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Promoting critical knowledge, skills and qualifications for sustainable development in Africa: How to design and implement an effective response by education and training systems

Sub-theme 1

Common core skills for lifelong learning and sustainable development in Africa

Education in Reconstruction:
Promising Practices and Challenges in Four Post-Crisis Countries

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Working Document

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Acronyms and abbreviations

ADEA	Association for the Development of Education in Africa
AIDS	Acquired Immuno Deficiency Syndrome
ALP	Accelerated Learning Programme
BEAP	Basic Education in Africa Programme
EFA	Education For All
EMIS	Education Management Information Systems
EPF	Education Pooled Fund
ESP	Education Sector Plan
EU/EC	European Union/European Commission
FTI	Fast Track Initiative
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
HIV	Human Immunodeficiency Virus
IDP	Internally Displaced Person
IOM	International Organization for Migration
IRC	International Rescue Committee
INEE	Inter-Agency Network for Education in Reconstruction
MDG	Millennium Development Goal
MDTF	Multi-Donor Trust Fund
NER	Net Enrolment Ratio
NGO	Non Government Organization
NFE	Non Formal Education
OSI	Open Society Institute
OVC	Orphans and Vulnerable Children
PRS	Poverty Reduction Strategy
PTA	Parent Teacher Association
TVSD	Technical and Vocational Skills Development
WB	World Bank
WGEMPS	Working Group on Education, Management and Policy Support
WFP	World Food Programme
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UNHCR	United Nations for High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WAEC	West African Examination Council

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1.   ABSTRACT

1.   Within the framework of the theme of *Common Core skills for lifelong learning and sustainable development in Africa*, this research on the theme of *Education Reconstruction in Post Crisis Countries* is informed by two broad development agendas. The first is the ADEA Holistic Approach to Education, which advocates that all diverse forms of education are recognized, irrespective of their target audiences, delivery mode, sub-sector in which they are placed[1] . The second is the ADEA's Inter-Country Quality Node (ICQN) on Peace Education, formed in 2010 as a forum for countries facing education reconstruction in post-crisis circumstances. Its purpose is "to utilize our education systems as agencies and forces for re-building, conflict prevention, conflict resolution and nation building"[2.] . The establishment of this ICQN provides a platform for African Ministers of Education to share lessons learnt across national boundaries to inform future initiatives and strategies dealing with offering a holistic responses to education in crisis. This study, generated out of the ICQN concerns, deepens the ADEA goal of achieving creative, African-led responses to tackling the major challenges facing educational development in Africa.

2.   The present synthesis is based on current literature review on education reconstruction dynamics, particularly with regard to the impact education can have on mitigating or worsening country fragility. It also rests on four national studies, undertaking by the ADEA Working Group on Education Management Policy Support team, in Kenya, Liberia, Democratic Republic of the Congo (DRC) and Zimbabwe. The studies examine the capacity of role players and systems in a country to be responsive to diverse education needs in managing education recovery in conflict-affected or fragile situations. The focus of these studies, and that of this synthesis, is to highlight the role education management plays in reconstructing a country emerging out of emergency and fragility, and in particular to argue for the primary necessity of investing resources and energy into the education planning, management and finance capabilities of a government.

3.   Research indicates that strengthening education management of governments is essential in underpinning education reform. If the system of education planning and management has broken down or is weak, then it becomes increasingly difficult to achieve sustainable improvements in other areas. Capacity building that strengthens planning and governance structures from the earliest phase can accelerate further development in the education sector[3.] .This study seeks to identify conditions facilitating positive education transformation and reconstruction, deriving promising practices in policy, planning, service delivery, resource mobilization and monitoring systems. The lessons learnt will inform national consultation with local stakeholders as well as further dialogue among states on promising practices and common challenges facing education reconstruction in fragile and post conflict situations.

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[1] ADEA Working Group on Non Formal Education (Nov 2010) *Concept Note* Harare: Zimbabwe

[2] ADEA (2010) *Inter-Country Quality Node Peace Education.*

[3] IIEP (2009) Eds Nicolai: p53

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2.   EXECUTIVE SUMMARY

4.   In times of conflict and crisis, resources are diverted from core activities such as education to tackle situations of emergency. As a consequence these core public services deteriorate or collapse depending on the severity of the crisis. Education provision has recently been recognized as a key humanitarian response in a situation of crisis or emergency in a country and vital in normalizing a conflict situation for affected communities. There is, however, less recognition on the role it plays during the transition phase between emergency and stability, where basic services have resumed and a measure of stability has been attained. This research is looking at role education plays in solidifying early recovery and peace gains in the management of education provision.

5.   Within the framework of the theme of common core skills for lifelong learning and sustainable development in Africa, this research on the theme of education reconstruction in post-crisis countries is informed by two broad development agendas. The first is the Association for the Development of Education in Africa (ADEA) holistic approach to education, developed by its working group on non formal education, which advocates for the recognition of all diverse forms of education to be valued, supported, articulated and coordinated within a common framework. The second is ADEA's inter-country quality node (ICQN) on peace education, formed in 2010 as a forum for countries facing education reconstruction in post-crisis circumstances. Its purpose is encourage policy dialogue on using education systems as agencies for re-building, conflict prevention, conflict resolution and nation building. This research, generated out of the ICQN concerns, furthers ADEA's goal of achieving creative, African-led responses to tackling the major challenges facing educational development on the continent.

6.   The present synthesis is based on a literature review on education reconstruction dynamics, reviewing the impact education management, in its broadest sense, has on strengthening or worsening social stability. The synthesis is of four national studies, carried out by the ADEA Working Group on Education Management Policy Support team, in Kenya, Liberia, Democratic Republic of the Congo (DRC) and Zimbabwe. The focus of these studies, and that of this synthesis, is to highlight the role education management plays in reconstructing a country emerging out of emergency and post-conflict. Further, it is to argue the importance of investing resources and energy in government's capabilities in education planning, management and finance, in order to ensure the growth of peace and sustainable development in a potentially fragile country.

7.   There is currently a paradigm shift in how the world operates. Unemployment world-wide is at record levels and fiscal fragility is widespread even in the high income countries. The events in Europe, of recent months, provide a clear indication of the risk for renewed economic and financial stress globally. This impacts on how countries prepare and plan their human capital development strategies. This research supports the argument that these strategies need to meet this paradigm shift by adopting an inclusive approach to education and training, recognizing that there are different types and alternative pathways to building skills and competencies. Research elsewhere indicates that this is an important approach, particularly among states emerging from a conflict or crisis. It prepares countries to be adaptive and flexible to the changing needs of labor markets. It also allows countries to recognize and tackle the skill needs of under-skilled unemployed youth, a potential conflict driver. It allows the population to engage in life-long education. Such an approach is more likely to ensure long term social stability and peace.

8.   Maximizing the impact of scarce resources is a challenge facing all education decision makers. Faced with diminishing financial resources globally, and the rapidly changing nature of world economies, it is more essential than ever that there is a focus on how to manage scarce public resources. Effective education reform relies on resilient and accountable institutional arrangements and systems. Capacity building that strengthens planning and governance structures from the earliest

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phase of a national recovery from a conflict can accelerate further development in the education sector[4.] .

9.   The findings of these studies indicate that where governments have prioritized internal capacity building in policy formulation, planning and management, there is a tendency for sustainable education reforms to emerge. Where government has had to rely heavily on external technical expertise in designing and managing education policy and interventions, the tendency is for weak incorporation and implementation of these new policies. Outsourcing to external and, in many instances, non local consultants tends to produce generic international policy agendas that do not take cognizance of the contextual and institutional specificities of a country whose dynamics may give rise to implementation challenges. Often there is a misunderstanding of the technical nature of some imported policies and how they will translate in a local context. This can lead to failure or incomplete execution of education reforms. To some extent this finding is not something new. However, the findings, supported by international research, suggest that the sooner a government invests in such capacities internally, the quicker its path to recovery and robust reconstruction.

10. In terms of policy responsiveness to education needs in fragile situations, it is critical that there is recognition by ministries of education that new complex policies can have adverse effects if introduced too rapidly and without the true engagement and ownership of the implementers – namely the teachers, the bureaucrats and the community. A further promising practice, evidenced in at least two of the countries studied, is that by simplifying and packaging policy messages in local languages it is more likely to be understood and adopted by the public.

11. Community support for education is resilient under the right conditions. Even under the worse conditions, communities maintain education services, as demonstrated in the DRC. However, communities demoralized and weakened by conflict and marginalized by socio-economic situations will struggle to keep up with education reform where governance is highly decentralized. New pro-poor strategies may be required to ensure some communities and districts effectively participate in education reconstruction.

12. Sustained social dialogue on the successes and failures of policy interventions is critical for effective reconstruction. Countries that have adopted an inclusive approach involving wide stakeholder engagement in the formulation and review of new policies have tended to develop more appropriate education reforms.

13. Implementation of policies is more effective when education reform is well coordinated. Fragmented internal divisions within a ministry and weak coordination across multiple ministries responsible for education and training deter a responsive sector-wide strategy . The findings indicate that close coordination among development partners and other role players with Government, ensures greater alignment with national priorities and efficiencies in the use of resources. It also lends itself to responsive innovative ways to rapidly address crisis and reconstruction issues.

14. Typically, states emerging from conflict and crisis are very dependent on expertise and funding from external partners. Partners, in this strategic position, often have an increased role in the formulation and provision of education and training strategies. In order to maintain national integrity in these situations, it is vital that ministries fast-track their own internal capacity in sector assessment, planning and financial management. Multi-year sectoral plans involving key stakeholders is a useful road map, often under-valued by countries in the reconstruction process. In order to effectively implement these plans, investment in internal capacity to manage and run financial systems is critical.

15. Although there is recognition of the importance of ministries having monitoring and evaluation capabilities, the overall finding is that is it not a priority. The lack of comprehensive education statistics renders it hard to appreciate how ministries plan and budget effectively. Statistics and the

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[4] IIEP (2009) Eds Nicolai: p53

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ability to use them are essential tools in effective management. It is not possible to address issues of equity, accountable governance and inclusivity without these competencies. All the countries studied under-valued these skills to varying degrees.

16. Mobile and sonar technology platforms are revolutionizing management information and payroll systems. Liberia, and to a lesser extent Kenya, are leading the way in reforming these systems and ensuring fast, inexpensive, responsive internal communication systems and regularized salary payments to staff in hard-to-reach schools and communities. Countries are urged to investigate these strategies further.

17. Among the countries studied, an inclusive holistic approach to education and training is taking root. In order to rapidly recover from a crisis, people need employment and the country needs skilled labour. Typically, with possibly the exception of Kenya, the countries researched experienced a significant immigration of its highly skilled citizens, leaving a vacuum of leadership in all sectors of the economy. The informal business sector predominates with little or no value-added production bringing in needed capital and investment. Even in Kenya and Zimbabwe, which are relatively stable and have a record of educational success, there is a recognition that a sizeable majority of learners fall outside of the formal post-primary education system. Countries are faced with the demand for skills development at the highly qualified levels with rapidly changing technological demands and at the functional literacy, numeracy and life level.

18. Despite the strategic importance of technical vocational education and training, there is very little monitoring and reporting on its programmes and outcomes. This is often a function of insufficient attention given by governments to systematically monitor public provision of these programmes, as they often happen across multiple ministries, and to track private sector and informal providers as they are so varied and numerous. This makes it difficult to develop sustained interventions to offer alternative education pathways to potential learners. Nevertheless, countries are embarking on alternative strategies. Accelerated learning programmes in Liberia, for example, fast track learners through primary education in three years instead of the usual six. These graduates transition into diverse post programme options include apprenticeships, pre-employment training, job placements and junior secondary schools. Both Kenya and Zimbabwe have begun to embrace the process with innovative strategies with recognition of alternative schools, different higher education modalities for students and intra-sectoral skills development programmes. Generally, the role of non-formal education is seen as a social welfare strategy and is generally not appreciated for the value it can bring the sector. On the whole, the findings indicate that the complexity of roles and mandates of various role-players is confusing and the costs involved in restructuring an education system to offer holistic solutions are perceived to be too risky by decision makers.

19. The promising practices and challenges learnt from the case studies will inform national dialogue processes to further refine the findings and create an awareness of best practice in country. These lessons will inform further policy dialogues among countries participating in the ICQN on Peace.

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3.   INTRODUCTION

20.   Within the framework of the theme of *Common Core skills for lifelong learning and sustainable development in Africa*, this research is informed by two broad development agendas. The first is the ADEA Holistic Approach to Education, developed by its Working Group on Non Formal Education, which states "that all diverse forms of education are recognized, irrespective of their target audiences, delivery mode, sub-sector in which they are placed…to be all valued, supported, articulated and coordinated within the framework of a holistic, integrated and diversified vision of education[5.] The second is the ADEA's Inter-Country Quality Node (ICQN) on Peace Education, formed in 2010 as a forum for countries facing education reconstruction in post-crisis circumstances. Its purpose is "to utilize our education systems as agencies and forces for re-building, conflict prevention, conflict resolution and nation building"[6.] . The establishment of this ICQN provides a platform for African Ministers of Education to share lessons learnt across national boundaries to inform future initiatives and strategies dealing with offering a holistic responses to education in crisis. This study, generated out of the ICQN concerns, deepens the ADEA goal of achieving creative, African-led responses to tackling the major challenges facing educational development in Africa.

