal cooperation agreements and gives budget support to a number of UN agencies, including the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), and the United Nations Population Fund (UNFPA). In year 2000, Sweden ranked 5th, 3rd and 7th among donor countries contributing to UNDP, UNICEF and UNFPA respectively. Sweden is an active member on their Executive Boards and in some countries works closely with them, in particular with UNICEF in support of education and other programmes for children and young people. Another important partner for Swedish development cooperation is the International Labour Organisation, ILO.

UNDP

UNDP takes the lead in preparing at country level the United Nations Development Assistance Framework (UNDAF) based on a Common country Assessment (CCA) UNDP also cooperates with the World Bank regarding the development of the World Bank's Comprehensive Development Framework, and with the host government on the Poverty Reduction Strategy Paper. These macro processes provided an opportunity to develop programmes that can contribute to poverty reduction and target specific groups such as young people.

ILO

The International Labour Organisation (ILO) is the UN organisation that has done most work in skills training with young people. A central role for the ILO is to promote the right to decent work and ILO has built an alliance with the World Bank and the UN for the promotion of employment for young people. A particular target is young people working in the informal economy.

Sweden has since the 1970s given direct support for two programmes run by the ILO that can help young people, Start Your Business and Improve

Your Business. These programmes are based on Swedish ideas for entrepreneurship development. There is also Swedish support to labour intensive infrastructure development, and to the international programme for the elimination of child labour. The objectives of future Swedish support to the ILO includes areas which can have an impact on the education and training of young people, i.e. ILOs work with the new Global Employment Agenda; respect for basic rights at work including the elimination of child labour, forced labour and trafficking; development of social security systems, the fight against HIV/AIDS; and ILO's work with the informal economy.

There is a new UNDP/ILO programme, Jobs for Africa, which includes training and informal sector employment among its list of activities that range from policy support to promotion of micro to medium enterprises and employment-intensive infrastructure. The programme is being piloted in ten countries including Burkina Faso, Ethiopia, Uganda, Zambia and Zimbabwe.

UNFPA

UNFPA is one of the few organisations that recognises young people's needs, especially in relation to sexual and reproductive health. The extent to which UNFPA can reach out to young people with education and training programmes in the life-skills area needs to be followed up. With HIV/AIDS a major threat to young people in the most affected countries, access to information is a major education issue.

UNICEF

UNICEF's role in the UN system is to advocate the protection of child rights, to help meet the basic needs of children (0–18 years) and to expand their opportunities to reach their full potential. UNICEF's mandate focuses on survival, child development, protection and participation in an integrated approach to development in stable situations and emergencies. UNICEF should thus be a natural partner for Sida in supporting the education and training of young people. However, expenditures show that the main UNICEF priority is health (35% of expenditures in year 2000), basic education only 16%. Although basic education in many of the Sida partner countries includes adolescents, there is little emphasis in the UNICEF programme on the education and training needs of older children.

In the Swedish strategic framework for working with UNICEF 2002–2005, it is noted that among the challenges facing UNICEF is to move away from vertical programming (as in vaccinations support) and pilot projects which are difficult to scale up. Instead there needs to be more support governments to develop rights-based programmes on health and education; and to systematise innovative programmes which support the right to health and education. In the Swedish strategy document it is proposed i.a. that UNICEF should further develop and refine approaches and methodologies for work with adolescents, expanding this area to all aspects of the development of an enabling environment for adolescents.

The World Bank

The World Bank is the world's largest external funder of education and a major force in international development cooperation in education and training (WB 2002). Sida has a long tradition of cooperation with the World Bank on education policy and support to basic education programmes, for example in Bangladesh and Bolivia. There has so far been little direct cooperation at post basic level but this might well be developed within the context of sector wide approaches.

Other Agencies

Sida works with both multilateral and bilateral agencies on policy issues, for example within the framework of the Association for the Development of African Education. It is noteworthy that ADEA does not have any formal working groups for Secondary Education or for Vocational and Technical Education. The International Institute for Educational Planning is a long-term Sida partner. Close cooperation with other bilateral agencies has mainly been with other Nordic partners and the Netherlands, mainly at basic education level but now increasingly within SWApS which can include post-basic education.

