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Page 4 Date 27-Jan-2003

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Full Item Register Number [auto] CF/RAI/NYHQ/SP/SSC/2003-00009

Ext Ref: Doc Series/Year/Number

Record Item Title

Children and Development in the 1990s: A UNICEF sourcebook - on the occasion of the World Summit for Children (1990: 28-29 September). Part 4 of 6. Pp 135-184. Total 266 pages

Date Created / on Correspondence 29-Sep-1990

Date Registered

Date Closed 30-Sep-1990

Primary Contact Owner Location Rijuta Tooker (Temp Assist)

28-Dec-2001

Special Session & Global Movement For Chil =

Home Location
Current Location

Special Session & Global Movement For Chil = Special Session & Global Movement For Chil =

Fd1: Type: IN, OUT, INTERNAL Fd2: Sender Ref or Cross Ref Field 3

> File Container Record ID File Container Record (Title)

CF/RAF/USAA/DB01/2001-06648 Background Documents (WSC)

N1: Number of pages 50

N2: Doc Year 0 N3: Document Number

Full GCG Code Plan Number Record GCG File Plan

Da1: Date Published

Da2: Date Received

Date 3

Priority

Record Type

A01ed Item Spec Proj - CF/RAI/NYHQ/SP/SSC

DOS File Name

Electronic Details

No Document

Alt Bar code = RAMP-TRIM Record Number

CF/RAI/NYHQ/SP/SSC/2003-00009

Notes

Print Name of Person Submit Images

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Number of images without cover

Paulette Spencer

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UNICEF

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Water and sanitation

In brief

The Goals: Universal access to safe drinking water by the year 2000. Universal access to sanitary means of excreta disposal by the year 2000.

In the countrysides, cities, and peri-urban slums of developing countries, 1.2 billion people still lack access to safe water and 1.7 billion lack access to appropriate sanitation. The toll on individuals and societies is high: Illness from water-borne and water-washed diseases, including diarrhoeal diseases, debilitates and kills many, particularly young children. And women and girls, who face the gruelling chore of fetching water in most cultures, spend time and energy they can ill afford, walking as much as five kilometres a day for water of questionable purity.

Although progress was made during the 1980s, it is estimated that the implementation rates for water coverage in the 1990s will have to increase by 1.5 to 2.5 times those of the 1980s in rural and urban areas respectively; rates for sanitation will need to increase 3 to 4 times those of the 1980s in urban and rural areas respectively.

The political will to address the problem is needed. Additionally, resources must be reallocated from high-cost to low-cost technologies; community financing needs to be intensified; and private sector involvement needs to be enhanced. Sound sector management is necessary, including the establishment of coverage status, definition of goals, and annual monitoring of inputs and coverage in each country.

Currently, in developing countries (including China), an estimated 1.2 billion people—or 31 per cent of the population—do not have access to adequate, safe water supplies.

Similarly, an estimated 1.7 billion people—43 per cent of the population of developing countries—are without access to appropriate sanitation.

Communities pay exceptionally high prices in terms of physical health and social well-being for the lack of access to such vital resources as water and sanitation. For example, many diarrhoeal diseases are water-borne, water-washed, water-based, or otherwise water-related. In 1985, WHO reviewed 67 studies of water and sanitation from 28 countries and found that improvements in water quality and accessibility cut diarrhoeal morbidity rates by nearly 40 per cent. Experts believe that reductions in diarrhoear related deaths would be even higher.

Percentage reductions in diarrhoeal morbidity rates attributed to water supply or excreta disposal improvements

rcenta	redu	ctio	n

Type of intervention	Number of results	Median	Range
All interventions	53	22	0-100
Improvements in water quality	9	16	0- 90
Improvements in water availability Improvements in water quality	17	25	0-100
and availability	8	37	0- 62
Improvements in excreta disposal	10	22	0- 48

Source: Esrey, Freachem and Hughes, "Interventions for the control of diarrhoeal diseases among young children: Improving water suplies and excreta disposal facilities", Bull. WHO, 63(4), 757-772 (1985).

And women and girls, the principal carriers of water in most cultures, have to walk long distances, sometimes up to five kilometres, to fetch water that may or may not be safe. The effort expends calories these women can ill afford, and leaves them with less time and energy to care for their children, to participate in social activities, and to meet other responsibilities.

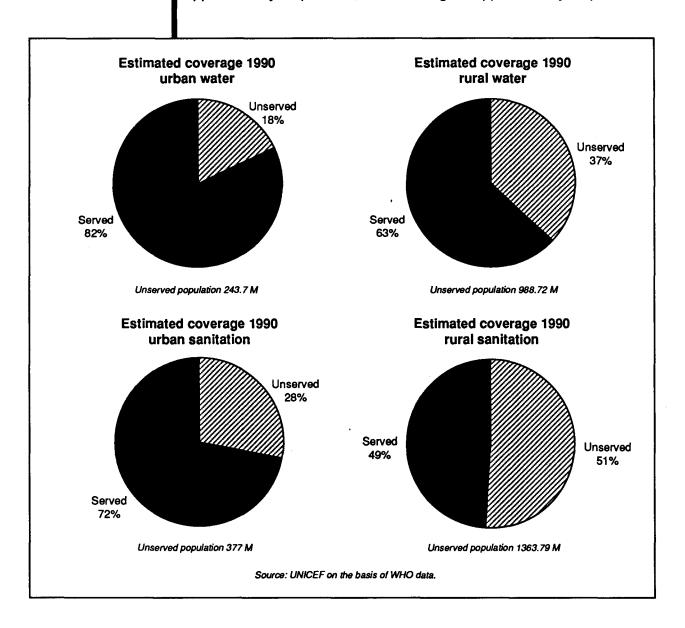
Where the world stands now

On 10 November 1980, the General Assembly of the United Nations proclaimed the period from 1981 to 1990 the International Drinking Water Supply and Sanitation Decade. The primary goal of the decade was to achieve universal access to water and to sanitation in developing countries by 1990. Individual countries have their own definitions of "access," but with regard to water, access is often taken to mean the availability of at least 20 litres of safe water per person daily, at a source within one kilometre from

a user's dwelling. Access to sanitation can be understood as a way of disposing of excreta and waste that can be considered sanitary in a given set of circumstances.

After 10 years of intense global effort, an additional 1.3 billion persons were served with water. World-wide access to water has risen by 5 per cent in cities and by 33 per cent in rural communities. In developing countries, urban water coverage is now approximately 82 per cent, and rural water coverage is approximately 63 per cent.

The decade saw more than 700 million people served with sanitation facilities. Global urban sanitation rates rose by 4 per cent, and rural rates rose by 32 per cent. Currently, urban sanitation coverage stands at approximately 72 per cent; rural coverage is approximately 49 per cent.



The much larger increase of coverage witnessed in rural areas is essentially related to the fact that there were, in general, very few infrastructures in these areas in 1980; low-cost technologies were widely used to provide "first time" services during the 1980s; and in urban areas, while considerable investments were made to rehabilitate or upgrade existing services, these did not always expand service coverage.

The causes for lack of coverage

Several factors have contributed to the problem of inadequate access to water and sanitation:

- Over the years, development has tended to favour central cities and wealthy suburbs to the detriment of rural areas and lowincome urban neighbourhoods.
- More money—80 per cent of global sector expenditures—has been spent on high-cost technologies, such as water treatment plants, suited to wealthy urban environments. These mechanized, hightechnology systems can cost as much as \$550 per capita. Only 20 per cent of global expenditures has been allocated to low-cost technologies such as boreholes and wells with hand-pumps, gravity-fed facilities, and rainwater catchments. Suited for rural communities and low-income urban areas, these cost less than \$50 per capita.
- A properly devised action plan and better management of the sector are needed, as are more trained professionals and technicians.
- Ways to fully involve women in water supply programmes, especially in maintaining systems, have not been devised.

Sanitation, unlike water, is not an immediate, felt need. So while many of the above factors affect lack of access to both water and sanitation, one of the most important keys to the success or failure of sanitation programmes is the degree of community involvement and social mobilization such programmes achieve. Until recently, engineering techniques were considered the solution to sanitation problems. Now, however, it has become clear that, especially in rural areas, people need to be educated about the hazards of poor sanitation and how these hazards relate to the water supply.

What can be done

To ensure universal access to safe water, the implementation rates for the 1990s need to be raised by 1.5 to 2.5 times those of the 1980s in rural and urban areas respectively.

The implementation rates required to reach the goal of universal access to sanitation are 3 to 4 times those of the 1980s in urban and rural areas respectively. Yet, sanitation readily lends itself to social mobilization and is less capital intensive than water supply programmes. So the sanitation goal can also be achieved, although it will take a greater effort.

Available resources can be used more efficiently if there is a willingness to learn from the experience of the past decade. This experience has taught us the need to:

- Assure sustainability by relying on community management with the active participation of users (especially women); local control of operation and maintenance; and introduction and/or expansion of cost-sharing and cost-recovery measures.
- Strengthen human resources and institutions. Support is needed in training technicians and professional staff, equipping warehouses, offices, and workshops. The exchange of experiences between developing countries needs to be facilitated to prevent errors from being repeated as well as to replicate positive developments.

Currently, 80 per cent of global spending on water and sanitation goes to technologies such as water treatment plants, costing as much as \$550 per capita, suited to wealthy urban environments. Low-cost technologies such as boreholes and wells with hand-pumps, suitable in many rural and urban situations, cost less than \$50 per capita.

- Encourage widespread use of low-cost technologies and devote a greater proportion of investments to these relative to high-cost (conventional) technologies.
- Give greater priority to peri-urban slums, rather than focusing only
 or mainly on rural areas. Many rural people who migrate to urban
 areas settle in the peri-urban fringes, thereby creating a unique set
 of health and social problems.
- Increase the monitoring and evaluation of projects so that information from individual communities (regarding the cost-effectiveness of techniques, technological innovations, and improved social approaches) can be disseminated throughout the sector.
- Continue to link water and sanitation vigorously with health and related concerns, especially with the control of diarrhoeal diseases, eradication of Guinea worm disease, control of schistosomiasis, and reduction in cases of trachoma.
- Mobilize individual communities and whole nations to achieve greater awareness of problems caused by lack of access to clean

water and sanitation and their solution, learning from the systematic mobilization techniques used in the Universal Child Immunization (UCI) programme. Enlist support of governments, international agencies, bilateral donors, and the private sector to generate or reallocate funds to accelerate the coverage rate.