21.   This research is opportune given the recent turmoil and conflicts in the North, West and the Horn of Africa that have impacted on the education opportunities of children and youth in the affected   countries. Conflicts in Africa continue to be pervasive and destructive causing serious damage to the societies and economies of the whole of Africa. During times of conflict, resources are diverted away from otherwise core activities to address situations of emergency.

> " A World Bank study on civil wars since 1960 concluded that a "country which has ten percentage points more of its youth in schools – say 55 per cent instead of 45 percent - cuts the risk of conflict from 14 per cent to around 10 per cent" (Collier, 2000). In addition Collier (2007) found that having a higher proportion of a country's population that has completed secondary education is one of three key factors in lifting a country out of fragility and conflict" (DFID, 2011)

22.   The present synthesis is based on current literature review on education reconstruction dynamics, particularly with regard to the impact education can have on mitigating or worsening country fragility. It also rests on four national studies, undertaking by the ADEA Working Group on Education Management Policy Support team, in Kenya, Liberia, Democratic Republic of the Congo (DRC) and Zimbabwe. The studies examine the capacity of role players and systems in a country to be responsive to diverse education needs in managing education recovery in conflict-affected or fragile situations. The focus of these studies, and that of this synthesis, is to highlight the role education management plays in reconstructing a country emerging out of emergency and fragility, and in particular to argue for the primary necessity of investing resources and energy into the education planning, management and finance capabilities of a government.

23.   Research indicates that strengthening education management of governments is essential in underpinning education reform. If the system of education planning and management has broken down or is weak, then it becomes increasingly difficult to achieve sustainable improvements in other areas. Capacity building that strengthens planning and governance structures from the earliest phase can accelerate further development in the education sector[7.] This study seeks to identify conditions facilitating positive education transformation and reconstruction, deriving promising practices in policy, planning, service delivery, resource mobilization and monitoring systems. A conclusion will give the main lessons drawn from the exercise.

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[5] ADEA Working Group on Non Formal Education (Nov 2010) *Concept Note* Harare: Zimbabwe

[6] ADEA (2010) *Inter-Country Quality Node Peace Education.*
[7] IIEP (2009) Eds Nicolai: p53

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4. THE REGIONAL CONTEXT: THE ROLE OF EDUCATION IN POST CRISIS SITUATIONS

Sub-Saharan Africa (SSA) stands out from other developing regions by the sheer number of conflicts and the massive impact on lives and livelihoods. In SSA, as the distinction between criminal and political violence becomes ever more blurred, questions are being asked as to whether armed conflict has become the major determinant of poverty? . ELDIS. *Poverty vs. conflict: understanding Africa's wars (2011)p1.*

24. War and poverty are in a dynamic and mutually reinforcing relationship. Conflict often splutters, re-ignites and is rarely settled by "peace agreements". Recent research argues that policy interventions will not promote sustainable peace unless built on subtler analysis of war economies and failing states.8

25. What is clear is that violence and conflict is generally visited upon civilians rather than combatants. Assessing the impact of conflict is difficult as the destruction of institutions and social capital is incalculable. A recent report estimates, furthermore, that there may be as many as 18-20 million internally displaced people in sub-Saharan Africa, the majority being unsupported women and children struggling to survive in violent environments[9].

26. There are currently 15 African countries involved in war, or are experiencing post-war conflict and tension[10]. Increasingly, conflicts are regionally connected[11]. There is a series of interlocking "national conflicts" as is demonstrated by the events over the past year in West, Central and North Africa. The lesson learnt is that countries need to take responsibility for peace-building in their neighbors' because of the spill-over effect.

27. What is the role of education in these circumstances? It can have both a positive and negative effect - it can have a heightened effect in impacting on the consequences either way – towards peace and stability or towards further conflict. Too little education, unequal access to education and the wrong type of education can make societies more prone to armed conflict.

'The wrong type of education can fuel violent conflict. Education has the potential to act as a force for peace — but too often schools are used to reinforce the social divisions, intolerance and prejudices that lead to war. No country can hope to live in peace and prosperity unless it builds mutual trust between its citizens, starting in the classroom'. – *EFA Global Monitoring Report 2011: The hidden crisis: Armed conflict and Education.p12*

28. Youth play a critical role in the stability of a country. Over 60 per cent of the population in many African countries is less than 25 years old[12]. When large numbers of youth are denied access to obtaining core skills for lifelong learning, resulting in poverty and unemployment, they become open to recruitment for armed conflict. Unemployed, under-educated rural male youths featured prominently in the Rwanda 1994 genocide[13]. Perceptions that there is inequitable distribution of education provision and resource allocation have been a factor behind many conflicts in places ranging

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[8] Luckham, R *et al* (2001) *Conflict and poverty in sub-Saharan Africa: an assessment of the issues and evidence,*

[9] Ibid.

[10] http://www.africasunnews.com/wars.html

[11] Luckham, R *et al* (2001).

[12] ILO : Regional labor market trends for youth, September 2006.

[13] EFA GMR (2011) p52

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from Nigeria's oil rich Niger Delta Region to the northern regions of Cote d'Ivoire. In several armed conflicts, education has been used to actively reinforce political suppression and ethnic segregation through the politicization and manipulation of access, structures, curricula and textbooks[14]. South Africa's 1976's school children revolted openly in a classic showdown with armed forces over racist curricula that they were forced to learn. The lessons learnt from these experiences is that education reflects the status quo by reproducing and failing to challenge existing patterns of inequity, violence, corruption and inefficiency. Education must address inequity and ensure that core competencies and skills are taught, which allow young people to grow into sustainable livelihoods. Education is greater than its parts as it acts as a stabilizing force and a potential means to mitigate conflict, contribute to state-building and build more resilient societies.

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[14] INEE (2011) p14

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5.   STUDY DESIGN

> Moving beyond quick wins requires the development of more robust national planning and information systems. Countries that have made the transition from conflict into longer-term recovery, such as Ethiopia, Mozambique, Rwanda and Sierra Leone, have forged partnerships with donors aimed at developing and implementing inclusive education sector strategies that set clear targets, backed by secure financing commitments. (UNESCO , EFA Global Monitoring Report 2011; p35)

5.1. Rationale

29. The educational needs of children and youth affected by conflict, emergencies and fragility have become an area of increasing interest. A recent World Bank study notes that where data is available, only 11 per cent of conflict affected states have achieved or are on track to achieving universal primary completion; 50 per cent are seriously off track[15]. Girls' education is particularly badly affected, with countries that have been involved in prolonged conflict at or near the bottom of the league in terms of gender parity[16]. The 2011 Global Monitoring Report notes that the impact of armed conflict on education has been widely neglected with nearly half (42 per cent) of all primary aged out of school children living in conflict affected countries. The average youth literacy rate is 79 per cent in these countries, compared with 93 per cent for other developing countries[17] .

30. Research demonstrates that education is pivotal in peace-building. Perhaps more than in any other sector, education can provide the highly visible early peace gains on which the survival of peace agreements may depend [18] . Education, during chronic crises and early reconstruction efforts, can be both life saving and life sustaining. It can save lives by protecting against exploitation and harm and by disseminating key survival messages. It sustains life by offering structure, stability and hope for the future during a time of crisis and fragility, particularly for children and young people. Lastly, it can help in the healing and reconciliation process, build skills and support conflict resolution and peace building[19]. Nevertheless, education remains the most neglected area of an underfinanced and unresponsive humanitarian aid system in countries afflicted by conflict[20]. Peace settlements provide post-conflict governments and the international community with a window of opportunity to put in place recovery and reconstruction strategies.

31. Central to the focus of this study is the identification of enabling conditions and strategies that enhance early recovery and reconstruction of the education sector. Resilient national planning and information systems, with inclusive but well managed delivery systems supported by efficient financial systems, allow countries in fragile situations to move into stable recovery and sustainable development. The capacity of an education system to respond quickly and effectively to an immediate post conflict situation is critical to the recovery and reconstruction of the sector as well as to the social and economic recovery of a country.

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[15] World Bank,(2007)

[16] Nicolai (2009)

[17] UNESCO (2011) EFA GMR

[18] UNESCO (2011) EFA Global Monitoring Report.

[19] INEE (2004) Minimum Standards for Education in Reconstruction, Chronic Crises and Early Reconstruction

[20] UNESCO(2011) EFA GMR

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5.2. Methodology

5.2.1. Conceptual Framework

32. Theories on the role of education in reconstruction and recovery are newly emerging and tend to be grounded in work undertaken by international agencies seeking synergies between their goals and that of broad development agenda. Our assessment of education responsiveness in fragile situations is framed by a conception of education that is holistic and which recognizes the diverse needs of learners in different situations outside of formal schooling.

4.3.1.1 Education in Reconstruction

33. This study is focused on countries in post-conflict situations related to socio-political and economic crises rather than natural disasters.

34. A key concept for the study is the notion of fragility. The concept introduced over six years ago focused on labeling a state as fragile and associating it with a situation where a government is unable or unwilling to deliver core functions to a significant proportion of its people, including the poor[21.] The underlying principles that helped define fragility include the quality of relationships between those with the power to govern and key actors and groups in society; the outcomes produced by those relationships; and the public's perception of the effectiveness and legitimacy of the state. The term itself is highly contested with some arguing that it implicitly contains normative assumptions of how states should perform and a misguided notion that all states will eventually converge around a Western model of statehood[22]. In spite of the many criticisms of how fragile states have been conceptualized, few would dispute that without socio-economic progress in them the Millennium Development Goals are unlikely to be met. One billion people, including about 340 million of the world's extreme poor, are estimated to live in this small group of between thirty to fifty 'fragile' countries, located mainly in Africa, that are 'falling behind and falling apart'. There is now consensus that without a strengthened model of international engagement, these countries will continue to fall behind.[23]. For the purposes of this study, we propose to describe these post-conflict/crisis countries as being in "fragile situations or contexts" to reduce the normative assumptions associated with a model of statehood.

35. There are a number of conceptual frameworks for assessing a country's responsiveness to education in a situation of fragility that have evolved in recent years and which inform this study's understandings. Primarily, there is a recognition that in these contexts, it cannot be "business as usual" and that fragile situations require a co-ordinated and cross sectoral approach that combines support to state building and peace building and uses whole-of-government approaches. Countries in these situations are "under-aided" and experience volatile, poorly coordinated and often reactive rather than preventive aid flows.

36. Secondarily, there is a focus that there must be a collective understanding of the nature of the forces driving fragility and the means by which support for education can alleviate those forces and

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[21] Leader & Colenso, 2005

[22] Governance and Social Development Resource Centre, University of Birmingham. http://www.gsdrc.org/go/fragile-states/chapter-1--understanding-fragile-states/introduction-fragile-states-on-the-international-agenda

23 Collier, P., 2007, 'The Bottom Billion: Why the Poorest Countries are Failing and What can be Done About it', Oxford University Press, Oxford

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contribute to the resilience and capacity of the state to provide education[24.] All role players need to engage and participate in this collective understanding.

37. One of the key partners in countries in fragile situations is the multilateral Fast Track Initiative (FTI) which provides 'catalytic funds' to countries to help them 'fast track' their progress in reaching the Education for All goals. The FTI framework proposes that the countries should not simply continue with existing patterns of provision, as these could be sources of social conflict and tension, but look for new innovative ways to meet the education needs of all learners.

38. The FTI Framework measures a country's development trajectory in terms of four domains:

– **Sector assessment, planning and coordination**; - The emphasis is on coordination of key agencies and stakeholders in the education sector, to establish coordinated assessment, monitoring and reporting processes that identify priority programmatic issues and opportunities for sector planning.

– **Resource mobilization and financial management -** Measures to strengthen local, regional and national systems of financial control and management, and to coordinate different streams of resources and financing with an emphasis on control and transparency, are paramount.

– **Service delivery** – The emphasis is on system-wide attention to human rights, gender and other equity, diversity and inclusion issues, protection and psycho-social needs, and the principles of rule of law**.**

– **Monitoring system improvement** – A system **t**o track progress is especially needed in situations of fragility where official sources of information are often limited. The emphasis is to build government capacity to regularly report on key indicators of education progress, including learning outcomes. Monitoring education progress must also include monitoring underlying causes of fragility and the role of education within that.

39. A further hypothesis underpinning this study is the argument that failures of interventions for early recovery and reconstruction are often the result of insufficient attention by governments and development partners to building inclusive, holistic and effective planning and management systems for education delivery. In all countries providing equitable and quality education to the majority of their population, information plays a key role in service delivery as it ensures greater accountability between the state and citizens and provides incentives to the state to comply with its citizen's wishes.[25] The concern of this study is assessing a country's management capacity, in terms of vision, finances, information and planning systems, to be sustainably responsive to the needs of all learners, even the hard to reach.

4.3.1.2 Holistic Education

40. The conceptual framing of the study adopts a holistic perspective of the education system that goes beyond basic education service and includes secondary, technical vocational and higher education. More importantly it gives consideration to alternative modes of delivery for children and youth who have missed educational opportunities.

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[24] FTI (2008).The Progressive Framework embodies four key *Principles for Good International Engagement in Fragile State s* articulated by the OECD-DAC: Coordinating stakeholders behind a joint strategic planning process; Contribute to Building Capacity by, for example, developing systems for the appointment and payment of teachers; Use context as the starting point which is why the Progressive Framework looks at ensuring a good contextual analysis of the education sector; and Do No Harm by, for example, engaging in short-term projects that distort remuneration scales and incentives, and are not sustainable, or by privileging particular factions or regions.
[25] DIFD, Peace building and state building, 2011

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41. More and more, national education and training policies reflect a concern to expand learning opportunities for learners with differing needs in increasingly coherent education and training systems. Diversity of training paths is being harnessed in many African countries to create more opportunities for acquisition of skills for work and life for specific target groups. Increasingly there is a recognition that training must reflect employment prospects as well as social and economic goals. This has implications for the role of government that shifts from a major provider of training to a facilitator, regulator and monitor of training that is piloted and delivered through a variety of partners[26.]