6. The international debate on post-basic education

The international debate on access and quality of education in the developing countries is a part of the wider global debate on poverty reduction. This debate has evolved from a discussion between donors and developing countries on the most effective use of development cooperation funds for education. It has become a debate among many actors – countries, agencies, non-governmental organisations and the private sector – on quality of labour in a globalised economy, ICT, human rights and democratic development as well as on how best to finance education and skills training programmes. The wider poverty reduction debate is reflected in the OECD-DAC Development Goals, the UN Millennium Goals, the Monterrey Conference on Confronting the Challenges of Financing for Development: A Global Response, held in Mexico on 21–22 March 2002 and, for example, the pledges of the G8 countries to support the New African Initiative (NEPAD). The importance of quality education was reaffirmed at the UN Special Session on Children, May 2002, which also included in its agreed goals the goal to *ensure that the learning needs of all young people are met through access to appropriate learning and life skills programmes*.

In the debate that is more specifically about education and training, funding basic education for all remains the top priority as basic skills are a foundation for all further learning and skills development. Although basic education remains the priority, increased enrolment in secondary education and qualitative improvements of the whole system are usually high on the list of second level priorities. For example, a Monterrey ‘leading action’ is active labour market policies, including worker training, which can help raise employment and improve working conditions.

If there is to be renewed financing for post basic education it is important to analyse what worked and what didn’t in the previous decades. There is a flurry of agency-funded research on vocational education and training, and new analyses of secondary education in the developing countries. A number of bilateral agencies are re-thinking their position on support to secondary and/or vocational training (World Bank, DFID are funding research as a basis for new approaches, and Ireland and Netherlands are working on this internally as is Sida).

The problem of making education relevant to the world of work was the theme of an international conference held in Interlaken Switzerland in

September 2001: *Linking Work, Skills and Knowledge*. Representatives of many development cooperation agencies including Sida participated in the conference. In a report on the conference by the Working Group for International Cooperation in Skills Development (WG-ICSD, 2001), a number of points are made regarding the changing work environment (globally) which has a direct impact on what sort of education and skills development are needed for people to function in the modern labour market:

- Service work is growing at the expense of production.
- Globalisation brings rapid changes in technology and competitive environments. This promotes lifelong learning over once-and-for-all training and encourages more integration of education and training.
- There is a change in emphasis on particular types of skills: traditional and industrial artisan skills are declining in importance relative to information and communications skills (although this is probably not the case in most developing countries). There is more concern with generic skills, and a shift towards thinking in terms of competencies.
- This places new demands on skills providers and raises questions about ability of traditional (government) providers to make the transition.
- Many of the skills are supposed to be, but are not, delivered within formal schooling.

The Working Group concluded that there is an overall shift in emphasis to the needs of the informal sector, a shift that raises a number of issues, four of which are highlighted in the Working Group's report:

- A focus on the informal sector reinforces the importance of better cooperation between skills development and enterprise development work.
- The challenge of working with both "survivalists" and those with strong growth potential remains and raises particular issues for skills development interventions
- The emphasis on skills development for the informal sector indirectly points to unresolved issues about the future of public sector support to skills development for the formal sector
- The formal sector and higher education will continue to be important elements of any national strategy to generate knowledge and skills, and need to be included in the analysis alongside the informal sector.

On the basis of these changes it is argued that there is a need to focus on the respective roles of states and markets in skills development, and to focus strongly on the needs of those traditionally excluded from training. There is a need to improve the linkages between education and training; knowledge and skills, and to link basic education to skills development and the world of work. The process of globalisation and rapid technological change point to the emergence of more knowledge intensive

work. This also highlights the need to link education and training better. It raises particular questions about the nature and scope of interventions in the informal sector. However, it is uncertain whether the shift towards catering for the informal sector is a reality in many countries or only a possibility. Another issue is how to make provision for those excluded from education and training if there are going to be mainly market mechanisms for providing skills training.

The *World Bank Africa Department* is currently engaged in a major desk study of its skills-related activities in Africa in the 1990's and the implications for its future policy. In the 1990s, the WB allocated only 5% of the total for education and training to TVET, a sharp decline from the 1970's and 1980's when it was 22% and 19% respectively. This was partly due to the decision to invest in policy development and reforms rather than infrastructure.