 Support research to refine and modify existing low-cost and highcost technologies, thus reducing the long-term costs of water and sanitation.

What universal access will cost

Approximately \$10 billion was spent annually in developing countries for water and sanitation in the 1980s. Governments, on average, contributed about 65 per cent of this amount, and external support agencies provided the remaining 35 per cent.

On the order of \$35 billion per year will be needed during the 1990s, if total coverage of water and sanitation is to be achieved by the year 2000. This estimate implies the use of low-cost technology (\$30 per capita for water supply and \$20 per capita for sanitation) for rural populations globally, as well as for 25 per cent of all urban populations. It also implies the use of "intermediate technologies", costing \$100 per capita for water supply and \$25 per capita for sanitation for an additional 25 per cent of the unserved urban population, and high-cost technology (\$550 for water and sanitation) for the remaining 50 per cent of the unserved urban dwellers.

Using this model, over 80 per cent of the currently unserved population could be reached with less than 30 per cent of the total required investment.

To reach the accelerated implementation rates, the following are both necessary and feasible:

- Reallocation of financial resources. Currently about 80 per cent of funding goes toward high-cost technologies and 20 per cent toward low-cost technologies. A ratio of 70:30 would represent a better funding ratio for high-cost and low-cost technologies.
- New resources allocated to water and sanitation, particularly from external agencies, are required.
- Community financing via cost-recovery and/or cost-sharing mechanisms that are already in progress should be intensified.
- · Private sector involvement should be enhanced.

Universal access and the Summit

As political will is so crucial for the attainment of universal access, the World Summit for Children is an ideal forum for political leaders to give priority to achieving the goals on time.

An important first step would be by declaring that access to clean water and sanitation is a right of every child and endorsing national and global efforts for achieving universal access.

To meet the goals, each country needs to give priority to the following:

- A local review of their country's status regarding water and sanitation; its coverage as of 1990; a target date for universal access, and annual increments of coverage expected between 1990 and the target date; the types of assistance required initially and in the long run.
- Establishment of an action plan for the 1990s. This should be based on the above reviews of the country's status.
- Establishment of a monitoring unit by the government with help, if necessary, from external support agencies. This unit will monitor the entire water sector on an annual basis, using a local definition of "access."

Further reading

"UNICEF and the 1990s: The Water and Sanitation Sector Workplan for 1990-1995," Document WET/628/89. UNICEF. 1989.

Draft "Decade Assessment Report." who. Geneva. 1989.

WATER AND SANITATION

		% of population access to safe w			% of population wi access to sanitation 1985	
	Total	Urban	Rural	Total	Urban	Rural
LATIN AMERICA & CARIBBEAN	70	85	43	62	80	23
Argentina	56	63	17	69	<u>7</u> 5	35
Bolivia	44	75	13	21	33	10
Brazil	78	85	56	64	86	1
Chile Colombia	94	98	71 75	85 70	100	4
Costa Rica	92 91	100 100	76 83	70 94	96 99	13 89
Costa rica Cuba	91	100	83	94	99	03
Dominican Rep.	63	85	33	28	41	10
Ecuador	58	81	31	67	98	29
El Salvador	52	68	40	60	82	43
Guatemala	38	72	14	24	41	12
Guyana	77	100	65	86	100	79
Haiti	38	59	30	21	42	13
Honduras	50	56	45	30	24	34
Jamaica	96	99	93	91	92	90
Mexico	77	89	47	58	77	13
Nicaragua	49	76	11	27	35	16
Panama	83	100	64	81	99	61
Paraguay	29	53	8	86	89	83
Peru	55	73	17	50	67	12
Trinidad & Tobago	98	100	95	98	100	95
Uruguay	85	95	27	59	59	59
Venezuela	90	93	6 5	51	57	5
MIDDLE EAST & NORTH AFRICA	76	98	55	N/A	N/A	N/A
Algeria	68	85	55	57	80	40
Egypt	73	92	56			
Iran, Islamic Rep.	76	95	55			
iraq	87	100	54	75	100	11
Jordan	96	100	88	61	92	
Kuwait		97			100	
Lebanon	93	95	85			
Libyan Arab Jamahiriya	97	100	90			40
Morocco Oman	60	100	25			16
	53	90	49	31	88	25
Saudi Arabia Svria	97 76	100 98	88 54		100	
Syria Tunisia	76 68	100	34 31	52	84	16
Turkey	78	95	63	36	04	10
United Arab Emirates	70	30	00			
Yemen	42	100	25		83	
Yemen, Dem.	54	85	32		63	
AFRICA SOUTH OF THE SAHARA	35	69	23	30	61	15
Angola	30	87	23 15	30 19	61 29	15 16
Benin	52	80	34	35	58	20
Botswana	54	84	46	42	93	28
Burkina Faso	67	43	69	9	44	đ
Burundi	26	98	21	58	84	56
Cameroon	33	43	24	46	100	. 1
Central African Rep. Chad		13				
Congo	21	42	7			
Côte d'Ivoire	19	30	10			
Ethiopia	16	69	9		96	
Gabon	92					
Ghana	56	93	39	30	61	16

WATER AND SANITATION

		% of population access to safe w 1985-87		% of population with access to sanitation		
	Total	1985-87 Urban	Rural	Total	1985 Urban	Rural
AFRICA SOUTH OF THE SAI	•		*************			
Suinea	19	41	12			
(enya	30	61	21			
_esotho	36	65	30	15	22	14
Jberia	55	100	23			2
Madagascar	32	81	17			
Vialawi	56	97	50			
∕lali	17	46	10	19	90	3
Mauritania		73				
Mauritius	100	100	100	92	100	86
Mozambique	16	38	9	21	53	12
Namibia .						
Viger	47	35	49			
Vigeria	46	100	20			5
Rwanda	50 50	79	48	57	77	55
Senegal	53	79	38	~ 1	87	
Sierra Leone	25	 68	7	25	60	10
Somalia	2ŭ 34	∞ 58	22	18	⊶	
South Africa			<u> </u>			•
Sudan	21	60	10			
sudan Tanzania	∠ı 56	90	42	68	93	58
	55	99	42 41	14	93 31	9
Togo	55 20	99 37	41 18	14 30	31	30
Jganda -				30	32	
Zaire -	33	52	21			9
Zambia	59	76	41	56	76	34
Zimbabwe			32			15
ASIA	44	70	29	45	58	37
Afghanistan	21	38	17		5	
Bangladesh	46	24	49	6	24	3
3hutan	ų.		19	T		
China		85	- -			
Hong Kong						
ndia	57	76	50	10	31	2
ndonesia	38	43	36	37	33	38
Kampuchea	3	10	2	3,	33	33
Korea, Dem.	3	10	~			
Korea, Ben.	77	90	48	100	100	100
.orea, nep. Laos	21	90 28	46 20	ıw	·W	IW
Jaos Valaysia	21 84	20 96	76	76	100	60
	04	: •	70	70	····	DU
Mongolia A						
dyanmar 	27	36	24	24	33	21
Nepal	29	70 	25 	2	17	1
Pakistan	44	83	27	20	51	6
Papua New Guinea	27	95	15	45	99	35
Philippines	52	49	54	67	83	56
Singapore	100	100		99	99	
Bri Lanka	40	82	29	45	65	39
Thailand	64	56	66	53	78	46
/iet Nam	46	70	39			

INDUSTRIAL COUNTRIES

No data available

Source: The State of the World's Children 1990, Table 3 and (for China) UN Economic Commission for Asia and Pacific. (For explanations and qualifications to specific figures, see notes there.)
Figures for country groupings are median values.

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Elimination of dracunculiasis

In brief

The Goal: Elimination of dracunculiasis by the year 2000.

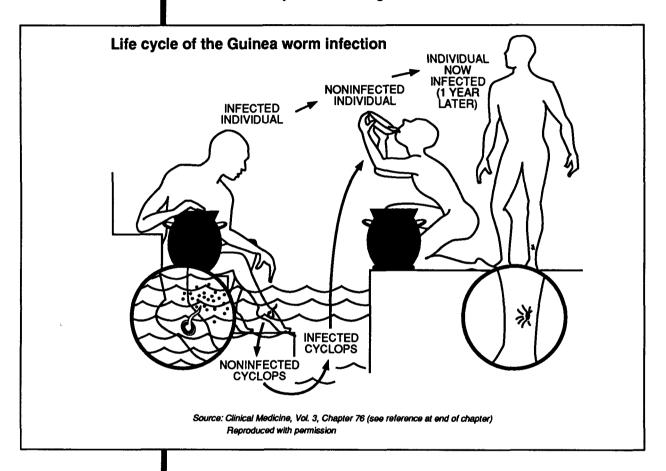
Dracunculiasis is frequently referred to as Guinea worm disease. The Guinea worm, a water-borne parasite, infects nearly five million people every year (primarily in 19 African countries) who are exposed when they drink water contaminated with the worm's larvae. Eventually a full-grown adult worm emerges in a lengthy and painful process that can last more than two months, incapacitating the victim.

The costs to affected societies are enormous. Children infected with the worms are unable to attend school for months while the worms emerge, and are shunned by children from unaffected villages. A year's harvest—for families and sometimes for an entire village—can be lost when people are simultaneously incapacitated by the ancient disease known as the "flery serpent," thus increasing children's risk of mainutrition.

Yet ensuring a safe drinking water source for one year with simple, low-cost interventions interrupts the transmission cycle of the Guinea worm. Like smallpox before it, dracunculiasis could be eliminated from the face of the earth before the end of the century.