42. ADEA has one of the most explicit conceptual frameworks on holistic education[27] that argues that all forms - traditional, classical, formal and non-formal - of education should be interrelated and linked. This framework (see below) brings a heightened interest in how crisis and conflict-affected countries respond holistically to education - in the areas of stakeholder coordination, mobilization of community engagement in education planning and provision, governance and management at the lower levels; the diversity of modes of provision and monitoring of the different programmes, political support for a new holistic vision, capacity building and resource allocations.

The ADEA Non Formal Education Working Group's Holistic Education Framework (2010)
There are 11 practices proposed:
1. *Mobilise all stakeholders – all are engaged in developing an inclusive framework that includes all sub-sectors. Grass roots communities are at the heart of preparing the education vision.*
2. *Move towards diversified modes of provision so that there is interdependence and equivalence of education of life-long learning.*
3. *Revise programmes and methods of teaching and learning to accommodate the need to differentiate programmes for different age groups and their complementarity. Harmonise the national curriculum to ensure various learner exit profiles are recognised and can articulate with other modes of learning.*
4. *Improve governance of education by improved coordination of interventions, reinforced partnerships among stakeholders and decentralisation strategies.*
5. *Promote a diversified education vision through strong and constant political support for an integrated education system that is financially supported.*
6. *Put in place the monitoring and evaluation monitoring and evaluation monitoring and evaluation systems for different programmes in order to improve dialogue and intervention strategies.*
    a. *This includes the evaluation of apprenticeships.*
    b. *The Ministry of Education's Planning Division creates a coordinating structure across all sub-sectors of education to avoid marginalisation of non-formal education.*
    c. *The annual statistical reports cover all sub-sectors.*
7. *Create a knowledge validation system that accredits all the national skills and training.*
8. *Promote capacity building – particularly focusing on empowering decentralised structures.*
9. *Ensure that all education sub-sectors have access to adequate and equitable resources needed to implement effectively. The alternative education sub-sector should have space to mobilise additional resources for its needs.*
10. *Develop research innovation and up-scaling of alternative and non formal education programmes.*

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43. Similarly, the Basic Education in Africa Programme Framework (BEAP) (2009) which is increasingly being advocated continent wide by UNESCO, advocates a holistic and comprehensive reform of basic education, with a strong focus on curriculum renewal. Key principles of BEAP include an emphasis on skills and competencies as learning processes and outcomes; the democratization of access and participation in education and giving recognition to 'equitable diversity' of learners. There

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[26] R. Walther, H. Krönner (2008)   Skills Development and the World of Work: Challenges for Education and Training: ADEA Biennale. Maputo
[27] ADEA Non Formal Education Working Group (2010) Holistic Education Framework. Harare Report.

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is an over-arching focus on entrepreneurship education and its various modes of delivery from early childhood upwards to prepare young people for life and work.

44. The BEAP framework adds to the conceptual framework of this study by placing emphasis on the role of stakeholders and partnerships as critical, enabling conditions for such integrated basic education reform to take place. These include the review of roles and responsibilities of key stakeholders in this process – notably the state and non-government partners, and the forging of new and workable partnerships, including public-private partnerships. Such types of cooperation can not only bring in additional expertise and capacity, but also mobilise supplementary funding

5.3. Research Objectives

45. The broad questions that guide this research include the following:

• What are the drivers of conflict and fragility in a country?

• What are the necessary structures and processes in education reconstruction and recovery that are part of an effective management response?

• What are the features of the management responses in the countries being surveyed? With respect to the country's :

- Policy Response to the crisis

- The role of Key Players, Stakeholders and Partnerships

- Planning, Sector Management and Coordination

- Monitoring and Evaluation Systems and Mechanisms

- Resource Mobilizations and Financial Management

- Thematic areas in need of response

- Needs of Vulnerable groups

• How does the education sector's reconstruction response mitigate or worsen fragility in a country?

5.4. Establishing the Fragility Context of the Studied Countries

46. The four case study countries are at different developmental trajectories in terms of their capacity to provide education services and their level of governance and security. All have recently undergone a crisis which has been a manifestation of political contestation. The severity and duration of the crisis and its impact on education services are also differing in each country studied. In order to assess the responsiveness of education to the country's crisis in mitigating its effects and building resilience and peace, it is important to review possible drivers of conflict that effective planning, management and policy need to address.

5.4.1. Liberia

47. The 14 years of intermittent civil war that lasted between 1989 and 2003 devastated the Liberian economy and base of human capital. This led to massive destruction of infrastructure and crippled the

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government's capacity to deliver on social services. The new government that came into power in January 2006, headed by President Ellen Johnson Sirleaf, has the formidable task and responsibility of reviving and reconstructing the economy and the social sectors, particularly health and education.

48. The human trauma inflicted by the civil war will continue to persist for generations to come. Groups most affected by the conflict were women and girls, children and youth and populations living in areas that were hotspots for conflict outbreaks during the war. It was estimated that about 1 million people fled Liberia to neighboring countries and between 5-10 per cent of the population was killed during the conflict[28]. The conflict brought high levels of rape of women and girls, sexual violence and recruitment of children and youth as soldiers. The intermittent and long-lasting nature of the conflict made it difficult for children to attend school, leaving an entire generation uneducated and a legacy of high illiteracy among adults.

49. There are numerous factors that a reconstruction strategy of education needs to consider which if not addressed, could lead to the re-emergence of conflict:

- **High levels of illiteracy due to interrupted education** - About 30 per cent of Liberians between the ages of 15 and 24 are illiterate[29] and approximately 33 per cent of the population have any primary education, 31 per cent have secondary education and only four per cent higher education[30] . This affects the potential of Liberians to engage in the formal sector and society as a whole.

- **High youth unemployment and un-engagement of adolescents in society** - Approximately 70 per cent of « employed » persons are engaged in the informal sector[31], the bulk of whom are youth involved in petty trading, known as the so-called 'wheel barrow boys'. With 53 per cent[32] of the population below 20 years of age, unengaged youth can be a potential source of conflict.

- **Lack of support for ex-combatants** – Although by 2008 some 81,062 ex-combatants, 13 per cent of which were children, had undergone a disarmament and demobilization process, there is a perception that the process removed their weapons without adequately addressing their mental state and this has led to continued sexual violence, aggressive and violent behavior[33] Moreover, most of the vocational training programs were inadequate and hardly equipped the ex-combatants with livelihood skills and competencies which has resulted in many of these ex-combatants turning to criminal activities in order to sustain themselves.

- **Food insecurity** caused by rising international food prices, heavy reliance on rice imports and a weak agricultural sector can lead to riots and discontent. There are few incentives and opportunities to enter the agricultural sector and the majority of youth are not interested in farming.

- **Land disputes** – Land is a tribal matter that the government has seemingly little control over and this problem is heightened by the lack of title deeds. The President has instated a committee to handle land issues, however, there have already been violent confrontations that have resulted in several deaths and burning of villages in 2009 [34].

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[28] Ministry of Education (2007) Liberian Primary Education Recovery Plan, prepared for the Fast Track Initiative. Monrovia: Republic of Liberia.

[29] 2008 population report

[30] (LISGIS) *Liberia Demographic and Health Survey 2007.* Monrovia: Republic of Liberia.

[31] The World Bank (2010) *Project Appraisal Document On A Proposed Grant In The Amount Of USD 40 Million To The Republic Of Liberia For A Fast Tack Initiative Grant For Basic Education Project.*

[32] Liberia Institute of Statistics and Geo-Information Services (LISGIS) *Liberia Demographic and Health Survey 2007.* Monrovia: Republic of Liberia

[33] USAID YFA 2009

[34] ibid

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- **Elevated poverty rates** - The prolonged conflict contributed to the extremely high levels of poverty in Liberia, with 48per cent of the population falling below the extreme poverty line, suffering from chronic hunger and failing to meet their basic needs.

- **Perceived and actual marginalization and inequity in the distribution of resources** can trigger off social unrest – There are a number of issues here, firstly the underlying tensions between the indigenous people and the descendants of the Americo-Liberian settlers. Secondly, the population in Liberia is unevenly distributed with almost one-third of the population residing in Monrovia, the capital alone. The rural areas, which are poorly connected with the rest of the country due to bad or lack of roads, are often left neglected and have a low economic drive.

- **Distrust and lack of social cohesion** – post-war resentments and tensions and an acute sense of entitlements still prevail in the mindset of the Liberian population. The war seriously eroded many social institutions and crime, armed robbery and rape are common, as well as distrust of the police who are considered ineffective and corrupt[35.] Experiences such as rape, gender-based violence are still persisting, exacerbating the wounds.

- **Instability of region** - The disputed elections and outbreaks of violence in Ivory Coast in 2011, the death of the president of Guinea in December 2008 after a long illness and subsequent military coup d'état and politically inspired riots in neighboring Sierra Leone in 2009 as well as the influx of refugees from Ivory Coast may have an effect on the stability of Liberia.

50. The Liberian economy has since moved from emergency and short-term humanitarian-based programs and interventions to long-term planning, reconstruction and development of the economy. However, if the above factors are not adequately addressed, these potential drivers of fragility may lead to the re-emergence of conflict. Education is a vital tool for reducing the impact of fragility, but poverty is the underlying threat that education must confront.

5.4.2. Kenya

51. Kenya has experienced politically motivated violence since 1992, associated with the general elections held at 5 year intervals. The most recent and most violent scenario was the post election violence witnessed in 2007/08, which resulted in the massive displacement of communities from their homelands in some of the areas affected – leading to teacher shortages, destruction of property and infrastructure (including school buildings, teaching and learning resources), and loss of life leading to a significant number of orphans and internally displaced persons (IDPs), including school children. According to an assessment by the Ministry of Education in February 2008, over 100,000 of the estimated 650,000 people displaced were primary and secondary school learners, close to 765 teachers from primary and secondary schools were displaced, 40 schools burnt down and 65 vandalized[36.]

52. Other dimensions that have threatened peace include poverty, inter community conflicts in certain parts of the country over resources such as water and pasture grazing land, and access to education, employment and housing in the urban areas. Although the government's policy on free primary education and free day secondary education has resulted in increased access, learner transition and retention have been negatively affected.

53. On a brighter note, Kenya's education system has witnessed significant improvements since 2008, backed by a resilient economy – with the year 2010 recording a 5.6 per cent growth in real GDP after

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[35] USAID YFA 2009

[36] J.K. Onsongo. (2008). Effects of post election crisis on education in Kenya.

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suppressed growths of 1.5 and 2.6 per cent in 2008 and 2009 respectively. Total primary gross enrolment rates increased in 2009 and the rate of out of school primary aged children declined in the same period after having increased by four per cent between 2007 and 2008. Public expenditure on education increased, with the Ministry of Higher Education, Science and Technology recording the highest increase of 80 per cent in recurrent expenditure between 2009/10 and 2010/11, compared to the Ministry of Education's 15.4 per cent over the same period.37 .

54. A new constitutional order is in place, that has shifted governance structures from the traditional centralized system to a devolved one through the introduction of 47 counties. There is also a re-focus on inculcating 'nationhood' through national integration and the creation of an inclusive education system. State and non-state actors also continue to emphasize peace through diverse educational initiatives. Various educational alternatives are available, including youth polytechnics (formerly known as village polytechnics), technical schools and mobile schools for nomadic groups in the northern part of the country.

55. A key challenge is how to create peace and social cohesion in the Kenyan society in a diverse ethnic environment coupled with skewed resource distribution. The country appears to be on the right track, if its most recent governance rating among African countries is anything to go by: the country has improved its rating over the last one year, jumping four places from position 27 in 2010 to 23 in 2011, according to the 2011 Ibrahim Index of African Governance rankings recently released.[38]

56. There are factors that could lead to the re-emergence of conflict if not addressed and education responsiveness needs to take cognizance of them. These are:

- **Resource distribution inequities between socio-economic groups and geographical boundaries** are pervasive. Historically, the provinces generally perceived to have been disadvantaged either due to their political alignments (Western and Nyanza) or as a result of environmental factors include North Eastern and Eastern, (known as the ASAL areas) are seen as the most affected.

- **Environmental factors**: Some parts of Kenya, particularly the North Eastern province experience dramatic climatic conditions such as floods and droughts on a seasonal basis which prevent children from going to school. Regarding the ongoing drought in the Horn of Africa, a recent survey in 25 drought affected districts in Kenya found that movement of semi-settled pastoralist communities led to increases in enrolment and overcrowding in some schools, and pressure on boarding schools, while many rural schools experience depleting or irregular student attendance. Secondary level students are also dropping out due parents' inability to pay school fees.[39]

- **Employment and security for the youth and children:** About 60 per cent of the Kenyan population (over 40 million) is below the age of 25 and many are unemployed. The majority of those who participated in the 2007/8 post election violence were the unemployed youth and, given the approaching 2012 presidential, parliamentary and civic elections, it is possible that this group may be incited into violence again.

- **Ethnicity**: Among those outside of the dominant groups, there is a feeling of being sidelined on tribal grounds. The major political parties derive their strongest support bases from the area of origin of their key leaders and, for the party in power, this has previously led to a tendency to promote development with a bias towards the leader's constituency of origin, in turn exacerbating ethnic rivalries.