Twenty-four projects are being reviewed in the light of the World Bank TVET Policy Paper of 1991 that recommended 5 areas in which WB projects could support skills development:

- Improving economic analysis for training.
- Strengthening primary and secondary education.
- Encourage private sector training.
- Improving the effectiveness and efficiency of public training.
- Using training as a complement to equity strategies.

The preliminary findings confirm the 1991 World Bank observation that “the analytical basis of vocational lending has remained comparatively weak”. Little work was done by the World Bank on the analysis of regulatory and other constraints on private sector providers but there was some analysis of constraints on investment in training by employers. A key issue emerging is how to get the private sector to provide better quality training, an area in which the World Bank has relatively little experience. The World Bank projects were more successful in improving the effectiveness and efficiency of public training. Several projects looked at diversification of sources of funding for TVET. The experience of training levies was mixed but never totally successful, and the failure of cost sharing in several projects suggest that the Bank needs to rethink this objective when it comes to poorer clients (WG-ICSD, 2001).

The Working Group also reports on a *DFID*-funded research project on education, training and enterprise in Africa (WG-ICSD, 2001). The question addressed is what challenges globalisation poses for education, training and enterprise development, with case studies being done in Ghana, Kenya and South Africa. Results show both potential negative impacts but also potential opportunities for positive responses in policy and practice.

The principal findings include:

- Weak analysis due to policy, research and practice underplaying the interconnectedness of sectors.

- Crucial to enhance individual, societal and enterprise learning if Africa is to respond to globalisation in a way that benefits the mass of its population.
- Government and donor policies are inadequately grounded in a consideration of how economic growth is to be generated, and what knowledge and skills are required to support it.
- Skills development has been marginalised in international development strategies but remain important to national and individual strategies.
- Progress among Africa's micro and informal economies remains fragile in the face of broader economic and political trends, and weaknesses in knowledge, skills and infrastructure.

UNESCO's *International Institute for Educational Planning, IIEP*, has carried out two studies for the World Bank on public provision in 10 countries in Sub-Saharan Africa focusing on two countries in French-speaking Africa. Findings on public provision in French speaking countries indicate that there is a great deal of rigidity in the institutions for vocational education and training slowed down their capacity to meet socio-economic developments. The systems need to evolve to strengthen linkages between training and employment. The review shows that compared to the French-speaking countries, English speaking countries and Mozambique adopted a reform process on more "radical" lines of intervention with greater attention to skill development and employment in the informal sector, promotion of entrepreneurship and self-employment training, and outcome based systems for national qualification networks. A levy has been introduced in a number of countries (WG-ICSD, 2001).

The above reviews look at skills training in a context of private sector development and the needs of the labour market, both formal and informal. The issue of skills training needs to be linked to national economic development. The gap between education and training is recognised as a weakness. What the studies do not tackle is education from a human rights perspective. More needs to be known about the education and training programmes that take a more holistic approach to the needs of young people, i.e. have a starting point in a human rights perspective.

Such a study has been carried out by UNICEF in Tanzania. *The report "Situation Analysis of Children in Tanzania (2001)"* points out that *there has traditionally been far greater attention to younger children and a paucity of programmes for adolescents, leaving them with the institutions and supports they need for development. This is especially significant in the context of growing evidence that many adolescents are gradually excluded from basic family and community assets, resources and other supports.* The UNICEF report includes a series of proposals that could end the vicious circle of lack of education, of job opportunities and poverty. There needs to be greater understanding of the situation of young people including a deeper understanding of the quality of life as experienced by young people themselves, and a keen appreciation of their place in Tanzania today. Second, access to quality education needs

to be expanded. Third, the Government and its partners need to create conditions that enable young people to secure a decent standard of living. And finally, there needs to be greater space for young people's participation in society and in its key institutions. Whether it is possible to create such conditions for young people in a country with severe budgetary restraints and a rather traditional way of perceiving the rights of young people to participate in society, remains to be seen.

The situation as described for young people in Tanzania is not unique to Tanzania but can be found in varying forms in many of the partner countries. Likewise, the proposals could be widely applied even if each country is unique and has specific characteristics that need to be taken into account but with the same note of caution as above regarding the possibility of succeeding in breaking the cycle of poor education, few job opportunities, and poverty.