Dracunculiasis (Guinea worm disease) is an ancient and brutal affliction, caused by a microscopic parasite that enters its victims—via an intermediate host, a small crustacean called cyclops—when they drink contaminated water. The female worm eventually migrates painlessly, from the digestive system through muscle and connective tissue, to a point just under the surface of the skin, usually in the lower extremities. There, it slowly and silently matures, growing to a length of up to three feet. At maturity, about a year after initial infection, the worm produces larvae that cause a burning, "fiery" blister in preparation to emerge.

It is at this point that the disease's cycle of transmission is renewed. Once the blister bursts and a worm is exposed it ejects thousands of microscopic larvae. And the worm continues to eject larvae, contaminating the environment and infecting drinking water, until it is completely removed, a process that can take as long as two months. A person seeking relief from the burning of the blister by immersing the affected area in a water source spreads the larvae. Or someone in whom a blister has broken and the worm is exposed may work in the fields near a water source or go to collect water, in that way contaminating the environment.



One or more worms may emerge together and there are exceptional cases of 25 or more worms emerging simultaneously. The disease is rarely fatal, but it can cause permanent disability, largely as a consequence of secondary infection of the open wound.

People do not develop immunity to Guinea worm, and repeat infections are common year after year, decade after decade. There is no modern medical treatment for the disease. In the traditional treatment, the worm is wrapped around a small stick and slowly pulled out of the flesh over a period of weeks or months. Some believe the technique was the inspiration

behind the familiar symbol of modern medicine, a serpent wrapped around a staff.

Where guinea worm occurs

Some five million to ten million people of all ages are infected with dracunculiasis annually. With the exception of a few areas in India (8,000 cases) and Pakistan (500 cases), all known cases occur in 19 African countries.

Reported cases of dracunculiasis, by Year, 1985-1989*

Country	1985	1986	1987	1988	1989
Benin			400	33,962	5,692
Burkina Faso	458	2,558	1,957	1,266	5,122
Cameroon	168	86	•••	752++	871+
Central African Rep	oublic 31	_	1,322	•••	•••
Chad	9	314	•••	•••	
Cote d'Ivoire	1,889	1,177	1,272	1,370	1,555
Ethiopia	1,467	3,385	2,302	751	***
Gambia	_		_	•••	
Ghana	4,501	4,717	18,398	71,767	179,670+
Guinea	_	-	_		1
India	30,950+	23,070+	17,031+	12,023+	7,881+
Kenya	•••	•••	•••	•••	5+
Mali	4,072	5,640	435	564	483
Mauritania	1,291	•••	227	608	447
Niger	1,373		699	•••	•••
Nigeria	5,234	2,821	216,484	653,492+	640,008+
Pakistan	•••		2,400	1,111+	535+
Senegal	62	128	132	38	•••
Sudan	•••	822	399	542	•••
Togo	1,456	1,325	•••	178	2,749
Uganda	4,070	•••	•••	•••	124

^{*} From passive reporting and/or area-limited searches unless otherwise indicated

Source: WHO Collaborating Center for Research, Training, and Control of Dracunculiasis – Centers for Disease Control, Atlanta, Georgia

⁺ National survey

^{...} No data available

⁻ Zero cases reported

Nigeria, Ghana, Benin, Burkina Faso, and Togo are the most severely affected countries. The full extent of the disease is not known, as only two countries—Nigeria and Ghana—have completed national case surveys to date. Before these national surveys, only 1 per cent of the Guinea worm cases in these countries was reported annually.

The disease also occurs in regions of Sudan, Senegal, Mali, Mauritania, Cote d'Ivoire, Uganda, Ethiopia, Niger, Cameroon, and Chad. The Central African Republic, the Gambia, Kenya, and Guinea are believed to have isolated areas of infection.

Dracunculiasis is highly localized. It may affect one village severely, or just a part of a village, completely sparing neighbouring areas or villages. Affected villages tend to be small and remote and the inhabitants are significantly less healthy, poorer, less organized as community members, and have less political influence than inhabitants of nonaffected villages. Affected villages are truly the "least reached villages" of sub-Saharan Africa.

Dracunculiasis is entirely preventable. The long-term and short-term solutions for the disease coincide: Villagers in affected areas need to be informed about the cause of the problem and motivated to drink safe water exclusively for one year, interrupting the annual cycle of transmission.

How to solve the problem

Dracunculiasis is entirely preventable. The long-term and short-term solutions for the disease coincide: Villagers in affected areas need to be informed about the cause of the problem and motivated to drink safe water exclusively for one year, interrupting the annual cycle of Guinea worm transmission.

Water can be made safe in a variety of low-cost ways. It can be strained through a cloth or filtered through sand, boiled, chlorinated, or iodinated, or the pond or other water source can be treated with a safe chemical larvicide. A pond or well can be protected so that an infected villager cannot contaminate the water by stepping into it. A borehole fitted with a hand-pump will never become contaminated by Guinea worm.

The costs of the disease

There have been few quantitative studies, but the social and economic consequences of Guinea worm disease are clearly enormous. Children who are affected are unable to attend school for months at a time, and are often shunned by children from unaffected villages who do not understand the origin of the disease. Children who are not themselves infected, but whose parents are, must assume even greater responsibilities at home to

help the family when the parent is incapacitated. Children of infected parents are also at much higher risk for malnutrition.

The economic impact on families and entire villages can be devastating. Because infection by worm larvae and the subsequent emergence of mature worms are seasonal phenomena, in highly endemic areas nearly the entire population of a village may be incapacitated. A year's harvest may lie abandoned in the fields because so many people are immobilized at the same time. In 1982, a World Bank economist estimated that between \$300 million and \$1 billion are lost in marketable goods every year because of the disease.

Status of dracunculiasis elimination programmes

Country	Target date for elimination	National search conducted/planned	Plan of action developed	National coordinator designated
Benin	1995	2/90	Yes	Yes
Burkina Faso	1995	1990	Yes	Yes
Cameroon	1993	1984-1990	Yes	Yes
Central African Rep.	None	9/90	No	No
Chad	1995	1990	1990	No
Cote d'Ivoire	1995	1990	No	No
Ethiopia	1995	1990	No	No
Gambia	+	9/90	No	No*
Ghana	1993	1989-1990	Yes	Yes
Guinea	+	6/90	1990	?
India	1991	1980-1990	Yes	Yes
Kenya	?	1989	1990	Yes
Mali	1995	9/90-11/90	Yes	Yes
Mauritania	?	9/90	No	No*
Niger	1995	5/90	Yes	No
Nigeria	1995	1988-1990	Yes	Yes
Pakistan	1990	1987-1990	Yes	Yes
Senegal	1995	12/90-1/91	1990	No
Sudan	1995	None	No	Yes
Togo	1995	11/90-3/91	Yes	No
Uganda	1995	1990	No	Yes

^{*} Official in charge of communicable diseases is responsible for dracunculiasis

⁺ indigenous disease may have already disappeared

The cost of eradication

Affected villages are poor in the health infrastructures needed to eradicate dracunculiasis: the means of identifying the problem, educating people on how to control it, and making the necessary environmental engineering changes in the water supply.

It is difficult to estimate the cost of extending the public health infrastructure to the approximately 30,000 to 40,000 affected villages. The effort will probably require in the region of \$250 million to \$500 million, including the cost of new and improved water points.

Current water supply programmes can help meet much of the expense. Financial and technical assistance will be needed from the international community to eradicate the scourge, but there is substantial scope for recovering some costs locally. The willingness of villagers to pay for a substantial part of the basic services required to combat the disease has been demonstrated time and again.

The role of the Summit

At the Third African Conference on Dracunculiasis that met in March 1990, delegates from countries where the disease is endemic asked that the disease be brought to the attention of world leaders assembled at the World Summit for Children so that, like smallpox before it, dracunculiasis can be eliminated from the face of the earth, for all time, within this decade. A strong consensus from the Summit would put the goal well within reach.

Further reading

"Dracunculiasis," by Donald R. Hopkins, in *Clinical Medicine*, John A. Spittell, Jr., ed. Vol.3, chapter 76. Harper & Row. Philadelphia. 1986.

"Dracunculiasis Eradication: Target 1995," by Donald R. Hopkins and Ernesto Ruiz-Tiben, *American Journal of Tropical Medicine and Hygiene*, 43(3) 1990 (in press).

PART FIVE:

Basic education

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Basic education: an overview

In brief

The Goals:

- Expansion of early childhood care and developmental activities, including family and community interventions, especially for poor, disadvantaged, and disabled children.
- Universal access to basic education and completion of primary education by at least 80 per cent of primary school-age children through formal schooling or nonformal education of comparable learning standard, by the year 2000, with emphasis on reducing current disparities between boys and girls.
- Reduction of the adult illiteracy rate (the appropriate age group to be determined in each country) to one half its 1990 level by the year 2000, with sufficient emphasis on female literacy to significantly reduce the current disparity between male and female literacy rates.
- Increased acquisition by individuals and families of the knowledge, skills, and values required for better living and sustainable development, made available through all educational channels including the mass media, other forms of modern and traditional communication, and social action.

Ensuring that all citizens acquire the basic tools of literacy and numeracy is one of the most formidable challenges facing developing nations—where one out of every two children does not have the benefit of primary education, and three out ten adults (and six out of ten women) cannot read or write.

Intense social and economic mobilization and firm political will are crucial to meet the needs, particularly since resources for education, both from countries themselves and external sources, have fallen in many developing countries in the past decade. Teaching materials, as a result, are often nonexistent, and teachers' morale has faltered.

The four goals above are the strategic framework for progress, with primary education the cutting edge of a larger effort that includes

the complementary elements of early child development, adult literacy, and general access for all—through every possible channel of education and communication—to the knowledge necessary to improve life. Each country will need to set learning objectives for all its people and monitor their achievement in all educational programmes.

The world faces the unconscionable facts that one out of every two children in developing countries today does not enjoy the benefit of a full primary education, and three out of ten adults—and six out of ten women—cannot read or write. In sub-Saharan Africa and South Asia, which together account for over 30 per cent of the world's population, these proportions are substantially higher.

Educational and literacy statistics in the developing world are grim, and the handicaps imposed on individuals and societies as a result are enormous. For it is basic education, once a child's survival and health are ensured and protected, that enables the child to grow to be a productive person and live with human dignity.