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[37] Kenya National Bureau of Statistics. (2011). Economic Survey 2011. Republic of Kenya.

[38] A report by Peter Leftie, posted on 10 October 2011 at
www.nation.co.ke/News/politics/Kenya+moves+up+in+governance+rating+/-/1064/1253402/-/h0hmyaz/-/index.html.

[39] INEE Secretariat and IASC Education Cluster. (17 August 2011). Crisis Update 2: Drought in Horn and East Africa - Education Needs and Response.

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- **Poverty**: Despite the positive economic growth realized over the past three years, 46 per cent of Kenyans live below the poverty datum line[40] and 73 per cent of these are in the ASAL areas. Economic challenges continue to be a potential contributor to the occurrence of conflict.[41] The cycle of poverty is most pervasive among women.[42] When employed, many occupy lowly paying unskilled positions. Recent data[43] shows that the mortality rate for children younger than five years old doubles for those born of mothers who failed to complete primary school.

- **Political drivers:** Elections for the past decade are characterized by outbreaks of conflict. This was due to public perceptions that there is rigging, mistrust and lack of confidence in existing electoral and other governance institutions whose member constitution and appointments were perceived to be partisan. Kenyan Members of Parliament are amongst the highest paid political appointees in Africa, earning on average 10,000 US dollars per month whereas the majority of Kenyans earn less than two US dollars per day.[44] This scenario lends itself to vote-seeking strategies that are not in the interests of the Kenyan society.

5.4.3.   Zimbabwe

57. Between 2000 and 2008, Zimbabwe suffered an economic recession that weakened human welfare, economic wellbeing and caused a significant increase in rural poverty, from 20 per cent in 1995 to 48 per cent in 2003.[45] In 2008 the gross national income per capita was estimated at 360 US dollars compared to sub Saharan average of 1,428 US dollars which made Zimbabwe one of the poorest countries in the world. From the year 2000 to 2007 Zimbabwe recorded a cumulative contraction in the real GDP of 46 per cent.[46]

58. In 2007, hyperinflation peaked at 200 million per cent, pushing the economy into a downward spiral. This caused a dramatic decrease in available funds for public services, causing further suffering for the increasingly impoverished population. The six US dollars government spent on educating a child in 1991, fell to around 18 US cents per child by 2008. Almost 50 per cent of primary school children did not go on to attend secondary school and the general quality of primary and secondary education declined significantly due to insufficient learning materials, textbooks and supplies.[47] Ongoing and persistent droughts during this period affected the production levels of major food crops and continue to cause hardships and food insecurity among rural and urban populations, particularly vulnerable households. Social protection mechanisms such as burial societies and Zunde Ra Mambo (Chief's grain stores) were affected. Traditional family support networks were also strained as poverty increased

59. Political instability during the pre-election period of 2008, also contributed to displacements of people, and the disruption of learning as schools became contested terrain. There were cases where teachers are forced to flee from their duty stations due to politically motivated violence. Communities were left polarised.

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[40] Kenya vision 2030, first Mid Term Plan 2008-2012

[41] Kenya vision 2030, first Mid Term Plan 2008-2012

[42] According to the 2008-2012 Mid Term Plan (MTP), the proportion of women amongst the unemployed is higher than that of men

[43] Kenya National Bureau of Statistics, and research by ICF Macro (2010)

[44] Sunday Independent, South Africa 18th September 2011.

[45] FAO Plan of Action 2010-2015

[46] Zanamwe, L and Devillard, A (2009) Zimbabwe Migration Profile. ZIMSTAT and IOM Zimbabwe

[47] CONCEPT NOTE :Zimbabwe Education Transition Fund (ETF)

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60. In 2008, the government threatened to ban the operations of some NGOs citing their apparent involvement in political activities, which was outside their mandate. Many international development workers had their work permits denied. The impact of this was 20 per cent less than expected external humanitarian support for alleviating the crisis.

61. Since 2009, the country has made significant strides towards economic stability owing to the adoption of multi currency system based on the United States of America Dollar. A positive political change that saw the implementation of a Global Political Agreement between the three main political parties that culminated in the formation of a Government of National Unity also contributed to the stabilization of the economy. Upon its conception the Inclusive Government launched a Short Term Recovery Program (STERP) whose main objective was to reverse hyper inflation, negative GDP growth rates, low productive capacities and improve service delivery in the social sector in 2009.[48] The formulation of the Medium Term Plan which is successor to STERP is a direct response to fundamental development challenges. In order to fulfill one of its mandates espoused in Article III of the Global Political Agreement the Inclusive Government will support the strengthening of economic stability achieved under STERP and promote growth, such growth will be inclusive and pro poor in order to simultaneously address the country's high poverty and inequality levels

62. Factors that can lead to the re-emergence of the emergency situation if not addressed

- **Political Uncertainty**. Though steps have been made in arresting economic decline and stabilizing the currency the outlook for Zimbabwe remains politically volatile because of the shaky nature of the political alliance currently governing the country. There is political uncertainty in finalizing the constitution and this affects the lack of clarity on the next election dates . Decision making is often contradictory at the highest levels as the three political parties currently in power lack convergence on a common vision. Mixed policy signals, for example on indigenization of foreign owned businesses and elections, are also slowing the recovery tempo in the country.

- **High youth unemployment.** As the economy has shrunk by 46 per cent in recent years, unemployment rate has reached an alarming 80 per cent in 2007[49]. Youth are the first to be excluded from the formal economy. Unemployed youth if left to their own means can be a volatile group that will resort to socially unacceptable practices. Youth unemployment has been fuelled by most industry working at below capacity or even shutting their doors. The number of young people lacking any form of post primary education has been on the rise; whomake a large section of society basically unemployable. Those that are fortunate enough to have a post secondary qualification are faced by a stark reality when they attempt to enter the job market as their skills are mismatched to the needs of industry and the employers have a reluctance to try inexperienced youth.

- **Economic Instability.** A combination of internal and external policies are continuing to destabilize the economy. Some government policies such as the recent policy on Indigenization and Economic Empowerment[50] have created a negative perception among foreign investors among others leading to a 20 per cent drop in the Zimbabwean stock market[51]. The flow of funds from the external markets into the country is hindered by the existence of sanctions imposed on some Zimbabwean companies and high ranking officials

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[48] Government of Zimbabwe (2009) Short Term Emergency Recovery Programme
[49] Baseline Survey Youth Working Group, University of Zimbabwe, 2011
[50] This stipulates that all existing companies should allocate a 51per cent shareholding to indigenous Zimbabweans – which excludes white Zimbabweans born prior to 1980
[51] However organisations such OLD MUTUAL and ZIMPLATS have approached the government on indigenization and reached negotiated settlements which largely benefitted the workers and community and in the process set up a youth fund to assist the employment of under privileged youth.

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and the existence of acts such as the Zimbabwe Democracy and Economic Recovery Act, (2001) which further limits credit lines for Zimbabwean businesses.

- **Unsustainable public sector funds.** Zimbabwe's public finances are in a precarious position and inherently unsustainable. Zimbabwe's external debt (at over $8.8 billion by IMF estimates) urgently needs to be renegotiated with international creditors as it is limiting opportunities for government to make future borrowings which it needs badly. Currently, the government operates on a cash budget and with limited foreign exchange reserves it has little room to maneuver. Civil servant salary increases in 2011 exacerbated the problem by producing a financing gap on wages of US$402 million (an amount almost double the size of Zimbabwe's gross international reserves and excluding other payments arrears). This situation is unsustainable and according to economists[52], there would have to be cuts in capital and recurrent expenditures to balance the books. Virtually the entire budget would be consumed by wages. Unless private sector investment picks up the slack, overall investment in the economy would decline and this will adversely affect service and undermine the Government's growth projections. There is a perception that there is an urgent need for action to avoid this foreseeable fiscal storm that the economy may not be able to ride.

5.4.4. DRC

63. The security and conflict profile of the Democratic Republic of Congo (DRC) is very complex and finds its roots in its colonial past where it functioned as the private property of a king. This notion of it being a property to be possessed by an individual continued even after its independence because of a poor transition from one status to the other.

64. The DRC, prior to its 2006 elections, has barely known a peaceful period. It experienced many internal strifes and wars culminating in the 1998 war where over 3.9 million people died and 4.5 million were internally displaced[53]. Since then, the country has been trying to install peace and democracy.

65. The government elected from the country's first democratic elections in 2006 faces enormous challenges in resuscitating the functions and values of its society. Aside from the vastness of the country and its inaccessibility, the social problems of lack of access to quality education, employment and housing constantly lead to conflicts. The DRC's socio-economic indicators are amongst the lowest in the world with a GDP per capita of 182 USD (current prices), an overwhelming majority of 60 per cent of the population living on less than the poverty line of USD 1.25[54].

66. On the political front, the country continues to suffer from challenges to its governance creating a perception and possibly a reality of mismanagement of public goods, lack of accountability and control mechanisms. This is compounded by a political culture marked by defiance towards the country's elites, with the values of citizenship and a civil servant being at the service of its country being largely absent. The stability of the country is uneven with numerous provinces either currently still in conflict or in precarious post-conflict states.

67. A key dimension that affects the peace process is the experience of violence suffered by its society. The conflict led to high levels of rape of women and girls, sexual violence and recruitment of children and youth as soldiers, particularly in the South and North Kivu and Kantaga. This produced a large number of vulnerable groups amongst which are child soldiers, street children and orphans; as well as massive displacement of communities from their homelands.

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[52] Zimbabwe Monthly Economic Review, No 3. August 2011.

[53] IRC 2008; OCCHA 2005

[54] UNDP HDR 2010.

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68. The involvement and interference of some multinational companies in seeking profits from extractive industries in the DRC must be noted as leading to further destabilization of the political, economic and social spheres of the country.

69. It is in this context that the country has been trying to progressively resume delivery of basic services such as health and education. Just to get a glimpse of the challenges the education system faces, the Ministry for basic and vocational education must cater for 6.5 million children of pre-primary age, 11 million of primary age and 7.2 million of secondary age who are scattered over a huge country one and half times the size of Europe[55]. Furthermore, the system is not inclusive since it cannot reach 7 million plus children who are out of any kind of schooling, be it formal or non formal. Inequities reinforce the classical dividing lines of gender, socio-economic status and urban/rural bias as well as between provinces.

70. Despite these challenges, the government has expanded gross primary education access from 48 per cent in 1999 to 64 per cent in 2001/02 and then 85 per cent in 2007. This is, however, lower than the average for sub-Saharan African countries and the rates attained in the DRC in the 1970s. Besides, the low quality of learning outcomes obtained there is also the issue of high numbers of dropouts, low completion and transition rates. The system also suffers from low and unqualified teachers at all levels.

71. The country is indeed in a reconstruction / stabilization phase which needs be consolidated. It is nevertheless feared that conflicts could re-emerge if the country does not tackle certain issues such as governance, corruption, inequitable resource allocation, pervasive violence, large numbers of orphans and vulnerable children and the destabilising interference of multinational and other interests in the political and economic life of the DRC. More than suffering from conflict per se, DRC suffers even more from structural fragility caused by political, geopolitical, economic and social challenges.

5.5. Summary of Findings

72. The factors, which if not addressed, could lead to further conflict and upheaval have a high degree of commonality across the four countries. These include political uncertainty, economic hardship and poverty, predominantly youthful population which experiences high unemployment which tends to be largely located in the informal sector, public perceptions of inequities in terms of access to the means of production and deployment of public resources and marginalized groups and regions. Given the differing contextual realities and development paths, the responsiveness of countries have differed in terms of their capacity to provide effective policy responses, coordination of key players, resource mobilization and financial management, sectoral management and monitoring and evaluation of implementation.

73. All provide challenging and promising practices which are useful lessons to all countries reconstructing their education services after a national crisis.

5.5.1. Liberia

74. The Liberian government has made great efforts to improve the level and supply of education in the country. In this regard, the government has progressed in leaps and bounds, but more hard work and dedication lies ahead. What follows is a review of the promising practices which the government is employing.

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[55] EPSP, 2011

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75. There is a strong drive for inclusivity of all stakeholders, both government and non-government. The government actively seeks opportunities to reinforce its capacities by building partnerships and joining forces with other key players. Civil society is engaged with on a large scale and Liberian universities are assisting with developing sector assessments. These detailed sector assessment processes have lead to comprehensive policies on improving access to and quality of education in Liberia. Furthermore, the Liberian government has been drawing on the Diaspora for high level skills as currently only 14 per cent of government personnel hold degrees.

76. The Ministry of Education has undertaken strong internal training initiatives and programmes, especially in the divisions of planning, EMIS and financial management, to build management capacity. A strong inter-sectoral approach among Ministries also exists and is driven by poverty reduction strategies.

77. Decentralization to county education level has been authorized and approved by the Ministry of Education and stipulated in the new Education Reform Act of 2011. The Act has provided for new and expanded roles and responsibilities of County Education Officers and District Education Officers. If the decentralization process is successful, it can lead to community revival but this success is dependant on increased accountability, efficiency and effectiveness. The challenge facing the successful implementation of decentralization is the lack of and delivery of resources.

78. A further promising practice is the recognition by the Liberian government of the need for diverse pathways for education and training. Not only is the traditional face-to-face method of educating important, but alternative methods such as technical and vocational training and E-learning are gaining recognition as important modes of education. There has also been a dynamic response to the challenge of youth skills development and various programmes have been initiated together with development partners to address this challenge. The implementation of fee free primary education has seen the increase of access to education at primary level.