Education and HIV/AIDS

Another factor that needs to be taken into account when planning education and training programmes for young people is the HIV/AIDS epidemic. The epidemic will have a negative impact on the possibility of achieving the Millennium Goals concerning education. Progress towards the goal to achieve universal primary education by 2015 has slowed down in the worst affected countries *This demands investments and mechanisms to secure teacher and resource inputs to education, and to ensure that children, especially female children, have access to and attend school.* Similarly, the goal to achieve gender equality, with girls and boys having equal access to all levels of education, will not be achieved without targeted interventions that take into account the effects of AIDS: *Interventions need to confront social pressures for inequity; provide access to prevention services, deals with the burdens shifted to women by the epidemic and protect female access to services, assets and incomes.* (UNDP, 2002)

Actions are needed to minimise the impact of the epidemic on education systems and on young people. UNDP divides the actions into action for protecting educational achievements, advocating in particular: increasing the coverage of secondary education as secondary education seems to slow down young peoples vulnerability to infection rates; and action to mitigate the impact on labour productivity and supply. This second area concerns the labour market in general but the recommendations are also relevant for teachers and other education workers: workplace-based prevention and health promotion, provision of primary health care and voluntary counselling and testing services. The third area of action is promoting opportunities for women carrying the brunt of the burden of HIV/AIDS. Among other things, women need to strengthen themselves generally, with access to education and training, removal of restrictions on employment, access to banking services and credit on their own surety, and so on.

That education can provide a window of opportunity in the fight against HIV/AIDS is also the theme of the World Bank report: *Education and HIV/AIDS, A Window of Hope* (2002). In the report it is argued that *education is a proven means to prevent HIV/AIDS. Education provides protections*

against HIV infection, it is among the most powerful tools for reducing girls' vulnerability, it offers a ready-made infrastructure for delivering HIV/AIDS prevention efforts to large numbers of the uninfected population – schoolchildren – as well as youth, who in many countries are the age group most at risk. It is highly cost effective as a prevention mechanism. However, the costs involved will be high. For the low-income countries to achieve EFA by 2015, whilst coping with the epidemic, there is an external financing gap of about one third. On top of this there will need to be rapidly increased expenditure on orphans and other vulnerable children.

There are already country responses that provide models for more general application, including skills-based health education, and peer education and focus on youth, and support for orphans and out-of-school youth. Skills-based education is of particular interest for reaching out to young people. It is argued in the report that *Information about sex and HIV is insufficient by itself to bring about low-risk behaviours, but must be linked with the development of interpersonal and other skills, such as critical and creative thinking, decision making and self-awareness, as well as with the development of the knowledge, attitudes, and values needed to make sound health-related decisions.* In a programme supported by Sida in Northern Tanzania, an NGO, AMREF, goes one step further and ties the programme directly to skills training so that young people can secure their own livelihoods.

Gender

Gender disparities in education have been a major issue in the international education debate. The importance accorded to gender is reflected in the Millennium Development Goals. Goal 2, Achieve universal primary education, has the target: *ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.* Goal 3: Promote gender equality and empower women, has the target: *Eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015.* How this will be achieved when financial and teaching resources are constrained is likely to be the subject of debate both internationally and locally. One thing that is already clear is that in the poorest countries it cannot be achieved without substantial external financing.

7. Conclusions

Sida has been a flexible supporter of different types and levels of education in the partner countries but, above all, basic education has been the focus of Sida's Education Division. Vocational education was also important until the end of the 1980s, but it was gradually phased out, disappearing from the portfolio by the late 1990's. Support to basic general education has grown, increasingly in SWAp like arrangements together with other development cooperation agencies. Support to literacy and other non-formal education programmes for adults have continued to be a priority in a number of countries.

Some inputs into the education and training of young people at post-basic level have been made by other Sida Sector Divisions but programmes targeting young school leavers are uncommon. More commonly, capacity building support is reaching workers in the formal sector who have already got at least a secondary school education. Where there is potential for reaching larger groups of young people, for example in agriculture extension programmes, young people have not been treated as a specific target group.