Basic education is a learning foundation for all citizens, in which the tools of reading, writing, and numeracy, as well as fundamental knowledge and skills for life, are acquired. It is the foundation on which societies, depending on their resources and needs, build further learning opportunities for as many people as possible, at levels as high as possible.

And effective forms of basic education for all is a necessary condition for reversing the widening economic disparity between the poor and the rich countries, as well as tackling such critical problems of our age as protecting the environment and building harmonious societies without racial, ethnic, and religious violence.

The vital importance of basic education was reaffirmed recently at the World Conference on Education for All, held in Jomtien, Thailand, in March 1990. The conference, in which 155 county representatives, four heads of state, over 100 ministers, heads of several United Nations and international organizations, professional bodies and voluntary non-governmental organizations (NGOs) from all over the world participated, unanimously adopted a World Declaration and a Framework for Action to meet basic learning needs of every person—child, youth, and adult.

Framing the concept of basic education

Basic education is a learning foundation for all citizens, in which the tools of reading, writing, and numeracy, as well as fundamental knowledge and skills for life, are acquired. It is the foundation on which societies,

depending on their resources and needs, build further learning opportunities for as many people as possible, at levels as high as possible.

Basic education, including primary education for children, and literacy and continuing non-formal education for youth and adults, is not a restrictive concept. Early childhood care and education programmes and the extensive use of the communications media for disseminating vital knowledge are important and supportive components of basic education. Three premises underpin basic education:

First, the minimum or base that is intended for all is not the total for all. The minimum is the beginning of a self-sustaining process of learning for each individual.

Second, the level of the common base of learning can and will be raised progressively in all societies.

Third, all societies have to ensure that every citizen is equipped with the basic tools of learning and the basic knowledge and life skills relevant to his or her environment, so that each has a fair start in life.

The cutting edge of primary education

Primary health care (PHC) and child survival efforts in the past decade have taught us that in dealing with a complex, multi-faceted development phenomenon it is necessary to forge a cutting edge that can penetrate the many layers of obstacles to progress. In the case of basic education, the cutting edge would be success in primary education, particularly in such regions as sub-Saharan Africa and South Asia, where primary education lags far behind other regions of the world.

Concentrated efforts to ensure universal primary education would entail the following:

Setting goals and developing strategies in each country. The setting of goals by individual countries for universal access to and meaningful participation in primary education is necessary within the next decade. By identifying the most crucial of those things that can be done and doing them well, success is achieved that builds credibility and confidence for further success on a broader front. Countries' goals for primary education would serve as the wedges for broader efforts in basic education for all. Each country will have to explore and develop its own package of policies, strategies, and means of implementation. International partners would then pledge help and support in developing and achieving each country's goals.

Setting and assessing learning achievement levels. In primary education, the achievement of a basic level of literacy, numeracy, and life skills as defined by each country needs to be set and monitored by an assessment system. In most countries today there is no objective measurement to monitor the real progress made in achieving basic education objectives. Generally, enrolment is taken as the goal and as a proxy

measure for learning. Now, however, minimum levels of learning performance must be set and systems devised for assessing the performance of both the learner and the educational programme. The goal, for example, of having 80 per cent of 11-year-olds achieve a certain level of skills in literacy and numeracy and acquire certain basic knowledge could be periodically sample-tested to determine if it is being achieved.

Priority to girls and women and other disadvantaged groups. There must be an emphasis, as appropriate in each country, on the special need to reach out to girls and women, and to other disadvantaged groups, as early as possible to remove disparities in access to, and participation and achievement in learning. Since countries are at different stages of development regarding universal basic education, each country needs to set goals relevant to its circumstances, to be met within a given timeframe. Urgent attention, however, will need to be given to ways of removing cultural, economic, religious, and other barriers to participation in basic education.

Promoting complementary elements. The other elements of basic education, including early childhood development, adult literacy, and wider access to basic knowledge for living, need to be supported and promoted through the mass media and other channels of communication.

- Early childhood development, for example, is vital for expanding primary education and important in its own right. Early child care and pre-school programmes enhance learning performance and reduce the drop-out rate among disadvantaged children. A combination of approaches, including home and family-based programmes, activities linked with health and nutrition services, as well as conventional nurseries and kindergartens, and those that target parents and other care givers as well as children, provides the best chance of helping young children develop.
- Mass media and all other means of effective communication, important in their own right, also complement primary education and adult literacy efforts. This "Third Channel" of education, sometimes called informal education as distinct from formal and non-formal education, consists of both modern and traditional methods of communication and social action. Knowledge vital to improving people's health and well-being can be disseminated through this Third Channel. Such use of communication media would help close the gap identified by Federico Mayor, Director General of UNESCO, in his speech at the opening of the World Conference on Education For All in March 1990: "Never before in history has there been such a gap between the knowledge that could empower people and improve their well-being, and its actual availability to those who need to know."

Mobilizing support for the goals

Achievement of the goals has to be a national task in each country rather than the obligation of the education sector alone. National leaders have a special responsibility to place basic education high on the national agenda, engage in vigorous advocacy of the goals, and contribute to forging an alliance of all sectors of society in support of these goals.

In a process of social mobilization, all organized elements in society—youth and women's organizations, trade unions, religious bodies, social and cultural organizations, professional groups, cooperatives, industrial enterprises—can join and play an active role.

Local, national, and international NGOS have proven their extraordinary capacity for mobilizing people for self-reliant development. Serving as facilitators, usually at community and local levels, they help create and sustain the grassroots dialogue that helps people express their own learning needs, decide how they themselves can achieve them, and identify what human and material resources they can tap from government and other sources. Governments would do well to enhance the creativity and effectiveness that NGOS display in mobilizing people.

The Third Channel of education can also be used to mobilize societies to support and participate in basic education efforts. Thus, media, NGOS, religious groups, and community organizations might all join forces to build a school facility, for example, or help families overcome obstacles to keeping their children in school.

Where resources can be found at home

There is no doubt that intensifed and accelerated efforts in basic education will require substantial additional resources during the next decade. A recent study commissioned by UNICEF and UNESCO indicates that in 72 low-income and lower-middle-income countries, an additional \$5 billion per year will be required over the next decade to ensure primary education of acceptable quality for all children, taking into account various cost-effective measures.

Many of the components of basic education—such as early childhood care and education, literacy and post-literacy learning, and the Third Channel of informal education—will depend on contributions from the learners themselves and their families, the community, local economic enterprises, voluntary organizations, and contributions from government sectors other than education, as well as public allocations for education.

In contrast, the major source of finance for primary education is generally government budgets at the national or sub-national level. In most countries, however, families and voluntary and religious organizations have traditionally contributed substantially as well. All these sources must be tapped to the fullest extent in the next decade.

For mobilizing the necessary resources, three kinds of action, all requiring vision and political will, are necessary:

- Changes within the education system, in structure, practice, and efficiency to achieve greater cost-effectiveness, including reducing grade repetition, instituting double-shift teaching, and making class sizes efficient in some situations.
- Strengthening the basic education system to raise its quality. A
 minimum of books and basic equipment must be assured for every
 classroom, and incentives and conditions for teachers must be
 improved during the 1990s. While such strengthening may add to
 total costs, it is vital for improved performance as well as for
 universal coverage and for encouraging peoples' support for
 education.
- The review of all mechanisms for increasing revenue and domestic financial support for basic education. Increased fees for primary education may raise a small amount of funds in some countries. In most countries, to increase resources for basic education, education budgets themselves will have to be restructured to give priority to basic education and education will need to be given a larger share of the total government budget and of total national resources in many developing countries. Among the possibilities are a reallocation of spending from defence budgets to education, and a shift in budget emphasis from higher levels of education to basic education.

Finding resources externally

External assistance will be a decisive influence on the Least Developed Countries, particularly in the countries of sub-Saharan Africa, which have seen a progressive decline in assistance for two decades and in South Asia where there is the largest concentration of educationally disadvantaged children and adults.

The study of low- and lower-middle income countries mentioned above concludes that of the additional \$50 billion needed in the next 10 years to give every child the opportunity for basic education, some \$15 billion will have to come from external assistance, given primarily to the Least Developed Countries.

This estimate of needs is based on the assumption that the economic decline of these countries will be arrested, that their debt burdens will not grow, that national budgets and GNP for education will show moderate growth, that reforms for more efficient spending will be implemented, and that current levels of external support will continue.

During the 1980s, the share of resources from external donors going to education fell from 17 to 10 per cent. Political will has to be mobilized internationally to restore and to increase education's share in total aid. National leaders can play a decisive role in exploring new means to elicit support for education.

External debt relief, for example, might be combined with additional education support, since without significant debt relief it will be impossible to achieve the objectives of basic education for all.

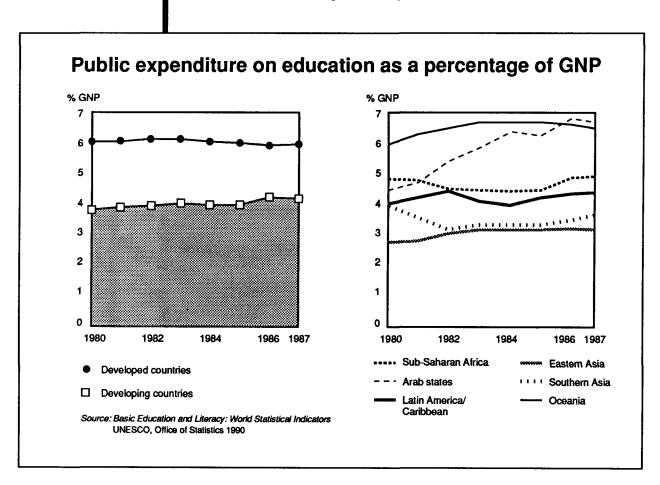
Donors, including multilateral agencies, also need to consider that the forms that aid usually takes—support for capital construction, imported equipment, and outside technical assistance—are not the major needs in basic education.

And the popular commitment of NGOs in the industrial countries can be encouraged and built upon to provide yet further support.

Through such means it should be possible to raise the necessary \$1.5 billion per year needed beyond present external support.