79. Lastly, innovative pooled funds, such as the Education Pooled Fund developed by OSISA and UNICEF, have been an important mechanism of addressing finance gaps in education.

80. Although many promising practices have been employed by the government of Liberia, it also faces numerous challenges.

81. A challenge facing partnerships and harmonization among the key players in education in Liberia is the Ministry's fragmented internal structures and the uneven coordination among donor partners. The Minister of Education has three deputy ministers and there is no permanent secretary in the ministry. Furthermore, there is a lack of technical capacity with the Ministry of Education, specifically in the planning, monitoring and evaluation and financial management divisions. This has lead to a high dependency on external assistance.

82. Weak donor coordination and resourcing poses a challenge in effective implementation of processes or programmes. Often "turf battles" arise between donors. The government is donor dependant on 80 per cent of education expenditure but often these resources are earmarked for specific programmes. Donor resources are strongly focused on primary level education although there exists the need to focus on non-formal education. In addition, the unpredictability of donor funding and delays in the release of funds makes planning and programme implementation difficult.

83. The government's focus on "hard policies" (those that are legislatively recognised) and largely ignoring "soft policies" (procedures and regulations) mitigates the effective implementation of these new policies. Furthermore, these difficulties are excacebated by the memory gap produced by the war of effective governance systems and this coupled with weak technical skills on the part of staff hinders best practices in sector management and planning.

84. The inequitable distribution of resources is a also a major problem in Liberia. Some counties are neglected and report a student to textbook ratio of 30 to 1, whereas the country average is 4 to 1.

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Additionally, the use of metropolitan language at all levels of education as a medium of instruction is not effective. The current language policy does not engage with mother-tongue literacy despite the fact that the value of basic learning in the mother-tongue has been widely recognised.

85. School attendance and retention rates are also worrisome, especially among females. At secondary level the net attendance ratio for females is six per cent and 13 per cent for males in rural schools. In urban areas the rates are only slightly higher - 29 per cent and 32 per cent, respectively. Culture norms value the role of a woman as a wife and mother and demotes the notion that a woman does not need to go to school or get an education.

86. Despite high formal unemployment rates, the private sector complains that Liberians cannot fill the demand for middle level technicians and managers as they do not have the skills or knowledge to fill these positions.

87. There is no doubting the strong commitment of the government of Liberia to develop and drive an effective response to reconstructing its education sector. The challenge, as it is in many countries, is to find sufficient financial and human resources to implement its policies on the ground. It is also to put in place an effective management system that guides the implementation of policies on the ground

5.5.2.   Kenya

88. Kenya has, in recent years, introduced many innovative education policies, including free primary and secondary education. In reaction to its 2007/2008 election crisis, the Ministry is drafting education policies on emergency response and peace education curricula. Under a newly established peace education coordinating unit, it has distributed learning materials on safety and security to schools country-wide and trained over 8,000 educators. The process of awareness-training of school heads and principals of education institutions on conflict management and peace building is ongoing. Such policies are not only broken down into simple terminology for ease of interpretation and understanding, some are written in Kiswahili – the national language – and others in the main indigenous languages and disseminated to the target communities.

89. The old adage "if you want to travel far, go with people...but if you want to travel fast, go alone" holds true for the promotion of peace in any society. Kenya's Ministry of Education, in subscribing to this wisdom, has built a vibrant culture of consultation and collaboration in the development of its education sector plans and programmes. The design of it's first Education Sector Support Programme, (KESSP I (2005-2012), involved other ministries, the civil society, development partners and the local communities through the parents teachers associations, school management committees and boards of governors. A structured decentralised governance system has further increased the degree of engagement with lower level players, especially the communities.

90. External partners involved in education are coordinated through the Education Cluster, chaired by the Ministry of Education and comprising membership from an inclusive array of partners. The Cluster team conducted assessments and planned interventions, including distribution of supplies, during the 2007/08 crisis. Evidence of a growing intra-sectoral collaboration further emerged when the Ministry of Education collaborated with line ministries such as the Ministry of Roads and Public Works as well as that of Defence in the rebuilding of damaged schools and erection of temporary learning structures to cater for children and youth in the internally displaced persons (IDPs) camps.

91. As part of its efforts in addressing issues of equity in resource distribution, the Ministry has increased and redistributed its 'national' secondary schools in each of the 47 counties – in line with the new constitution – so as to increase access to quality education country-wide. Identified "Centres of Excellence", highly resourced model schools serving gifted learners from the surrounding communities by nurturing their talents and providing models of best practice, are also spread across the country. This is in addition to the mobile schools found in areas practising nomadic lifestyles and

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the Qur'anic and integrated schools that provide alternative paths to formal education, especially for the Islamic communities.

92. In terms of using food security to sustain learner health and provide a means of learner retention through increased enrolment and reduced dropouts, the government's school feeding programme, launched in 2008 with support from the World Food Programme, has recorded remarkable success. In a shift of strategy aimed at empowering schools and the surrounding communities and reducing costs, the government introduced the Home Grown School Feeding Programme in 2009 whereby cash grants are given directly to schools and school heads or responsible teachers trained on how to manage funds for purchasing food. The programme has so far covered 63 districts with 640,000 children benefiting at a cost of 7 Kenya Shillings (USD 0.08) per child per day. Through the Ministry of Finance, the government recently unveiled an Economic Stimulus Package that engaged schools in fish farming and tree planting projects – to date, over four thousand schools are involved in the project.

93. For the first time in its 2011/12 budget, the government allocated funds for the provision of free sanitary materials to girls in all its public schools, in a bid to reduce girls' absenteeism and drop out from schools.

94. To create an environment that empowers women and promotes profitable economic activities for the youth leaving higher and tertiary education, the government has put in place several programmes and initiated decentralised funding mechanisms for this population group throughout the country. At the higher levels, the government is embracing a holistic approach to education through the introduction of parallel degree programmes in its public universities and the creation of open and distance learning campuses. These have resulted in increased access to learning opportunities, especially for the youth. The private sector has also taken an expanded role in curriculum development for the technical education and skills development sector to better respond to the ever-changing needs of the labour market.

95. The government, civil society and other non-state actors continue to promote a strong sense of nationhood by spreading messages of peace building and coexistence in schools and in the Kenyan society using forums such as annual music festivals, sports, theatre and live radio and television children and youth broadcasts. District advisory committees and "family units" within the schools further propagate these messages within the newly introduced framework of school guidance and counselling.

96. Community involvement in decision making in schools has been bolstered through decentralised school management systems – parents teachers associations, school management committees and boards of governors. Members of these bodies are trained in financial management, procurement procedures and monitoring and evaluation. Financial summary reports are disseminated on school billboards for public scrutiny and queries, further promoting accountability to parents and the community. It is hoped that the introduction of a devolved system of government in Kenya, and hence greater autonomy in resource management by the counties, will continue to cement this practice. In an effort to embrace new technologies in the planning and management of schools through quality statistics, the Ministry of Education's education management information systems (EMIS) unit is investigating the use of mobile technology – so far hugely successful in Kenya's banking industry – to increase the turnaround time in school censuses.

97. There are several challenges facing education reconstruction in Kenya. In terms of its capacities to manage, plan, and coordinate – the following issues were raised by the field and literature research: There is a perception that weak governance and accountability systems, as well as inequality, remain some of the key drivers of conflict in Kenya. The current national governance arrangement has the potential to propagate implicit political leanings which can be a hindrance to effective and efficient functioning of such systems. Although decentralisation of services and resource management can bring greater service delivery closer to the people, and hence address their self-identified needs, weak

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capacities and a limited resource-base – especially in areas with scarce natural or localised resources – can also result in reduced social standards and increased equity and poverty margins.

98. The Ministry of Education's management, monitoring and evaluation and feedback structures and processes are perceived to be lacking in capacity and solid commitment, with what some respondents termed as under-developed information generation and dissemination mechanisms. Investment in EMIS and quality assurance appears to be low and yet the two areas are key to informed and effective planning and monitoring.

99. The constitution of school and district level governing structures are at times perceived as neither transparent nor based on capability. Such structures are prone to possible influence by the local political leadership, potentially eroding the level of transparency and accountability to the local communities.

100. The complex nature of Kenya's technical, industrial and vocational skills development sub-sector, coupled with the involvement of several and diverse players, makes it difficult for the Ministry of Higher Education, Science and Technology to unify this crowded field and provide clear leadership and direction. Overlapping mandates between the Ministry and other line ministries and the private sector compounds this challenge.

101. Inequities in educational resource distribution remain a challenge for the Ministry of Education: in some areas, class sizes are as large as one to 50, or even more, and procured materials do not always reach the intended beneficiaries – for example, FAWE conducted a monitoring and evaluation exercise in one of Nairobi's slum areas and found donated school books being sold in the nearby market place.

102. The consultation processes are described in some quarters as 'the government speaking to itself'. The Ministry of Education is also grappling with alleged integrity and accountability issues, especially on the use of some of the donor funds. This trust gap has seen some development partners bypassing the Joint Funding Agreement mechanism in place, and opting for direct funding of some schools – which poses a challenge as some of the areas being funded are not necessarily of immediate priority, in the eyes of the Ministry. It is also difficult, in times of crisis, for the Ministry to strictly align its response decisions that follow procurement with the rigorous standards required by the development partners – a case in point is where the Ministry of Defence was given the tender to rebuild damaged schools as it was possible for its officers to access hostile environments at the height of the 2007/08 post-election crisis.

103. Despite the documented elements of success and clarity in the selection criteria for the Home Grown School Feeding Programme, there is a perceived lack of transparency on the actual selection of beneficiary schools with some drought-prone areas allegedly not covered under the program.

104. Growing incidences of sexual harassment in a number of public primary and secondary schools in Kenya, and the lingering cases of school violence linked with rape, are worrying trends requiring deeper investigations as they continue to negate the peace promotion efforts in the education sector.

105. The people's hope for a better Kenya lies in the full implementation of the new constitutions. Elements of this possibility is already visible in the manner in which public participation in the running of the country's affairs continues to grow – especially in the process of appointing key government officials and in constituting new legislative bodies.

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5.5.3. Zimbabwe

106. It has emerged that, despite bleak macro-economic indicators, the education sector did not completely collapse in Zimbabwe. Due to the system's resilience, there was a rapid rebound after the formation of the national unity government. However, some challenges persist.

107. The Government of Zimbabwe introduced tuition free rural primary education with the intent of ensuring access to education for low income rural households. In addition policies to limit schools fees has kept schooling costs within reach, the exclusion of learners failing to pay tuition has also been barred to provide respite for poor families in urban areas. Despite such efforts a segment of the urban poor remains vulnerable, with the average fees beyond their means. Access has been enhanced by the establishment of an Early Childhood Development class at over 90 per cent of primary schools. To ensure quality teaching for the ECD classes, a teacher diploma course in ECD was introduced at primary teacher training colleges.

108. Access for the disadvantaged is enhanced through programs like Basic Education Access Module, cadetship and scholarships, back to school campaign feeding program for primary school children. High tuition for tertiary education has meant access is restricted to middle and upper class learners. Rural and poor learners remain in the minority at higher learning institutions in Zimbabwe, despite rapid expansion in number of institutions as well as higher capacity through the introduction of conventional, block release and parallel programs. Subsidies for learners were revived in 2010, but current levels of subsidies are lower than those historically offered. Cadetships and scholarships are also available for disadvantaged learners but are simply insufficient to meet the demand. The impact of the support could be improved if focused on specific fields facing acute skills shortage instead of the current blanket support.

109. Cognizant that some learners were left behind during the decade-long crisis, the Ministry of Education has hinted that the revitalization of the Adult and Non-formal education to cater for the disadvantaged is imminent. Despite evident efforts to improve access to education, it is clear that more needs to be done as evidenced by the emergence of unregistered fly-bynight private schools in backyards; clearly such facilities serve as a last resort for learners who are failing to access mainstream facilities.

110. Institutional memory at senior management level remains high; this helped to expedite the recovery when financial resources were availed. Innovative resource mobilisation strategies employed by the Ministry of Education and its partners ensured that donor funds were availed through the Education Transition Fund, which proved to be a critical vehicle for the procurement of essential teaching and learning materials.

111. Government expenditure on education is under 15 per cent, which lags behind the prescribed 22 per cent recommended by the World Bank. Indications are that over 85 per cent of the education allocation is spent on staff costs. Thus the sector is hugely under-resourced with limited room for manoeuvre arising from the current cash budget system under which the government is operating. It is also evident there is a reliance on historical 'across the board' accounting practices and a fully-costed medium-term plan is absent. Communities have borne the burden of funding education during the crisis, and this scenario persists to date, through the supplementing of teacher salaries, school construction and maintenance. Donor funds have also provided respite with the launch of the Education Transition Fund (ETF) in 2009, a donor-pooled fund for financing education activities in Zimbabwe during the transitional period, resulting in improved provision of essential teaching and learning materials for primary and secondary schools, in addition to high level technical assistance. The success of the first ETF has allowed a second phase to be considered and donors are pledging double the funds of the first phase.

112. The Ministry of Education developed a Medium Term Strategic Plan and an interim Strategic Plan for the year 2010 to 2011 on which all activities are premised. Sector management is

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hampered by understaffing, weak management capacities in some levels and inadequate resourcing from the Ministry of Education headquarters to school level. The Ministry of Education has for a variety of reasons, drawn out the process of producing a sector plan –largely relying on technical skills from external donors to drive the process – and creating a lack of clarity on the strategic direction of the Ministry. In contrast the Ministry of Higher and Tertiary Education consistently prepares its five-year strategic plans through an inclusive and participatory process.