This review shows that Sida has few programmes directed towards young people who have entered the labour market with only a few years of basic education. Nor is there any significant support to secondary education, academic or vocational, for primary school graduates who want to continue in education but are blocked by lack of provision and budgetary constraints, both national and within the family. Young people as a group is growing in absolute numbers and as a proportion of the population in a number of Sida partner countries, in particular those worse hit by the HIV/AIDS pandemic. In some of the partner countries, over 60 percent of the population are under 18 years of age. With an increasing responsibility for their own and their family's survival, it seems appropriate that young people become a clearly defined target group for Swedish development cooperation.

Sida has an education policy which prioritises support to education SWAps in cooperation with the partner governments, and bilateral and multilateral development cooperation agencies. Increased assistance to the whole sector through the SWAp mechanism is one way in which Sida funds can be used to support the education of young adults. However, in

the short term many young people, and in some countries the majority of young people, will remain outside the formal education system. It is therefore important for Sida to remain flexible and also use other channels to reach out-of school youth, such as non-formal education programmes and, in particular, skills training programmes. This can be done by financing such programmes directly or by channelling the funds through other agencies including UN agencies such as ILO and UNICEF. At the same time, there can be increased synergy between programmes developed by different Sida departments in the same partner countries, within the framework of the national development priorities set by the partner countries.

8. Proposals for strengthening Sida support to post-basic education

Economic development is a prerequisite for sustainable poverty reduction Full and unrestrained participation of the poor is needed to maximise their benefits from economic development.

These lines from the draft Sida strategy to promote development and reduce poverty are an appropriate starting point for a revitalised Sida support to the education and training of young people. Education is not only a human right for the individual but is also the base for national economic development. As many young people, and in some partner countries the majority of young people, remain outside the formal education system at post basic level, these recommendations are not confined to what can be done within national education programmes supported by Sida's Education Division. They are concerned with what can be supported by Sida, both by the Education Division and the other sector divisions.

Building on Sida policies, experience, and international experience of education in developing countries, the Sida position on support to post-basic education could be developed taking into account the following:

- an holistic view of the needs of the individual for education and training
- the societal needs for an educated labour force
- the importance of education for human rights and democratic development
- the implementation of poverty reduction programmes in the partner countries
- the opportunity provided by SWApS to bridge the gap between basic education support and support to higher education and research
- the possibility to co-ordinate capacity building across the sectors supported by Sida in the partner countries
- the advantages of cooperation with bilateral and multilateral agencies in supporting education programmes, formal and non-formal, and capacity building in the partner countries, within the context of sector wide programmes.

- The need to tackle the spread of HIV/AIDS using education as a conduit for both prevention and mitigation of the impact on young people.

Based on the above considerations, the following proposals are made:

1. Sida's Education policy takes a holistic view of education. Young people's education and training needs can be met within the framework of the policy and this can be done both within education programmes and within other sector programmes.
2. Post-basic education is not the monopoly of individual departments or ministries in the partner countries. The responsibility is often spread out over ministries for education, higher education, children and youth, industry and labour. This provides multiple entry points for supporting young people's education and training. These should be utilised by Sida and the partner country in developing country strategies and implementing programmes which take into account the countries' needs for an educated workforce and the individual needs for quality education and decent work.
3. Targeting young people should be considered particularly in countries where children and young people are in the majority and in countries hard-hit by the HIV/AIDS pandemic. All Sector Divisions within Sida have the possibility to reach out to young people particularly in the area of skills training. Young people are already a priority target group for Sida's Health Division, Culture and Media Division, the Division for Democratic Governance and the Division for Humanitarian Assistance. Much of this work is innovative, could be expanded, and the experiences to date can be a major contribution to the international debate on how to support young people through development cooperation.
4. Consideration should be given to establishing a Sida-wide group that promotes and develops the targeting of young people in Sida-supported programmes with a focus on education and training. The Education Division is the natural focal point within Sida for such a group within Sida. This group could include, or work closely with, representatives of Swedish NGOs that share the concern that young people should be a visible target group in Swedish development cooperation and be enabled to participate in education and training programmes.
5. The Swedish resource base for support to education and training in the partner countries should be strengthened. To participate proactively in the international debate on post-basic education, and to bring Swedish expertise into the development of Sida support to post basic education, Sida needs to have a solid resource base within Sweden. This resource base, particularly for skills training but also for general adult education, has declined over the last decade when the emphasis has been on basic education. The resource base needs revitalising and the Education Division should play the key role in this. Resource bases for all forms of post-basic education and non-formal education need to be reviewed and revitalised, for example for

literacy education, compensatory education programmes for out-of-school children and young people, and inclusive education for young people with special learning needs.