In short, to give every child a chance for basic education, the international community, during this new decade, needs to aim at:

 Providing a certain amount, say up to \$5 per pupil where it is essential, to ensure that no country in sub-Saharan Africa and the Least Developed Countries elsewhere lacks textbooks, exercise books, blackboards, and other material necessary to achieve the basic education goal, if they are so committed;



Public expenditure on education as a percentage of GNP						
	1970	1975	1980	1985	1986	1987
World Total	5.5	5.8	5.5	5.6	5.6	5.6
Developing Countries	2.9	3.6	3.8	4.0	4.2	4.2
Sub-Saharan Africa	3.1	3.9	4.8	4.4	4.8	4.9
Arab States	5.0	5.9	4.4	6.2	6.7	6.6
Latin America/Caribbean	3.3	3.6	3.9	4.1	4.3	4.3
Eastern Asia	1.9	2.2	2.7	3.2	3.2	3.1
Southern Asia	2.6	3.1	4.0	3.3	3.4	3.5
Oceania	7.0	7.7	6.0	6.7	6.6	6.5
Developed Countries	6.0	6.3	6.0	6.0	5.9	5.9
Source: see previous chart						

 Providing additional support through debt relief and exploring other innovative measures to help communities increase the local resources they can allocate to education.

Further reading

"World Declaration on Education for All" and "Framework for Action to Meet Basic Learning Needs," adopted by the World Conference on Education for All, March 5-9, 1990, Jomtien, Thailand.

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Early child development

In brief

The Goal: Expansion of early childhood care and developmental activities, including family and community interventions, especially for poor, disadvantaged, and disabled children.

The economic, social, moral, and scientific arguments for investing in programmes of early childhood care and development are compelling. Examples of effective, low-cost programmes abound. Nations should focus on support and education for parents and other caretakers in particular, as well as on measures to counteract the deteriorating circumstances for the development of children from families in the marginal urban and poorest of rural areas. The World Conference on Education for All in Jomtien, Thailand, in March 1990 recognized the significance of health, nutrition, and early education, including stimulation, integrated into one package for implementation.

Human development is the process of change in which people, from childhood onward, become able to handle ever more complex activities. The process involves considerably more than just growing bigger. It includes a *physical dimension*, the ability to move and co-ordinate; an *intellectual dimension*, the ability to think and reason; a *social dimension*, the ability to relate to others; and an *emotional dimension*, self-confidence and the ability to experience emotions.

Human development begins pre-natally. For a child to develop in a healthy and normal way, it is necessary to meet not only the basic needs of protection, food, and health care, but also to meet the basic needs for affection, interaction and stimulation, security (associated with experience of consistency and predictability), and learning through exploration and discovery. Major demographic, economic, social, and political changes over the last several decades make it all the more vital to focus on the problems of early childhood care and development and to promote condi-

tions of care, socialization, and education, both formally and informally in the home and community.

More than 12 of every 13 children born in 1990 will live to see their first birthday, a prospect only 5 of 6 children born in 1960 had. If goals for infant and child mortality reduction are met, by the year 2000, 19 out of every 20 children born will survive. Many of these children will, in their earliest months and years, face conditions that put them at risk of impaired physical, mental, social, and emotional development; they are condemned to lethargic, unrewarding, unproductive, and dependent lives, unable to cope adequately with an increasingly complex world.

Rapid urbanization and the disruption it causes to the family unit, the erosion of healthy traditional child-care practices, and the difficulty of adapting to new settings all negatively impact on early development. The dramatic growth in the number of women in the paid labour force plus the shift towards nuclear families and women-headed households increase the need for alternative forms of child care in urban and rural areas. The lingering aftermath of the world-wide recession of the 1980s has exacerbated these problems for families struggling to survive at the economic margins.

The case for investing in early childhood care and education

Neglecting early development carries a high social cost. Early childhood development programmes can serve as catalysts for social as well as individual change. A society that ignores this potential, fails to preserve and enhance the very human resources it should be able to call upon in its continuing efforts to overcome such problems as economic stagnation, social disintegration, and environmental degradation.

Scientific research demonstrates repeatedly that the early years are critical in the development of intelligence, personality, and social behaviour. The brain cells are formed during the first two years of life. Sensory stimulation from the environment is essential to the structuring and organization of the brain's neural pathways during the formative period.

Research also shows that children who have experienced consistent, caring relationships will be better nourished and less apt to be sick than those who have been neglected. Also, research has established that early intervention programmes have positive long-term effects on school progress, social behaviour, and economic productivity.

From the human rights point of view, children, being dependent on others in their early years, need help to defend their right to develop to their full potential. In moral and social terms, humanity benefits. It is through children that society transmits, preserves, and/or changes "for the better" its moral and social values.

Concepts such as living together harmoniously or protecting the environment begin to take hold in the pre-school years and can be nurtured

and promoted through child development programmes. Equally, by providing a "fair start," the programmes can help modify socio-economic and gender-related inequities such as those affecting the girl child.

On the economic side, society benefits from investing in child development through increased productivity and the savings associated with reductions in school repetition and dropout rates, delinquency, drugs, teenage pregnancies, and illiteracy. Other programmes, where, for example, the accent is on health and nutrition, primary school education, and/or women, can benefit and improve by incorporating those elements of early childhood care and development that focus on healthy mental and social development.

In sum, these arguments provide a compelling case for making a heavy investment in programmes to improve care and enhance development in the early years.

What can be done?

Over the past 15 years, a wealth of experience and knowledge has accumulated as a result of hundreds of experiments with programmes of early childhood care, stimulation, and education, all within a framework of integrated attention to the young child. These include programmes of institutional care and education (creches, home day care, formal and nonformal pre-schools, play groups, kindergartens, child care centres in the work place, etc.); programmes of support and education for parents and other caregivers (home visiting, adult education, mass media presentations, child-to-child); and broader community development programmes built around integrated attention to the child. (These complementary approaches are set out in the accompanying table).

Much of the programme experience has been derived from smaller-scale efforts that demonstrate innovative, low-cost, and effective programming approaches. Examples include a co-operative system of child care in rural Nepal linked directly to a programme of Production Credit for Rural Women; home visiting programmes in both Ireland and Indonesia using a "cartoon curriculum" presented by local workers and including thematic material on mental and social development, as well as health and nutrition, for discussion with parents and other caregivers; an integrated nutrition and community development project in Northeast Thailand using interactive videos to help create maternal awareness of the child as an individual with early perceptual ability, while stressing the need to recognize the importance of play and mother-child interaction.

Also, more and more large-scale programmes are successfully reaching a significant portion of the population. For instance, Colombia has embarked on a major home day-care programme that early evaluations show to be effective not only in helping the development of children, but in reviving economic activity in marginal communities by freeing women to

Programming for child development: complementary approaches and models

Programme Approach	Participants/ Beneficiaries	Objectives	Models
Deliver a service	The Child • 0-2 years • 3-6 years • 0-6 years	 Survival Comprehensive development Socialization Rehabilitation Improvement of child care 	 Home day care Integrated child development centres "Add-on" centres Work-place Preschools: formal/ non-formal
Educate caregivers	Parent, familySibling(s)Public	Create awarenessChange attitudesImprove/change practices	 Home visiting Parental education CHILD-to-child programmes Mass media
Promote community development	Community • Leaders • Promoters • Members	Create awarenessMobilize for actionChange conditions	Technical mobilizationSocial mobilization
Strengthen national resources, capabilities	Programme personnel Professionals Para-professionals	Create awarenessImprove SkillsIncrease material	 Training Experimental, demonstration projects Strengthening infrastructure
Advocate child develop- ment programmes	PolicymakersPublicProfessionals	Create awarenessBuild political willIncrease demandChange attitudes	Social marketingEthos creationKnowledge dissemination

earn and learn. In Kenya, over 700,000 children aged three-to-five are enrolled in non-formal, community-based pre-schools at very low cost to the Government. Italy covers approximately 90 per cent of all three-to-five year-olds through state and non-state nursery schools.

A child-to-child programme in Jamaica that began as a small-scale experiment teaching older children to help in the healthy care and development of their younger siblings is now in the process of being integrated into the national primary-school-system curriculum. India's Integrated Child Development Service reaches into 40 per cent of the nation's socioeconomic development districts, with the potential for reaching over 11 million children up to the age of six, as well as pregnant and lactating women. Since 1985, the People's Republic of China has organized over 200,000 "Parent Schools" attached to kindergartens, primary schools, hospitals, and programmes for newly-weds. In yet another kind of programme, Brazil has incorporated provisions for the rights of children into its new constitution.

Society benefits from investing in child development through increased productivity and the savings associated with reductions in school repetition and dropout rates, delinquency, drugs, teenage pregnancies, and illiteracy.

Is the cost prohibitive?

Early childhood development programmes often conjure up images of formal pre-school settings complete with expensive equipment, professional teacher, and classes of 30 or more children. This is not the case with most of the examples cited above, which are effective and low in cost to governments because they rely heavily on para-professionals and/or parents, and use inexpensive and locally-made materials and facilities that are either donated or constructed by the communities they serve. In some instances, these programmes simply constitute an "add on" to existing health or nutrition activities designed to provide integrated attention to the young child.

Early childhood development programmes are sometimes seen as constituting a direct trade-off against primary education or against survival programmes. The fact is that investment in child care and development can reduce costs of other programmes and, in some instances, even pay for itself.

A Brazilian programme of early education, nutrition, and health paid for itself through the reduction in costs it brought about by decreasing repetition in the first two years of primary school. Combined pre-school and primary school costs per first grade graduate were 17 per cent lower than for a child without pre-school experience. In the United States, the Perry pre-school project combining quality pre-school attention with home visiting for disadvantaged children has been shown to bring economic returns seven times the cost. A follow-up study comparing project children with

similar children who did not participate showed major differences 15 years later, including higher rates of school completion and employment, and lower rates of juvenile delinquency, teenage pregnancy, and welfare payments. Costs of parental education programmes are also recoverable, since they equip parents to take greater responsibility for care themselves and to use exisiting services more efficiently.