113.   The two education ministries have monitoring and evaluation structures but their effectiveness continues to be hampered by insufficient resources. An EMIS Road Map has been developed which will guide the development of EMIS and ensure a culture of using statistics for planning and management functions. Despite early signs of recovery such as the publication of a statistics brochure, a baseline survey and a rapid assessment, the two ministries still lack a culture of publishing statistics annually. Their perennial failure to publish annual yearbooks is a result of understaffing and a lack of requisite competencies in critical divisions such as those dealing with planning, human resources and finance. This impedes engagement in strategy formulation and plan development, as well as in programme monitoring and evaluation. In addition, insufficient budget allocation has resulted in an inability to adequately maintain, upgrade or replace existing equipment such as computers and vehicles. Hence tools and equipment are not adequate to ensure a minimum level of planning and management function. To their credit, the ministries have been able to use innovative methods to collect capture and process the 2009 and 2010 data using open source software and a web enabled application package.

114.   In spite of the teacher exodus, the teacher corps in Zimbabwe proved to be resilient as learning continued for a long time despite paltry salaries. In the post crisis period strides were made to address teacher shortages , a waiver of reappointment procedures and the lure of incentives from parents saw teachers who had deserted returning to their posts. It is anticipated the current vacant teacher posts shall be filled in the near future with newly trained teachers. This optimism for meeting teacher demand is a result of Zimbabwe having higher enrolment in teacher training institutions as well as the introduction of Open and Distance Learning for in teachers' training colleges, particularly to address teacher shortages in Maths and Science.

115.   The higher and tertiary sector is still reeling from the effects of massive brain drain. Lless than 12 per cent of university lecturers have PhDs in some public universities. To meet this challenge diaspora lecturers have been roped in to assist but the impact of this initiative's has been limited due to unavailability of resources. Despite these early gains it is clear that long term sustainability can be achieved by improving teacher's remuneration and conditions of service which remain poor.

116.   Against a backdrop of economic sanctions, the formation of stakeholder coordination bodies such as the Education Cluster, with all-round representations, has enabled active support to education strategic planning, financing and reform by non-state actors although they do this mostly through local and international NGOs and United Nation agencies. The introduction of the Education Transition Fund (ETF) has harmonised donor coordination and funding raised the profile of education nationally and ensured closer collaboration between the ministry of education and concerned development partners. A trust gap between donors and the ministry impedes closer synchronisation and support of programmes. It is evident that donor priorities, which are not always aligned to those of the government, determine much of external expenditures. Weak internal co-ordination among leadership of the Ministries of Education and Training slows down implementation of education deliveries a situation that is exacerbated by the poorly resourced ICT infrastructure that hinders communication and management systems among key role players, including provincial and district offices.

117.   Curricula review requires urgent attention as the current curricula lacks key modern elements and is not answering the needs of the job market. Stakeholders generally agree on the need to vocationalise the education system so as to offer opportunities for the multitudes of youth that are disenfranchised by the current system. These aspirations are however sobered by the unavailability of

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requisite resources. There are very limited opportunities for learners keen to study vocational trades. During the economic meltdown, many vocational and apprenticeships programmes diminished with the lack in public funds. Despite the rapid drop in funding many vocational technical programmes were able to sustain themselves through entrepreneurial activities and private sector partnerships. In a country where the largest employer is the informal economy not enough has been done to ensure research and skills development at institutions of higher learning meets the needs of this sector. The challenge of youth access to skills that enhance their employability continues to grow, while those youth who are skilled are also destitute as jobs or self-employment proves elusive. Serious rethink around youth unemployment is needed to avert a potential crisis down the road.

118.   The road ahead remains one full of challenges with the need to implement hard policy decisions to consolidate the gains that have been witnessed since the formation of the Government of National Unity. Revitalisation of systems and structures needs to be expedited to ensure the education sector is once again responsive and of the highest standard. As the national economy continues to limp towards recovery, challenges of inadequate resources will continue to abate, this coupled with the reprieve from donor funds, may rejuvenate Zimbabwe's education sector.

5.5.4.   DRC

119.   Despite the collapse of basic services in almost all sectors because of the continual conflicts, education services remain functional. More research is indeed needed to understand the remarkable resilience of the education system in the DRC. The findings could be used as a formidable leverage for further policy response and action as far as peace education and also national stability are concerned.

120.   Education is one of the five priorities of the current Congolese government. It has been identified in the DRC's Poverty Reduction and Growth Strategy as a key pillar through which to build and reconstruct the country's political institutions, as well as promote economic growth and redress inequalities. The policy response of the Congolese government focuses on three strategic objectives pivotal for the reconstruction of the education system and relating to promoting access, equity and retention of learners; strengthening the system's quality and efficiency; and reinforcing the system's governance.

121.   A genuine attempt at inclusive sectoral dialogue involving different levels of the system and players is being made. These groups either act as a think tank to feed into the sectoral dialogue or as a forum in charge of designing and validating a global sectoral strategy. The development of a middle to long term education development plan is well underway, which should be the basis of the country's Fast Track Initiative application. A growing inter sectoral collaboration with other line ministries is noticeable; efforts which need to be consolidated.

122.   After decades of minimal interventions, system wide education planning has resumed with each of the three ministries in charge of education either in the process of finalizing or validating its strategy. The aim is to consolidate the three strategies into one sectoral document. Due to the urgency to act and the lack of capacity within the ministry, planning capacity has been secured through the setting up of parallel channels that ensure coordination of a common education policy framework as well as strategy documents. Effective system planning is being supported through the building of a functional EMIS system with a technical committee coordination team put in place to coordinate the EMIS production cycle for all Ministries of Education and Training. Hence, education statistical yearbooks are available since 2007.

123.   The education system's management and piloting of new policies has been decentralized in the hope for better service delivery while the definitions of policies and the design of strategies remain at central level. Ministerial decrees now ensure community involvement in the decision

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making process and financial management at school level through the creation of school management councils and parents committees.

124.   The community has always been very much involved in the financing of education, so much so that even during the height of the crisis the education system continued to function and teachers were being paid their salaries. Communities contribute as much as 70 per cent of the unit cost of education. Given this heavy burden, there has been strong advocacy for the state to play this role. Recent budget dialogue with the Planning and Finance Ministries indicates an increasing awareness of the need to allocate more state resources to education. Consequently, the education budget has increased from less than one per cent during the height of the conflict period to five per cent in 2001 and 11 per cent today.

125.   Following the Constitution, primary education is free and compulsory up to the age of 15. A free primary schooling policy was introduced in 2010 as an answer to the de facto privatization of the Congolese education sector. This policy concerns the first three years of primary and since 2011 also the fourth year of primary education in the whole country but Kinshasa and Lumumbashi. it will gradually expand to cover the six years of primary school and this will be rolled out to the whole territory.

126.   Several initiatives have been undertaken pertaining to the resuscitation of the teaching profession. The vast majority of Congolese teachers are under qualified or unqualified and aging, due to the lack of retirement benefits, or any other benefit for that matter. Teacher salaries are very low, irregularly paid (several months delays) and often tapped as much as 40 per cent by intermediaries because of the poor banking system and cash disbursement of salaries. Salaries are determined according to salary zones which contribute to reinforce regional inequities in favor of teachers in urban areas. Besides, a vast majority of teachers are not being paid by the government but by parents often because they are not registered with authorities. Teachers tend to be under motivated, frequently absent and suffer from a low status.

127.   The policy responses to these issues are varied. A new teacher status has been proposed to Parliament, the adoption of which is expected soon. Teachers falling under the Ministry for Primary, Secondary and Vocational Education, are being registered and integrated into the state's payroll system. Furthermore, an increase of their salaries was obtained with the suppression of regional disparities and the harmonization at national level of teacher pay scale. Effective financial management is a fundamental challenge in a country with a weak banking system. Over 12 million US dollars for salaries is disbursed in cash monthly from Kinshasa and spread to the smallest villages with top slicing of these funds at every stage by all stakeholders involved. Measures are currently being piloted to promote sound financial management while at the same time eradicating the delays in salary payments and securing their integrity - "paie de sécurité and paie par association", a measure which, if successful will be upscaled and generalized. In addition, a mutual company has been set up so that they can now enjoy health benefits. A project is underway to reform the teacher training program with an overhaul of pre- and in-service teacher training so as to better qualify teachers and monitor their classroom practices.

128.   Currently some 72 per cent of pre-primary schooling is private and concentrated in urban centres. In order to increase access at this level, an early childhood policy has been elaborated and the Ministry of basic education is currently piloting a comprehensive early childhood development strategy through an early learning community based program. Interesting enough, the strategy includes children from birth to age 03 and entails an embryonic holistic approach. To ensure quality in this sub sector, specific teachers training programs (pre- and in-service) have been developed in collaboration with higher education institutions. The new policy adopts a holistic and inclusive approach, including the integration of parental education through non-formal education.

129.   In order to address the backlog of physical infrastructure renovation, the rehabilitation of old and building of new schools and classrooms and equipping them is well under way. This

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rehabilitation program is heavily supported by several donors. However, in order to ensure sustainability and given the country's financial constraints, the government has developed technical standards laid down in a guide on construction and costs in an effort to minimize the costs of such an operation. Negotiations are well underway with the communities and it is hoped to be able to start this new program in 2013.

130.   The safety and security of learners at school is a critical issue. It is partly being addressed by the new national school building policy ("Politique Nationale sur les Constructions Scolaires") which determines that new schools should not polarize beyond a radius of five kilometers in order to ensure the security of learners. In an attempt to go beyond the issue of physical integrity, the Ministry is engaged in a reflection with a view to a shared understanding of all that the school space as sacred ("sacralisation de l'école"). One can regret that such a significant move has not made its way into the strategic documents that frame the action of the education system.

131.   Several other initiatives are underway in order to ensure safety and security of students, be it in times of crisis or not. UNICEF has put in place a mechanism of Rapid Response to Movements of Populations to address humanitarian crises and maintain education services even during the height of conflict and war. Furthermore, there are a number of interventions, national and international, that focus on psychosocial care to manage psycho emotional issues. FAWE work relative to gender based violence is worth mentioning here. However, greater collaboration between the education sector and the NGOs seems desirable.

132.   The school's pedagogical environment suffered during the various crises and upheavals. Whole generations of students finished school without having ever had a book in their hands, so much so that a phenomenon of "analphabétisme de retour" is observed among university students who had become functional illiterate. Several projects to address access to books and learning materials are in place. A new national policy on textbooks is proposed by which a minimum package of core subject textbooks is made available at a very modest price to all students in their high school graduating year.. Also of interest here is the fact that this policy aims at combining two requirements for the country, namely at sectoral level the necessity to ensure a sustainable access to books and learning materials to ensure quality of the education while at the same time taking into account the need for growth and development at national level through the creation and / or development of a viable local business sector.

133.   In order to promote peace, the curricula are being reformed to introduce peace education. Via the introduction of moral and civic education as a subject, it is hoped to be able mold the new Congolese citizen, introducing notions of citizenship, democracy and such. The manuals are currently being finalized. Furthermore, the formal and non formal subsectors are collaborating in order to reach children at the margin.

134.   The Ministry for Social Affairs is supporting marginalized youth with a bridging programme into the formal system through academic upgrading training over three years which would allow them to enter formal secondary school. The results of this programme are quite encouraging as, although the unit costs are substantially lower, the pass rates (75 to 85 per cent) are higher than that of the formal system[56].. Further , the program alleviates the potential threat of seven million plus out-of-school children being recruited into socially unacceptable practices such as child soldiers.

135.   Reforms are also underway in technical vocational skills development. Through the ADEA Inter country Quality Node on the subject, there has been a formalising of inter sectoral dialogue and establishment of a ministerial steering committee which is currently reviewing the subsector in terms of programs and curricula.

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[56] Affaires Sociales, 2011a, p. 26

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136.   Despite all the above mentioned promising practices, several challenges could hamper the DRC education system reconstruction if not addressed properly.

137.   The private sector, which is a pivotal player of education provision (some 90 per cent of all schooling), needs to be brought on board in terms of its role and responsibilities to the State. Current legislation has not yet clearly framed these relationships and this can hamper the success of any state initiatives.

138.   There are eight Ministries, three in particular, who deal with education and training. This hampers coordination and collaboration of a sector wide approach. It is compounded by the fact that planning, management and piloting capacities vary from one ministry to the other which impacts on the pace of reform. Hence the approach chosen in DRC whereby each of the main ministries in charge separately develops its own strategies and then the three documents are consolidated in a second phase. In addition, there is no holistic and diversified education approach. Non Formal education is understood more in terms of social welfare than as being an integral part of education.

139.   Coordination of education activities does not seem to be effective for several reasons. As far as donors, one can notice difficulties to reach consensus on some major issues as each of them has its own agenda and priorities which do not always aligned to national priorities. Hence they sometimes by pass the central government to work directly with provincial bodies; some of them even consider going into delivery and direct support to schools, a fact which undermines the ministries' capacity to pilot the system. As for civil society, they often complain about a lack of consultation from the Ministries even on subjects that concern them directly.

140.   A more efficient decentralization calls for clarification of roles and responsibilities of the actors at both levels and as well as their functional link in as far as provincial education ministers are named by the provincial governors and report to provincial parliaments and not to the central ministry of education named by the President and accountable to the national parliament. Furthermore, while there are 11 provinces, there are 30 educational provinces and as many educational provincial heads who are accountable to the central ministry of education. This poses some difficulties in terms of organization of the power devolution which need to be addressed.