6. The Education Division could strengthen some aspects of the work it is already doing, for example:
 - In countries where Sida supports Education SWAps, Sida can encourage Ministries of Education to take a flexible view of different levels and types of education within the SWAps, even when some education programmes are the responsibility of other ministries.
 - a part of Sida funding for education should continue to be allocated to non-formal education projects as the majority of young people in many of the partner countries will remain outside the formal education system for years to come, These funds could be allocated directly to the partner country or used in partnership with, or by silent partnership with, other development cooperation agencies, UN agencies or NGOs. Skills training should be a priority area for such partnerships.
 - Swedish traditions of life-long learning and adult education including literacy should be built upon in non-formal education programmes supported by Sida.
 - For the school to be a forum for learning democratic values the quality issues have to be tackled as a matter of urgency. Teacher training is an entry point for changing what goes on in the classroom. Sida has a good track record in supporting teacher education programmes and this area should continue to be prioritised either as a separate programme or, preferably, within SWAps
 - Young people with special learning needs need to be allocated funds either within SWAps or in special programmes. Swedish competence in this sub-sector should be used to promote the provision of education for children with special learning needs, and if necessary special funds should be set aside to meet their needs.

Annex I

The Convention on the Rights of the Child: extracts on the definition of a child and on the right of the child to education.

The Convention on the Rights of the Child was adopted and opened for signature, ratification and accession by General Assembly resolution 44/25 of 20 November 1989. It entered into force 2 September 1990, in accordance with article 49.

Article 1

For the purposes of the present Convention, a child means every human being below the age of eighteen years unless under the law applicable to the child, majority is attained earlier.

Article 28

1. States Parties recognise the right of the child to education and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular:

- (a) Make primary education compulsory and available free to all;
- (b) Encourage the development of different forms of secondary education, including general and vocational education, make them available and accessible to every child and take appropriate measures such as the introduction of free education and offering financial assistance in case of need;
- (c) Make higher education accessible to all on the basis of capacity by every appropriate means;
- (d) Make educational and vocational information and guidance available and accessible to all children;
- (e) Take measures to encourage regular attendance at schools and the reduction of dropout rates.

2. States Parties shall take all appropriate measures to ensure that school discipline is administered in a manner consistent with the child's human dignity and in conformity with the present Convention.

3. States Parties shall promote and encourage international cooperation in matters relating to education, in particular with a view to contributing to the elimination of ignorance and illiteracy throughout the world and

facilitating access to scientific and technical knowledge and modern teaching methods. In this regard, particular account shall be taken of the needs of developing countries.

Article 29

1. States Parties agree that the education of the child shall be directed to:

- (a) The development of the child's personality, talents and mental and physical abilities to their fullest potential;
- (b) The development of respect for human rights and fundamental freedoms, and for the principles enshrined in the Charter of the United Nations;
- (c) The development of respect for the child's parents, his or her own cultural identity, language and values, for the national values of the country in which the child is living, the country from which he or she may originate, and for civilisations different from his or her own;
- (d) The preparation of the child for responsible life in a free society, in the spirit of understanding, peace, tolerance, equality of sexes, and friendship among all peoples, ethnic, national and religious groups and persons of indigenous origin;
- (e) The development of respect for the natural environment.

2. No part of the present article or article 28 shall be construed so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions, subject always to the observance of the principle set forth in paragraph 1 of the present article and to the requirements that the education given in such institutions shall conform to such minimum standards as may be laid down by the State.

(For a discussion of the Convention of the Rights of the Child, see Thomas Hammarberg 1997 *A school for Children with Rights: the significance of the United Nations Convention on the Rights of the Child for modern education policy*. Innocenti Lecture, Florence, published by UNICEF).

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