A variety of innovative ways of funding programmes has been found to work. In Thailand, a community-based early education programme is tied to a loans scheme administered by the local community using funds originally provided by an outside donor. Over time, a capital fund is built up as loans are repaid and management skills are sharpened. After five to seven years, the programme is self-supporting. Colombia has supported early childhood programmes from a payroll tax. Some countries have used lotteries. Communities have proven to be strong financers of early care and development schemes, if supported by their Governments.

In short, when it comes to early childhood care and education, the problem of underinvestment is not, at root, a problem of prohibitive costs. Instead, it is primarily a matter of approach, of acquiring new ways of thinking, of taking advantage of exisiting knowledge about what to do, and of mobilizing the political and social will to do it, within the limits of available resources. It is in this light that nations are urged to re-examine their thinking and programmes.

Further reading

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Primary education

In brief

The Goal: Universal access to basic education and completion of primary education by at least 80 per cent of primary school age children through formal schooling or non-formal education of comparable learning standard, by the year 2000, with emphasis on reducing current disparities between boys and girls.

A strong primary education is a crucial foundation on which developing nations can build more productive futures. Yet the rate of progress in primary school attendance in many regions over the past decade has slowed, and in some countries the actual numbers have been lower than in the 1970s. Economic decline has had a dual impact: resources were cut from education, leading to poorly equipped and staffed schools that were unable to retain students. And many children, required to work to supplement family income, dropped out of school or never enrolled.

The legacy of impoverishment needs to be reversed, teachers' morale restored, at least minimal educational material ensured for all classrooms, and curricula improved. Levels of learning achievement must be set and systems devised for assessing performance.

Empowering communities to help them define, finance, and achieve the decade's goals is also crucial, so that educating a child is seen not as a burden, but as a way to enhance family, and ultimately national, life.

Primary education, delivered in formal schools and in out-of-school nonformal programmes, is the core of basic education in three fundamental senses: First, it is the main vehicle for catering to the learning needs of children in their formative years. Second, the learning achievement in primary schools and equivalent programmes establishes the foundation in children for further life-long learning. Third, the accomplishments in primary education determine the demand for literacy activities and knowledge-and-skill programmes for youth and adults.

About 600 million children are currently enrolled in primary schools all over the world. Although the designated age span for primary schooling usually is 6 to 11 years, enrolments in most developing countries include up to a quarter of the pupils who are one to two years younger and up to three years older. According to UNESCO, the gross enrolment ratio in all developing countries for 1987 was 91 per cent. This represents an exaggerated picture of the situation because of the statistical weaknesses noted.

Some 100 million children in the primary school age group in developing countries do not enrol in school. At least another 100 million leave primary education without completing this basic stage or acquiring self-sustaining learning skills. According to UNESCO estimates, of 100 children who began grade one in 1986, only 66 reached grade four by 1989 in sub-Saharan Africa; in the Arab States, 83 out of 100 did so; in Latin America and the Caribbean, only 55 did so; in Eastern Asia, 78; and in South Asia, the number was 59.

There is a further and special cause for concern: Although there was major quantitative progress in primary education enrolment in the 1970s, rates of growth in enrolment have fallen considerably in most areas in the 1980s, as the following table shows:

Thomago annear grown rates or ornormont in prinnary sections (10)	Average annual g	owth rates o	f enrolment in p	primary ed	ducation (%)
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Developing Countries	1970-80	1980-87
Sub-Saharan Africa	3.7	1.0
Arab States	8.7	2.5
Latin America & the Caribbean	3.2	1.6
Eastern Asia	3.2	1.1
Southern Asia	3.0	3.3
Oceania	2.9	2.6
Developed Countries	1.1	0.2

Source: UNESCO, Basic Education and Literacy, World Statistical Indicators, Table 5.

In the developed countries, Oceania, and East Asia, the lower growth rate in enrolments is attributed to slow growth of the primary school age population. The lower growth rate in enrolments in sub-Saharan Africa and the Arab States, however, reflects lower investments in primary education rather than demographics.

South Asia has maintained its growth rate, but this region, with a gross enrolment rate of 86 per cent, and the Arab States and sub-Saharan Africa,

with rates of 83 per cent and 72 per cent respectively in 1987, all lag behind the average of 91 per cent enrolment for all developing countries and 99 per cent for the world.

Why growth rates have slowed

The slow growth in primary school enrolment rates in sub-Saharan Africa and Latin America in particular is related to the economic situation in those regions. In the 1970s, public spending for education grew at a median rate of 8.4 per cent in sub-Saharan Africa and 7 per cent per year in Latin America in constant prices. These rates dropped to 3.4 per cent and 4 per cent respectively in the 1980s.

At the same time, it has become clear that just building schools does not guarantee that children will attend or that parents will find schools useful or relevant. In India, for example, one estimate is that at least 45 million children in the primary school age group, or about one third of the total, are engaged in paid work or work in the household to supplement their families' meager income, and cannot participate in primary education unless the school's educational programme and learning content are redesigned to suit their circumstances.

Another limitation is the poor quality of the education many schools offer, which reinforces the low demand and motivation of children and parents among the disadvantaged groups. In the poorer areas of low income countries in sub-Saharan Africa, South Asia, and Latin America, the deterioration in recent years in the quality of primary education has reached a stage where the minimum conditions for any form of efficient learning no longer exist.

Major strategies for change

Experience has shown that a comprehensive approach, addressing the specific and critical needs of countries and situations will be required.

Some major areas of concern include:

Restoring teachers' morale and motivation. The first and most critical input into primary education is the teacher. The motivation and morale of teachers have been seriously affected in many countries by the fall in standards of living caused by the recent economic crisis and adjustment policies.

Raising financial rewards for teachers in a substantial way may be difficult in many countries under present circumstances. However, providing certain material benefits—such as housing—for teachers working in deprived areas could be cost-effective. Using the promotions and incentives systems to encourage the more motivated teachers is also a possibility.

An effective way of improving the performance of teachers is to organize adequate professional support for them, a strategy seriously compromised in many countries by budget squeezes. In-service teacher

training, replacing, in part, a lengthy pre-service qualifications requirement, has also been found to be cost-effective in several countries. A combination of distance education, supervised practice, and periodic short courses has been used effectively in some countries, including Tanzania and Zimbabwe. The conservatism of educational establishments, however, has prevented expanded use of this approach.

More flexibility is needed in the way schools are structured and organized. The familiar primary school with its standard duration, sequence, age structures, and pedagogical techniques need not be the only vehicle for basic education. Such variations as flexible daily hours, school calendars that vary according to local conditions, and a combination of productive work and learning have proved effective.

Providing basic learning equipment. The minimum requirements for teaching and learning—seats and desks, blackboards and chalk, textbooks for students and teachers, exercise books and pencils—often do not exist in schools in deprived areas of the developing world. This is not surprising since the proportion of primary school budgets for non-salary expenses is generally extremely low. At the beginning of the 1980s in the Africa region, for example, it was no more than 3 per cent and more often less than 1 per cent.

An urgent, relatively cost-effective step would be to provide every school with a "minimum package" of essential teaching/learning tools. Research has shown that the textbook can be the single most useful tool for the learner. Textbooks require special attention, however, in preparation, design, and production to be effective.

Improving the content. There is a growing awareness that providing a sound general curriculum based on language, mathematics, and science equips the child best for life by giving him or her the tools of learning and reasoning. The practical knowledge and skills relevant to a child's environment can be woven into the basic curriculum through appropriate content and pedagogic methods, rather than by adding new topics to the curriculum.

Monitoring learning achievement. In most countries there is no objective measurement to monitor the real progress made in achieving basic education objectives. Generally, enrolment is taken as the goal and as a proxy measure for learning. A clear definition of learning objectives and performance standards for different grades and for total primary education are urgently needed so that minimum common levels of learning can be established and achievement assessed.

The language of instruction. The multitude of languages and dialects in many countries and their use as media of instruction pose many problems. The use of a child's mother tongue for at least the early years of education is the sound approach from the educational point of view; and people do want to assert their linguistic identity. If the mother tongue is different from the national or official language, however, the learner may be cut off from opportunities for further education and in other areas of life.

The solution to this problem may be in the use of a local language at the primary or early primary levels, both for pedagogical reasons and to preserve local linguistic and cultural identity. Then a transitional phase has to be provided, during which a learner changes over to the national language.

When language policy is formulated, the educational implications in terms of equity in learning opportunities, availability of textbooks and reading materials, the preparation of learning aids, and the training of teachers need to be considered fully.

Stimulating motivation and sustaining demand. A first requirement will be to alleviate or eliminate various direct and indirect costs that have made it increasingly difficult for poor families to send their children to school. During recent years, in many countries, even when tuition is nominally free, families have been asked to pay fees for parents' association dues, school construction, extra curricular activities, costs of school supplies and uniforms, etc.

Another measure to encourage the children of the disadvantaged is school feeding, which has been shown to have a positive impact on attendance and academic performance. Food aid constitutes an important proportion of development assistance which could be linked to expanding feeding and nutrition programmes for young children. Early childhood care programmes for pre-school children also are effective in motivating children to attend primary school.

Adapting schools to local needs. Overcoming the barriers to education is not just a question of stimulating demand. The primary school system must be flexible and creative in meeting the needs of the community it serves and developing affordable approaches.

A national curriculum, for instance, may have to be modified and complemented with materials relevant to the lives of local ethnic and cultural minorities who do not identify with the objectives and content of the educational programme. Relevance can also be enhanced by incorporating into a curriculum local needs for knowledge and skills for improving health, welfare, and living conditions.

More flexibility is needed in the way schools are structured and organized. The familiar primary school with its standard duration, se-

quence, age structures, and pedagogical techniques need not be the only vehicle for basic education. Variations of the standard model have proved to be effective, particularly for sections of the population outside the mainstream. Examples of such "hybridization" include flexible daily hours, school calendars that vary according to local conditions, distance education, the use of "non-professional" instructors from the community, and a combination of productive work and learning.

Traditional institutions. Many countries can expand primary education opportunities in partnership with traditional institutions such as Koranic or monastic schools, which existed long before formal schools and which are integral parts of local communities. Several countries (Indonesia, Mauritania, Senegal, and Pakistan, among others) have begun to explore the potential of these institutions.