141.   Even though a lot has been achieved in terms of planning, capacities within the system are weak, even for Ministry of basic education which is the best endowed ministry in that respect, but who had to resort to international expertise for that matter. Further, EMIS, which is largely externally funded, is weak. Payroll data systems are also an issue of concern. It is pivotal for the Congolese education system to ensure that the planning, management and piloting capacities are available within the ministries. This ensures that planning is not undermined by politicians and traditional authorities who establish schools in their neighborhoods or constituencies without any consultation with the Ministry about the relevance thereof.

142.   Despite several improvements, education financing is confronted with several challenges in the DRC. Public funding for education amounts to 11 per cent of total expenditure. Seemingly the education budget is decided ex ante by the Planning Ministry with little reference to the sectors needs. The budgeting process suffers from a lack of capacity, clarity and transparency. Both at budget and expenditure level, there is little information made available for the larger public. There are consequently, hardly any tools to exercise budget control.

143.   Despite the free schooling policy in place, parents are still expected to pay for the education of their children. Often fees higher than those decided by the ministry who does not have the capacity to see its decisions implemented[57]. Parents seldom have a say in how these funds are expended. School fees have become a way to capture rents. As one researcher noted "Of particular

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[57] EPSP, 2010, p.16

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concern is the calculated way national and provincial school administrations literally "feed" themselves on millions of households" [58].

144.   As much as their fiduciary demands may be legitimate and even though they have concerns relative to issues of integrity and accountability in the DRC setting, the fragility context is not taken into account by donors who are not willing to commit in programs but work at the level of projects, which has less structural and systemic impact and make their financing unpredictable which is seen as not always relevant to the needs.

145.   This assessment shows that the rebuilding and recovery of the Congolese education system, following its devastation by the wars, is well underway with several promising practices that tackle the issues at hand. But for it to succeed, there must be a national environment that triggers a virtuous cycle through the reorganization of the political and economic structures to make them more inclusive, pro-poor and equitable. As long as there is no national effort to "create a new society and citizen", the role of education can only have an ad hoc effect. A key finding of this study is that there is need to restore the authority of the state as a pre condition for effective education reconstruction.

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[58] Verhaghe, 2007, p. 4.

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6. SUMMARY OF LESSONS LEARNT AND RECOMMENDATIONS

146.   Having presented the findings above, the lessons to be drawn will be organized in six domains namely the policy responsiveness to the crisis, the coordination of key stakeholders and the creation of partnerships, responsive management – both sectoral and financial, monitoring and evaluation of policy implementation, responsiveness to the needs of holistic education and lastly, the role good governance creates as an enabling condition for sustainable development. Our premise is that a quick recovery from a crisis is premised on early investment in the national technical skills in policy formulation, planning, sector assessment and financial management. An essential adjunct is the need for regular and formalized social and intercultural dialogue and negotiation with all stakeholders. It is on this basis that resilience, ownership and alignment with national development strategies are embedded in education and training programmes.

6.1.1.   Policy Responsiveness

147.   A crisis and transition process provides opportunities for education policy breakthroughs. This is amply demonstrated in the four countries studied, in particular for improving education access and modes of delivery.

- Kenya made valuable advances in addressing emergencies and conflicts in schools with new peace education curricula introduced, a peace education coordinating unit established, safety and security school manuals disseminated and teachers and officials trained in conflict management and peace building. In order to address the issues of equitable resource distribution and to counter the existing urban bias, the Ministry introduced two models of schooling in each of the 47 counties. "National" secondary schools, focus on providing quality education to bright and gifted students who can apply from all over the country. The "Centres of Excellence" are highly resourced model schools from which surrounding schools can draw upon. These will be distributed widely across counties

- The Ministry of Education in Liberia and DRC introduced a comprehensive education reform covering a wide range of policy initiatives from improving access, efficiency and quality. A comprehensive early childhood development strategy is addressed in Liberia while DRC is piloting a community based ECD model. While Liberia addresses issues of indigenous language teaching, consensus around this question, although on the agenda of the national authorities in DRC, seems difficult to reach. Both countries introduced governance at decentralized levels with greater participation of local actors in education and training issues.

- All the countries studied introduced variants of fee-free education in the formal schools. Kenya's policy includes secondary schools and the DRC limits its policy to the first four years of primary schooling as of now which will in the coming years, cover the whole primary education. In Zimbabwe, the focus is on fee-free tuition in rural primary schools as they are deemed to be the neediest socio-economic grouping.

- In all of the countries studied, school management committees were given new powers of decision making and accountability for education resource allocations. In Zimbabwe, they were given new powers on resource mobilization and paying teacher incentives which, to some extent has led to a worsening of resources in disadvantaged schools as teachers migrate

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to the wealthier schools where incentives are higher. The positive impact of such a strategy in the DRC is yet to be seen because of the power of faith-based school networks who preferably report to their administrations rather than to the parents.

148.   A common finding drawn from at least three of the these country studies is that policies tend to be adopted wholesale from international best practices without sufficient learning and adjustment on how they will translate into new contextual realities. Ministries tend to lack the initial capacity to formulate their own specific policies and they are often driven by international donors' preferences, expertise and advice. There is a tendency to focus on hard policy (as specified in legislation) rather than soft policy – the rules and guidelines for implementation. The adoption of a policy model or strategy is often based on political perspectives and reasons.

- In Liberia, free primary education was implemented with financial support to schools through per capita grants but there was a high degree of financial mismanagement as the procedures to accountably disburse grants to school heads were insufficiently formulated.

- In Zimbabwe, the Ministry is rolling out a child friendly schools strategy using UNICEF head office materials through cascade training but teachers and schools have no local child rights materials to contextualize the training. Another example is the objection by some teacher unions to the introduction of a compulsory HIV/AIDS subject, pushed by donors, into an already overloaded curriculum with no additional training for the teachers expected to teach it. The content of the subject is being questioned in terms of its cultural relevance.

- Similarly promises made by Kenyan political parties to decentralize governance by one political party in contrast to a recentralizing policy promise by another has led to a coalition of compromise governance structures that are neither one or the other . Fee free education policies were also widely promulgated as vote seeking strategies. However, the Ministry is finding it extremely difficult to financially sustain these.

149.   A common challenge facing all four countries, and many other African countries, is that policies and strategies on technical vocational skills development are poorly conceived and articulated as they stand at the intersection of several fields and depend on many different actors both within the private sector and affected ministries. A finding from these case studies is that although there is a growing recognition that skills development strategies can begin to address the employability of youth, a critical dynamic in a reconstruction context, there is an overall lack of leadership and direction in this regard. Skills development strategies range from developing low-end skills focused on poverty alleviation to high level and intermediate technical skills in manufacturing, engineering and construction. The complexity of developing a skills development strategy and policy is compounded by the multiplicity of roleplayers and the overlapping mandates of various players in both ministries and the private sector. There is also a perception that producing a coherent policy in this area requires a major restructuring and use of scarce resources which could potentially end in failure This lends itself to a lack of agreement on the direction on how to tackle this issue.

150.   There are some preliminary steps Ministries could take to respond more holistically to the need for a coherent policy on skills development. Below is some illustrative examples of policy blockages :

- In Liberia, there are two ministries – that of Education and that of Youth - with overlapping portfolios but limited integration on skills development strategies for out of school youth. Additionally, there is potentially a misalignment of newly created structures dealing with the sub-sector – the Bureau of Science, Technical and Vocational Education in the Ministry of Education proposed under the new Education Reform Act and the proposed creation of a new

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National Commission for Technical/Vocational Education and Training which would consolidate the various scattered programs on vocational education and strengthen existing vocational training centers around the country.[59.]

- In DRC, several ministries are involved in technical and vocational training which could be an avenue to reach out to the 7 million or more out of school and vulnerable children and youth. But the subsector suffers from lack of coordination, underfunding as well as irrelevance of the existing curricula offerings. Further, non formal education is not a recognized education option but often seen as a social welfare strategy.

- Some countries like Zimbabwe offer vocational subjects in the upper secondary level but these are not recognized as credits to access post secondary institutions.

151.	A tension between country specific policy goals of developing sustainability, driven through national inter-sectoral strategies, and international Millenium Development Goals or Education For All targets, often driven by donors, is sometimes apparent. Both Zimbabwe and Liberia indicated instances where they would have preferred to target external funds into interventions that would have kick-started an economic growth node, such as a defunct publishing industry or an agricultural growth corridor, instead of focusing on achieving maximum economies of scale (in purchasing textbooks outside the country) or of thinly spreading resources to achieve greater distribution (by building schools in remote areas, more costly because of their remoteness). Sometimes kick starting economic growth in post-crisis situations requires focused interventions to build comparative advantage that are not necessarily beneficial for all.

152.	A positive practice worth mentioning is the use of local language in policies. Usually policies are couched in academic language not really emphasizing the link between recommendations and reality. Liberia's gender policy refreshingly uses Pidgin English in much of its text allowing this direct connection. Having said this, it is noteworthy that Liberia, contrary to well established research on improving literacy, does not advocate mother tongue instruction in the early primary grades unlike the other countries studied. Similarly, Kenya puts policy into simple terminology and into national indigenous languages for distribution among communities.

153.	Faced with three main ministries dealing with education with differing levels of competency and mandate, and the need to urgently address education reconstruction, the DRC government has put parallel structures in place that were able to quickly produce the necessary analysis, elaborate strategy as well as create implementation documents for system planning and managing capacities in the middle to long term. But, great caution is needed in this respect as it can be easy to get off track in this balancing exercise.

154.	In conclusion, an overall finding of the country studies is that there is weak social dialogues among the various actors, at the institution or at the level of the individual, on what these policies mean for beneficiaries and communities, there is often problems with implementation and adoption of them. There is also a tendency for the countries studied, particularly those recently emerging from conflict with low levels of internal capacity to adopt policies borrowed elsewhere without taking into consideration the realities of implementing them in context with the dynamics of their country situation.

## 6.1.2.	Key Players, Stakeholders, Partnerships.

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[59] AllAfrica.com (2011) Liberia *Cabinet Supports Policy Issues for Improving Minimum Wage and Strengthening Technical/Vocational Education and Training.* Retrieved 22 September 2011 from: ttp://allafrica.com/stories/201105241346.html

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155.   Social dialogue on the successes and failures of policy interventions is a vital feature for policy learning. Where Ministries face poorly coordinated internal structures and this is exacerbated by weak internal communication and dialogue – common features in most of the countries studied, the Ministry's capacity for policy learning and management responsiveness is limited.

156.   In some countries, where the donor network seems robust and aligned, synergies among donors and government have produced some innovative practices, notably in financing mechanisms and emergency responses, particularly in Zimbabwe and Kenya. The Cluster mechanism in these countries also allowed the small grassroots NGO's to establish a voice in sector dialogues on education issues. Formalized social dialogue between government and development partners seems critical in providing quick responsive action. However, the trust gap remains as there is a lack of consensus on issues of governance and transparency on the one hand, and a perception that donors are pushing their own national agenda which are not necessarily alignment to national priorities of the partner country, on the other hand.

157.   There is a potentially unequal partnership between donors and government in the post-crisis countries studied. This creates a misalignment of goals; particularly a lack of ownership when resource mobilization and donor buy-in rely on external expertise. There is a tendency in some of the countries studied for government to be left with donor projects for which they had not planned.

158.   In at least three of the studied countries government has made concerted efforts to engage civil society in various nationhood and peace building initiatives while also addressing communities fundamental needs. These have had varied levels of success with a tendency to focus on metropolitan areas and easily accessible regions. This initiative is hampered by weak civil society, particularly in Liberia and DRC where there are high illiteracy levels and power dynamics unfavorable to non state actors due to their lack of organization and lack of access to funding.

159.   In all the countries studied, communities play a critical role in supporting and promoting education access and quality. With increasing empowerment of decentralised structures, school development/management committees, particularly in DRC, Zimbabwe and Kenya have enhanced community participation in education. In all the countries, in the face of crisis and reconstruction, households and communities have filled in the voids left by government to restore education services but challenges remain where poor communities are not in a position to resource or manage schools. A general finding is that policy implementation and community involvement face challenges of political affiliations potentially leading to inequitable resource distribution in some areas.

160.   In conclusion, where Ministries of Education face fragmented internal structures or its portfolio is split across multiple ministries, coordination and synergy of strategy is difficult. Development partner alignment and grass roots NGO coordination is enhanced where UN Cluster mechanisms exist. A trust gap between donors and ministries continues on issues of governance and financial management. Where there is not strong coordination by ministries, donors tend to follow their own agenda. Alternatively, good coordination with donors, leads to responsive innovative practices which rapidly addresses crisis and reconstruction issues. Community engagement in education is resilient under the worse conditions but unless there is careful recognition of the specifics some communities face, many poor communities are marginalized.

6.1.3.   Responsive Management – Finance and Sectoral

161.   Responsive education management operates on many levels but needs to be guided by an overall plan for the sector. The inclusive development of a comprehensive multi-year sector plan setting out nationally agreed policy goals ensures the relevance and buy-in by key stakeholders and roleplayers. Effectively putting the sector plan into operation requires responsive decision making at various levels of governance in compliance with internal procedures and regulations. Responsive management requires good information systems and persons with sufficient technical skills to generate

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strategic information for decisions on where to allocate staff and resources and how to adjust these responsively to changing situations. It is against this scenario that the four countries were assessed.