The mobilization challenge

The numerous obstacles to expansion and improvement of primary education can be ultimately overcome by mobilizing purposefully society's will and determination and by forging a partnership of all who can contribute. Resources and capacities are inadequate; this is what underdevelopment means.

Obstacles can be overcome more easily, however, when parents' natural instincts and deep desire for doing well by their children are harnessed and communities are given a sense of ownership of the basic education programme for their children and for themselves. A case in point is some 3,000 primary classes established by communities themselves, under the auspices of the Bangladesh Rural Advancement Committee (BRAC).

In the face of seemingly intractable problems, these classes are held in sheds erected by the villagers and taught by teachers recruited from the villages. Teachers are given a short period of training and receive continuing support from BRAC supervisory staff. The schools have managed to enrol, retain, and teach effectively girls and boys who had never enroled in or who had dropped out from the regular public schools.

The keys to success seem to be the schools' effectiveness in adapting to the particular circumstances and needs of the people, instead of asking the people to adapt themselves to the requirements of the school, and in releasing the innate energy and spirit of people to help themselves.

A strong community role and that played by non-governmental voluntary organizations such as BRAC in fostering people's involvement do not and cannot mean the abdication of the government's ultimate responsibility for basic education in terms of providing a large share of the finances, setting national policies and goals, and safeguarding overall public interest. But a true partnership of governments, communities, and voluntary

organizations offers the best chance of tackling the seemingly insurmountable hurdles.

Further reading

Improving Primary Education in Developing Countries: A Review of Policy, by Marlaine Lockheed and Adrian Verspoor. World Bank. Washington, D.C. 1990.

Primary Education and Economic Recession in the Developing World, by Dieter Berstecher and Roy Carr-Hill. UNESCO. Paris. 1990.

This causes the statistical problem of a large difference between gross and net enrolment ratios. The gross ratio is arrived at by comparing the total population of children in primary school, regardless of their ages, with the nation's total population in the specified primary-school-age group-in many countries this is the population of children from 6 to 11 years old. The enrolment statistics often do not differentiate between those within the primary-school-age group and those outside the age group who are entrolled, thus overstating the gross enrolment ratio. The enrolment statistics also generally fail to take into account the number of students who drop out during the school year and the repetition of grades.

PRIMARY SCHOOL ENROLMENT AND COMPLETION

		Primary school gross enrolment ratio*		Comp	Completion Rate **	
	Male	1960 Female	1986-8 Mai e	8 Female	1985-87	
LATIN AMERICA & CARIBBEAN	96	92	104	104	51	
Argentina Bolivia	98 78	99 50	110 97	110 85		
Brazil Chile	97 111	93 107	103	101	22 33	
Colombia Costa Rica	77 97	77 96	112 100	115 97	57 81	
Cuba Dominican Rep.	109 99	109 98	107 99	100 103	92 35	
Ecuador	87	79	118 77	116 81	50 31	
El Salvador Guatemala	50	39	82	70	36	
Guyana Haiti	107 50	106 42	83	72	84 15	
Honduras Jamaica	92 98	67 93	104 104	108 106	43	
Mexico Nicaregue	82 65	77 66	119 94	116 104	71 20	
Panama Paraguay	98 105	94 90	109 104	104 99	82 50	
Peru Trinidad & Tobago	95 89	71 87	125 99	120 100	51 84	
Uruguay Venezuela	111 100	111 100	111 107	109 107	86 73	
MIDDLE EAST & NORTH AFRICA	88	39	104	92	82	
Algeria Egypt	55 80	37 52	105 100	87 79	90 64	
Iran, Islamic Rep. Iraq	56 94	27 36	122 106	105 91	83 71	
Jordan Kuwait	94 131	59 102	96 95	99 92	96 91	
Lebanon Libyan Arab Jamahiriya	105 92	99 24	105	95	82	
Morocco Oman	67	27	85 103	56 92	69 89	
Saudi Arabia Syria	22 89	39	78 115	65 104	90 67	
Túniela Turkey	88 90	43 58	126 121	107 113	77 85	
United Arab Emirates Yemen	14		98 141	100 40	82 15	
Yemen, Dem	20	5	96	35	40	
AFRICA SOUTH OF THE SAHARA Angola	45	24	76	59	63	
Benin Botswana	38 35	15 48	84 111	43 117	36 89	
Burkina Faso Burundi	12 27	5 9	41 68	24 50	74 87	
Cameroon Central African Rep.	87 53	43 12	119 82	100 51	67 17	
Chad Congo	29 103	4 53	73	29	17 75	
Côte d'Ivoire Ethiopia	68 11	24 3	46	28	68 41	
Gabon Ghana	52	25	78	63	59	
Guinea Kenya	44 64	25 16 30	76 41 98	18 93	70 62	
Lesotho Liberia	63	102	102	127	52 52	
Madagascar	45 58	18 45	82 97	50 92	30	
Malawi Mali	14	45 6	73 29	59 17	33 39	
Mauritius Mauritius	13 103	.3 93 	61 105	42 107	92 96	
Mozambique Namibia	60	36	76	59	39	
Niger Nigeria	7 46	3 27	37	20	75 63	
Rwanda Senegal	36		69 71 ,	66 49	49 83	
Sierra Leone	30		68	48	· -	

PRIMARY SCHOOL ENROLMENT AND COMPLETION

		Primary school gross	enrolment i	ratio* Comp	Completion Rate **	
	Male	1960 Famala		86-88	1985-87	
		Female	Maio	Female		
AFRICA SOUTH OF THE SAHARA (continu	ied) 13	13				
South Africa	94	13 85			33	
Sudan	35	14	59	41	61	
Tanzania T	33	18	67 404	66 ***	76 50	
Togo Uganda	63	24 32	124 76	78 63	59 76	
Zaire	88	32	84	68	60	
Zambia Zimbabwe	51	34	102 130	92 126	91 74	
ASIA Afghanistan	80 15	58 2	1 04 27	98 14	67 63	
Bangladesh	66	26	76	64	20	
Bhulan	5		31	20		
China Hong Kong	e e	79	140 106	124 105	68	
nong Kong India	93 80	79 40	113	105 81	98	
Indonesia	86	58	120	115	80	
Kampuchea					50	
Korea, Dem.	~	89	104	104	99 99	
Korea, Rep. Laos	99 34	16	102	104 85	99 14	
Malaysia	108	83	102	102	97	
Mongolia	79	78	100	103		
Myanmar	61 19	52 1	104	47	27 27	
Nepat Pakistan	46	13	104 51	28	<i>21</i> 49	
Papua New Guinea	59	7	75	64	67	
Philippines	98	93	105	107	75	
Singapore	121	113	118	113	95	
Sri Lanka Thailand	100 88	90 79	105	102	88 64	
Viet Nam	ω.	.3	107	94	50	
INDUSTRIAL COUNTRIES	104	103	102	101	95	
Albania	102	86	100	99		
Australia Austria	103 106	103 104	106 102	105 101	95	
Belgium	111	108	99	100	77	
Bulgaria	94	92	105	103	90	
Canada	108	105	106	104	<u> </u>	
Czechoslovakia Denmark	93 103	93 103	95 98	96 99	93 99	
Finland	100	95	102	101	98	
France	144	143	114	113	95	
Germany, Dem.	111	113	107	105	0.5	
Germany, Fed. Greece	104	101	101 106	101 106	95 99	
Hungary	103	100	97	97	92	
Ireland .	107	112	100	100		
Israel	99	97	94	97		
Italy	112	109 102	102	102	99 99	
Japan Netherlands	103 105	104	114	116	94	
New Zealand	110	106	107	106		
Norway	100	100	95	95	99	
Poland Portugal	110	107 129	101	101 123	94	
Portugal Romania	132 101	129 95	131	123		
Spain	106	116	113	113	96	
Sweden	95	96				
Switzerland	118	118	4AE	466		
United Kingdom USA	92	92	105 101	106 100		
USSR	100	100	,,,,,,,,,,,,, ,,,,,,,,,,,,,,,, ,,,,,,,,		80	
Yugoslavia	113	108	95	94	. 98	

Source: The State of the World's Children 1990, Table 4.

(For explanations and qualifications to specific figures, see notes there.)

The total number of children enrolled at the primary school level - whether or not they belong in the relevant age group - expressed as percentage of the total number of children in the relevant age group of primary school.

^{**} Percentage of grade one enrolment completing primary school. Figures for country groupings are median values.

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Adult Literacy

In brief

The Goal: Reduction of the adult Illiteracy rate (the appropriate age group to be determined in each country) to one half its 1990 level by the year 2000, with sufficient emphasis on female literacy to significantly reduce the current disparity between male and female literacy rates.

Illiteracy is a major obstacle to the economic and social advancement of individuals and nations. Almost one third of the world's adult population is illiterate and about 60 per cent of those marginalized by a lack of education are women. A reassessment of government and donor priorities is urgently needed to address this and other serious imbalances in development priorities.

Among the most urgent needs: a revival in national and donor interest in education spending and an emphasis on basic education to bring illiterate and profoundly disadvantaged population groups into the social and economic mainstream.

Close to one billion people over the age of 15 are illiterate today. That is roughly 30 per cent of the world's adult population—a statistic that embraces about half of the adults in Africa and the Arab States, 60 per cent of the adults in South Asia, one third of the adults in East and South East Asia, 15 per cent of the adults in Latin America and the Caribbean, and almost two thirds of the adults in the world's least developed countries. About 60 per cent of the illiterates are women.

If present trends in educational development continue through the 1990s, illiteracy rates in the developing world will decline only marginally by the year 2000. And with the high rates of population growth in the world's poorest countries, the absolute numbers of illiterates are destined to rise.

A perspective on illiteracy

The illiterate in any society are disadvantaged economically, politically, and culturally. They are deprived of the knowledge, information, and skills

that would enable them to advance their position, and thus trapped they tend to pass this legacy to their children. There is a well established linkage between the illiteracy of parents and the failure to enrol children in school and early primary school drop out.

There is also a well documented connection between literacy levels among women, the size of their families, and the mortality and nutrition status of their children. It is now well recognized that the higher a woman's level of education, the greater the likelihood that she will practice family planning, that her children will be well-nourished, and that they will survive the high mortality risks of early childhood.

The cost of illiteracy to society as a whole is the unfulfilled promise of personal growth and the reduced capacity of the individual for self sufficiency and economic achievement.

The distribution of illiteracy in society typically follows certain patterns. There is a high concentration of illiteracy among ethnic and cultural minorities. At high risk are: those belonging to tribes, castes, races, religions, and language groups outside the mainstream of society; populations in relatively remote or inaccessible regions; the poor; and women who, as a result of discrimination, constitute the majority of those denied access to education.

Countries with 10 million and more illiterates aged 15 and over in 1990

Country	liliteracy Rates	Number of liliterates	Proportion of World Total		
	(%)	(millions)	(%)	(cum. %)	
India	51.7	280	29.1	29.1	
China	26.5	222	23.1	52.2	
Pakistan	65.1	43	4.5	56.7	
Bangladesh	64.7	42	4.4	61.1	
Nigeria	49.2	29	3.0	64.1	
Indonesia	22.9	27	2.8	66.9	
Brazil	18.7	18	1.9	68.8	
Egypt	51.5	16	1.7	70.5	
Iran	46.0	15	1.5	72.0	
Sudan	72.8	10	1.0	73.0	
Sub-Total (10 œuntries)		702	73.0		
World Total		963		100	

Source: Basic Education and Literacy: World Statistical Indicators UNESCO, Office of Statistics 1990

Literacy as a measure of progress

The degree and persistence of illiteracy reflect structural imbalances in any society; in particular, the uneven distribution of political and economic power; the uneven way in which political and economic policies and priorities are determined; and the organization of systems and institutions to implement those policies.

The extent of illiteracy reflects a nation's failure to attach high priority to principles of social justice—something that afflicts both industrialized and developing countries. It has been well demonstrated that progress in literacy is not strictly tied to a nation's economic status. There are an estimated 30 million 'functionally illiterate' adults in North America. Some of the poorest countries, or regions within countries, have made very substantial gains in both adult literacy and primary education in recent times, while others with substantially higher national incomes lag far behind.

A participatory approach must be developed in which the broad spectrum of social, cultural, religious, labour, and professional organizations can contribute to a mass education movement. Rather than attempt to manage and control the education process, the main task of governments should be to create a national learning environment in which all sectors of society can participate.

A close look at the magnitude of illiteracy and recent efforts to deal with it in various parts of the world leads to the following conclusions:

- No serious or lasting impression on illiteracy is possible unless children are brought into the primary education system and retained there long enough to achieve a self-sustaining level of literacy.
- The political and social constraints in most developing countries with a large and continuously replenishing pool of illiterates, make the goal of universal or near-universal literacy within one or even two decades quite unrealistic for many countries given their present economic difficulties and limited resources.

Practical steps

Lessons from both large-scale nationwide literacy campaigns and movements, as well as from regular programmes in recent decades, suggest a number of operational steps to mount and sustain literacy promotion.

Massive illiteracy goes hand in hand with an absence of primary education opportunities for large numbers of children. Any plan to signifi-

cantly reduce adult literacy must start with an effective plan to expand the reach of primary education. The aim must go beyond enrolment to provide a self-sustaining level of learning.

While literacy programmes should offer the widest possible opportunities for the interested student, a realistic strategy demands that priorities be set within an established time frame. To address large-scale illiteracy, a logical priority would be to reach young adults who are more likely to be motivated to learn and to immediately put their knowledge and skills to use.

Special attention is necessary to overcome the religious, social, cultural, and economic barriers to education for women, because they are victims of age-old discrimination and because their literacy could have a positive direct impact on the well-being of their children and families. The most potent weapon against these barriers will be public opinion, but measures will have to be taken simultaneously to overcome economic or logistical obstacles to equality, including the overburdening of women with daily chores that deprive them of time and energy to participate in literacy programmes.

Literacy programmes, complemented by expanded and effective primary education, must also be reinforced and supplemented by a network of opportunities for diverse and continuing post-literacy learning. All channels of communication and education must be harnessed to create a "learning society" in which a culture of literacy can be nurtured. Literacy can only be kept 'alive' if communications technology is fully used to disseminate widely useful knowledge and information that can make a difference to people's lives.

A participatory approach must be developed in which the broad spectrum of social, cultural, religious, labour, and professional organizations can contribute to a mass education movement. Voluntary organizations and community groups that address people's urgently felt needs can often be the best vehicles for literacy and continuing education. Rather than attempt to manage and control the education process, the main task of governments should be to create a national learning environment in which all sectors of society can participate.

Additional public resources, both budgetary and as a percentage of national income, must be directed to basic education, and particularly towards primary education, literacy, and post-literacy learning. The budget priorities of many developing countries clearly need rethinking. Developing nations also have to consider ways of mobilizing all avenues of non-governmental financing in support of a mass literacy effort.

There has to be a more rigorous approach to setting meaningful measures of literacy than the casual methods prevailing in many countries. Systems for monitoring and assessing individual literacy achievements as well as national progress in this area must be developed and applied systematically.

Teaching and learning methods specifically for adult literacy, the training of instructors, the question of which national language to teach in, the measurement of progress, learning content, and the production and distribution of learning materials—all need professional attention, especially if many local organizations are expected to be active in literacy efforts. One approach found useful in this regard has been the development of networks of resource centres to provide local organizations with technical support.

Further reading

Adult Literacy in the Third World: A Review of Objectives and Strategies, by Agneta Lind and Anton Johnston. SIDA. Stockholm. 1990.

Literacy Lessons. Forty pamphlets on aspects of literacy for International Literacy Year 1990. International Bureau of Education. Geneva.

ADULT LITERACY

Adult	literacy	rate'
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	· •	* Adult literacy rate* 1975 1985			
	Male	Female	Male	Female	
LATIN AMERICA & CARRIBBEAN	79	71	89	84	
Argentina	94	95	96	95	
Solivie Brezil	68 69	46 63	84 79	65 76	
Chile	90	88	97	96	
Colombia	79	76 	82	82	
Costa Rica Cuba	88 86	87 87	94 96	93 96	
Dominican Rep.	69	65	78	77	
Ecuador	75	68	85	80	
El Salvador	61	53	75 60	69	
Guatemala Guyana	51 94	37 89	63 97	47 95	
Haiti	26	17	40	35	
Honduras	55	50	61	58	
Jamaica México	96 78	97 69	92	88	
Mexico Niceragua	76 58	57	92	•	
Panama	81	81	89	88	
Paraguay	85	75	91	85	
Peru Trinidad & Tobago	81 95	60 89	91 97	78 95	
Uruguay	93	93	31	33	
Venezuela	79	71	88	85	
MIDDLE EAST & NORTH AFRICA	47	17	70	40	
Algeria	39	11	63	37	
Egypt	50	20	59	30	
ran, Islamic Rep.	40	17	62	39	
raq Jordan	50 64	18	90	87 22	
Kuwait	64 65	29 42	87 76	63 63	
Lebanon		58	86	69	
Libyan Arab Jamahiriya	60	13	81 ×	50	
Morocco	34	10	45	22	
Oman Saudi Arabia	15	2	47 71	12 31	
Syria	60	20	76	43	
<u>Fúnisie</u>	44	17	68	41	
Turkey	69	34	86	62	
Jnited Arab Emirates Yemen	24 9	7	42	7	
Yemen, Dem.	31	9	59	25	
AFRICA SOUTH OF THE SAHARA	29	4.4	54	31	
Angola	16	1 4 7	49	33	
Benin	23	8	37	16	
Botswana	37	44	73	69	
Burkina Faso Burundi	13 29	3 10	21 43	6 26	
aurundi Cameroon	29 47	19	43 68	20 45	
Central African Rep.	26	6	53	29	
Chad	20	2	40	11	
Canga	50	19	71	55	
Côte d'Ivoire Ethiopia	26 8	10 1	53	31	
Ethopia Gabon	43	22	70	[^] 53	
Ghana	43	18	64	43	
Guinea	21	7	40	17	
Kenya Lesotho	44 49	19 74	70 62	49 8 4	
Liberia	49 27	/4 B	62 47	23	
Madagascar	56	43	74	62	
Malawi	42	18	52	31	
Mali Mauritania	11	4	23	11	
waurπania Mauritius	77	59	89	77	
Mozambique	29	14	55	22	
Namibia					
Niger	6	2	19	9	
Nigeria	35	14	54	31	

ADULT LITERACY

Adult	literacy	rate'
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Marie Mari		1	975		1985
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Sereal accord	AFRICA SOUTH OF THE SAHARA (continued)				
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Alghanistan Banglaidesh 36 12 43 82 Bhutan China Banglaidesh 36 12 43 22 Bhutan China Bagadesh 36 Bhutan China Bagadesh 36 Bhutan Bagadesh 37 20 160 86 Bhutan Bagadesh 30 Bhutan Bagadesh 30 Bhutan Bagadesh 30	Zimbabwe	63	47	81	67
Bangladesh 36 12 43 22 25	ASIA	71	45	85	68
Brulan					
China		36	12	43	22
India 47 20 57 29 Indonesia 66 42 83 65 Kampuchee 23 85 65 Korea, Dem. 81 96 88 Korea, Rep. 94 81 96 88 Laos 37 28 92 76 Malaysia 71 48 81 66 Mongolia 67 74 95 90 Myanmar 65 57 88 92 76 Myanmar 65 57 88 92 76 Myanmar 65 57 88 92 78 Nyanmar 65 57 88 92 12 98 98 12 98 98 98 98 98 98 98 98 98 99 99 99 99 99 99 99 99 99 99 99 99 99 99 <td></td> <td></td> <td></td> <td>82</td> <td>56</td>				82	56
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Source: The State of the World's Children 1990, Table 4. (For explanations and qualifications of specific figures, see notes there.) * Percentage of persons aged 15 and over who can read and write. Figures for country groupings are median values.

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