162.   A sector plan is critical for laying out the performance targets of ministries and ensuring the mobilization and alignment of resources. The countries studied could be ranked on a continuum where there are ministries in the process of developing sector plans (over a number of years in the case of Zimbabwe and DRC) to those which are inclusive but largely developed by expertise external to the Ministry (as in the case of Liberia) or where the sector plan developed with internal expertise is multi-year, comprehensive and inclusive but is stalled through contestation over the use of external funds (in the case of Kenya). Liberia has successfully used its sector plan to raise external funding from the Catalytic Fund, managed by the Fast Track Initiative. Zimbabwe and the DRC are seeking similar strategies for mobilizing external funds but delays have put such arrangements on hold.

163.   Poor planning and sector management skills impact on the ability of Ministries of Education and Training to respond effectively to education needs. The technical skills necessary for good sector management are limited by resources and the low status given them in the institutional architecture in the countries studied. A finding is also that there is a tendency to go to scale with major education reforms, such as the introduction of fee-free policy initiatives and curricula reform are without piloting them, which while buying initial political legitimacy, causes problems for planning and management.

164.   Kenya, however, presented promising lessons in ensuring that sub-sectoral and sector planning in education is aligned to its national vision. This is not always explicit in the other countries studied.

165.   In response to their country crisis, at least three of the studied countries developed rapid needs assessment of the impact on education services. These were successfully used to coordinate action and raise funds by partners.

166.   All countries studied are following a strong decentralization imperative for increasing engagement with local structures and communities in governance. This has mixed results, particularly where communities have limited human resources and are demoralized or severely weakened by crisis context. Further, where there is a dependency on donor hand-outs (such as in some refugee camps in Liberia and Kenya), unless there has been clear inclusion in decision making from the start by the community, such dependency undermines the strength of community resilience and leadership.

167.   In all four countries studied, their financial managements systems are a challenge. Procurement system are cumbersome and a lack of skilled personnel can cause delays of up to eight months in some countries. Financial systems are subject to abuse and allegations of corruption dog the Ministries in at least two countries. The complex nature of the financial system and the inadequate internal capacity to effectively use the systems is another feature of the countries studied. The multiple donor demands for transparent procurement and disbursement of their funds further complicates public sector financial management.

168.   There is a tendency for donors to bypass government financial systems with their own project funds which does not favour empowerment, ownership and capacity building. The project approach tends not to have a structural impact and enhances dependency on project funding.

169.   Fiduciary risk can be diminished by creating parallel transition funding arrangements which can open up increased resource mobilization and partner coordination. A challenge is alignment to national development goals. Such mechanisms can be a step towards establishing more formal sector coordination. Cluster arrangements can support such an approach and ensure NGO sector's involvement.

170.   External funding is difficult to source in transition period as compared to an emergency or stable situation in a country. Often the governance systems are perceived as risky and donors lack

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confidence to invest in them. Nevertheless, as shown by Liberia, and in particular, Zimbabwe , new funding modalities are possible that can raise sizeable amounts of money without the huge emphasis on internal capacity for financial management or even sector analysis (as is a required precondition for FTI funds). It was suggested in some quarters that donors should factor in the crisis context and « lower » the fiduciary demand in the emergency period while simultaneously building that capacity for recovery stage. The key finding on financial management is that it is essential that there is investment made to build internal capacity and systems for a quick recovery and effective education response.

6.1.4.   Monitoring and Evaluation

171.   The production of reliable and comprehensive statistics, on which good diagnoses depend, is often lacking particularly in post crisis countries because of their insecure contexts. Where however, there is investment and some status given to regular statistical production such as in Liberia, this has given rise to a confidence in their monitoring and evaluation systems. In Kenya, the investment and status in statistics is low and monitoring and evaluation is perceived to be weak. In Zimbabwe, official information and statistics is seldom released and hence performance assessments of the sector tend to be lacking. In the DRC, statistics are incomplete, their quality questionable and provide insufficient information for comprehensive sector assessments and planning. All the countries studied face issues of ensuring sustainable production of statistics, particularly in the DRC and Liberia where government is almost totally reliant on external funding for this function.

172.   Statistics underpin effective management but are costly to produce. Recently, the emphasis internationally is for ministries to move towards using transactional information systems rather than the more costly and static annual census system. The former rely on the monthly information passed between schools, their regional office and head office. At least one country, Liberia. is moving in this direction, with innovative lessons to share in using mobile and solar technology to link schools to their county and head offices. In Kenya, the Ministry is investigating mobile technology to speed up the turnaround time on statistical profiles of schools.

173.   Monitoring education progress must also include monitoring underlying causes of fragility and the role of education within that. The finding is that there is insufficient attention in this regard in the countries studied. Kenya offers the most promising practice whereby the Ministry of Education participates as one of nine ministries in the National Committee on Disaster Prevention and Management. Additionally, most education sector strategies target equity and to some extent seek to address the needs of vulnerable groups. The factors below need to be made more explicit in ministries' monitoring and evaluation systems. These include:

- Accountability tracking of equity and transparency, with particular reference to the distribution of educational resources (qualified teachers, textbooks, training, furniture, etc).

- Accountable governance, with a focus on the level of engagement of communities (representation on district/county decision making bodies, school committees, etc).

- Changes in poverty rates, focusing on food insecurity, and the hidden costs for households accessing education (school levies, uniforms, lunches, etc).

- Inclusivity and support for vulnerable groups, in particular orphans and vulnerable children, girls, marginalized communities, ex-combatants, internally displaced persons, refugees, rural, out of school children; under educated youth, nomadic pastoralists and minority language groups.

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174.   The finding is that there is insufficient investment by all four countries in their monitoring and evaluation and quality assurance systems. As a consequence there is insufficient research and feedback on what works. Even where quantitative analyses prevail, they often fail to provide the complex information needed to understand evolving realities. An approach proposed by this study is that technical information is essential but not sufficient. Strong stakeholder engagement at the local level which allows horizontal network learning (by the community, government and politicians) enhances more appropriate decision-making and consistent follow-up in monitoring and evaluation.

175.   In conclusion, more investment is needed by ministries of education in monitoring and evaluation systems that feed information to stakeholders and decision makers at the local levels on a regular basis. Ministries are urged to explore new technology platforms – such as the use of mobile phones, and reliable power sources such as solar, which significantly reduce the costs of providing information and significantly increases the speed and regularity of information generated. This will empower local level solutions to education challenges.

6.1.5.   Holistic Approach

176.   Overall, there is a general lack of recognition of the value of holistic approach to education as all four of the countries studied are largely still stuck in old paradigms where disproportionate attention is given to and resources allocated to formal education and primary schooling in particular. Options for non-formal or articulated education offerings for life-long learning are seldom recognized.

- Kenya, is perhaps the most innovative in this respect with promoting mobile schooling and offering parallel systems at university but the perception is that the impact is not wide enough. Nearly all public and most private universities offer open and distance learning opportunities.

- Zimbabwe is moving towards embracing holistic education but there are still sizeable challenges in addressing the needs of its under-skilled youth. In particular, it has introduced pre-primary in all state primary schools; re-priorized Non Formal Education, introduced parallel and modular enrolment in its higher education institutions as well as distance education modalities. However, the education system favors the formal academic system and despite the multiple certificate vocational programmes offered to youth, the complaint is they are not valued in the market place or articulated with other formal education programmes.

- Liberia has made significant strides in fast tracking out of school children and illiterate youth with education through accelerated learning programmes and core education skills interventions. However, learner exit profiles remain problematic with few opportunities for different modes of education to articulate with each other. There is no national distance education provision in Liberia.

- DRC is very focused on primary education and does not recognize non formal education as an alternative mode to life-long learning.

177.   Technical and vocational skills development (TVSD) is gaining recognition for addressing the needs of unemployed youth but there is insufficient evidence on how transferable education outputs are in improving employability of youth. There is a dual approach to TVSD that is needed in most of the post-crisis countries. There is the need to address the skill needs of a rapidly

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changing technology as well as the skills for food production in agriculture and other craft skills. Post conflict countries typically have large informal markets, extractive type industries and agriculture.

178.   In order that TVSD programmes address specific labor needs, there is a new role for the private sector to play in shaping the development of technical curricula – this is being explored in Kenya. In countries where private sector is poorly developed, this is a challenge as their skills needs of today may not be relevant in the near future.

179.   An intra-sectoral approach is essential, especially for skills development, but the findings indicate poor coordination among players, a competition for resources, and that the concept of skills development poorly articulated among role players.

180.   In conclusion, although there is support for a diversified education vision in the studied countries, there are too many challenges facing its implementation– a lack of financial support; too many players and poor coordination among them, and political risks in tampering with the status quo.

6.1.6.   Governance

181.   A key finding drawn from the study is that clear and informed government leadership and capacity is critical. Overt divided political alignments are a major hindrance as is evidenced in Kenya and Zimbabwe, and possibly the DRC.

182.   States emerging out of a prolonged conflict or crisis face special challenges in terms of governance. Underpinning good governance is capacity in planning and management, and in particular financial management. This capacity allows quick responsiveness to potential conflicts and the ability to address issues of sustainability, accountability and equity in resource distribution. It is also key in managing the balance of power with stakeholders and external partners.

183.   Complex or multipronged reforms, if not properly managed, can have more negative impact than slower evolving education changes. Where states are still building their capacity in planning and management, it is advisable to pilot new reforms and ensure ownership at the local level with simple innovations.

184.   Decentralization of service management can exacerbate challenges at the local level. For example, mixed political incentives, weak capacity and limited financial resources can lead to deprived communities experiencing deteriorating standards much as they can bring service delivery closer to the people and directly address their real needs.

185.   Such are the major lessons that seem to have been drawn from the knowledge acquired on the reconstruction of education.

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7. CONCLUSION

186.　　　A paradigm shift in how the world operates is currently happening. Unemployment world wide is at record levels and fiscal fragility is widespread even in the high income countries. The events in Europe of recent months provide a clear indication of the risk for renewed economic and financial stress globally. This impacts on how countries prepare and plan their human capital development strategies. These strategies need to address this paradigm shift by moving to a holistic integrated and inclusive approach to education and training which addresses the various needs of learners by adopting different modalities and alternative pathways. Research indicates that this is an important approach, particularly among states emerging from a conflict or crisis, that ensures long term social stability and increased resilience to the onslaught of changing global scenarios which impact on national economies.

187.　　　Given this emerging scenario of diminishing financial resources globally, and the rapidly changing nature of world economies, there is a growing imperative that public sector systems become very results orientated in their management approaches. This requires an increasing reliance on evidence based strategies in policy formulation, planning, and financial and sectoral management. Going beyond this to looking at the specifics of education reconstruction in countries transitioning from a crisis, the findings of these studies indicate that where governments have taken informed leadership on education reform supported by internal capacities, there is a tendency for promising practices to emerge. Where they have either been driven by external actors or have had to rely heavily on external technical expertise in designing education interventions, there is a tendency to not take cognizance of contextual and institutional specificities and the dynamics giving rise to challenges. This can lead to failure or incomplete implementation of education reforms.

188.　　　In terms of policy responsiveness to education needs in fragile situations, it is critical that there is recognition by ministries of education that new complex multi-pronged policies can have adverse effects if introduced too rapidly and without the true engagement and ownership of the implementers. A promising practice evidence in at least two of the countries studied is simplifying and packaging policy messages in local languages that can be understood by the citizenry.

189.　　　Community support for education is resilient under the right conditions. Even under the worse conditions, communities maintain education services. However, communities demoralized and weakened by conflict and marginalized by socio-economic situations will struggle to keep up with education reform that is highly decentralized. New pro-poor strategies may be required to ensure some communities and districts effectively participate in education reconstruction.

190.　　　One of those right conditions is social dialogue on the successes and failures of policy interventions. Countries that have adopted an inclusive approach to wide stakeholder engagement with new policies have tended to develop more appropriate education reforms. Implementation of policies is more effective when education reform is well coordinated by unified internal ministry structures and where development partners and other role players, such as NGOs, are aligned with government priorities. Good coordination with donors leads to responsive innovative practices which rapidly address crisis and reconstruction issues.

191.　　　Public service delivery in states in fragile situations, a characteristic of the countries studied, is highly dependent on funding by external partners who then have increased role in the formulation and design of human capital development strategies. In order to balance the priorities of donors with national objectives of the public sector, it is important that ministries develop, with their own internal capacity, multi-year sectoral plans involving key stakeholders. In order to effectively implement these plans, investment in internal capacity to manage and run financial systems is critical.

192.　　　Planning, monitoring and evaluation capabilities is also crucial for early recovery of the system. They are also essential tools in monitoring the underlying causes of fragility and the role of

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education within that. It is not possible to address issues of equity, accountable governance and inclusivity without these competencies. All the countries studied under-valued them to varying degrees.

193.   New technology platforms – mobile and solar – are revolutionizing management information and payroll systems. Liberia and to a lesser extent Kenya, are leading the way in reforming these systems and ensuring fast, responsive internal communication and regularized salary payments to staff in hard to reach schools and communities.

194.   Among the countries studied, there is growing awareness in government that there is a need to look at a comprehensive and integrated approach to education that prepares the learner for the world of work. More recently, there is also a recognition that the majority of learners, fall outside of the formal system and that they need a variety of education modalities to engage in skills development both at the high end with rapidly changing technological demands and at the lower end with basic functional literacy and numeracy.

195.   Numerous lessons can be drawn from these case studies which can inform further policy dialogue, both at the national level among local stakeholders in these countries, as well as international discourse on promising practices and common challenges facing countries emerging out of crisis in rebuilding their education systems.

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