

## VII. IMPACT OF DEMOGRAPHIC TRENDS ON THE ACHIEVEMENT OF THE MILLENNIUM DEVELOPMENT GOAL OF UNIVERSAL PRIMARY EDUCATION

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### A. INTRODUCTION

Education is a fundamental human right, as clearly articulated in article 26 of the Universal Declaration of Human Rights (1948).<sup>1</sup> Beyond its intrinsic human value, “education is also an indispensable means of unlocking and protecting other human rights by providing the scaffold required to secure good health, liberty, security, economic well-being and participation in social and political activity” (UNESCO, 2002). In other words, while it is specified as separate in goals 2 and 3,<sup>2</sup> it is crucial to the achievement of other Millennium Development Goals (MDGs). Education—especially good quality education—has a positive impact not only on a country’s economic development, but also on better health, lower fertility and maternal mortality, less risk of exposure to HIV/AIDS and greater life expectancy. It has a “powerful impact in addressing social and economic barriers within a society and is central to realizing human freedoms” (UNESCO, 2002).

Although education has an impact on human and economic development, its own development can be impeded by the influence of a range of demographic, economic, social, cultural and political factors. Population growth, for instance, can affect the demand for and supply of education in such a way as it can facilitate or hinder efforts to achieve universal primary education (UPE), especially when it is rapid and within a context of resource constraints.

This paper therefore sets out to address the impact of population growth on efforts to achieve UPE. The first section of the paper discusses the relationship between education and population dynamics. The second part of the paper discusses the demographic pressures and the achievement of UPE. Given that the aim here is to deal with the issue of achieving the Millennium Development Goals, the third part examines how the type of population data used to calculate the indicators measuring progress towards those goals (national estimates or those of the United Nations) can affect perceptions in regard to achieving UPE.

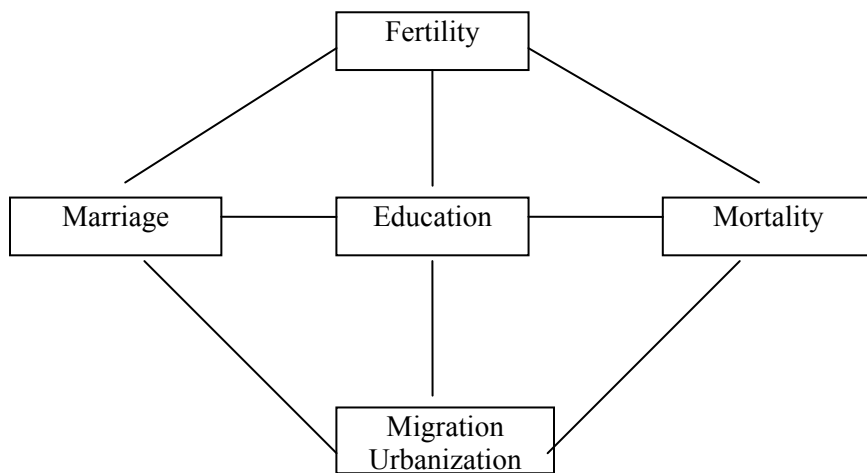
### B. DEMOGRAPHY AND EDUCATION: A TWO-WAY RELATIONSHIP

The relationship between education and demography has been described and analysed extensively in a great deal of research work. While it affects population dynamics, education is in turn affected by this latter, which is now considered a key variable in education planning across the board.

#### 1. *The role of education in population dynamics*

Education plays a role in various population patterns, as illustrated in the diagram below.

## Education and population



There is a vast amount of literature on the link between education and the above population patterns. Education has been shown, for example, to have an influence on the mortality level. Indeed, more educated people have a greater chance of survival and, hence, longer life expectancy. They are more aware of the rules of hygiene and less fatalistic in the face of disease.

A correlation also exists between education and marriage. Educated people marry later in life than those with little or no schooling. The link here is slightly more complex, however, and varies according to gender. Among men and women with an equal level of education, for example, men have a higher probability to get married earlier than women.

Levels of education seem to have an impact on migration patterns. It is the more educated people who tend to migrate to cities or abroad. That said, there is no clear-cut causal relationship. Schooling only goes part of the way to explaining rural to urban migration, the main reasons being job opportunities and income differences.

The relationship between education and fertility has, perhaps, been studied more than any other by researchers around the world. It, too, is complex in nature, and hinges on the influence of intermediate factors such as marital patterns.<sup>3</sup> Education not only raises the age at marriage but it also changes the value systems, leading individuals to desire small families. In societies where most fertility occurs within marital unions, for example, an educated woman who marries later in life will also start having babies later. As a result she will have fewer children than a woman with little or no education (table VII.1).

Determined to find a job, striving for independence and with more diversified centres of interest, qualified women are more acutely aware of the conflict between bringing up children and having time to themselves. Another baby means an increasing "opportunity cost". Educated women will therefore reign in their desire to have large numbers of children. Women who have been educated will want the same for their children, and prefer to have fewer children so as to guarantee them a better education. Educated women also have a higher social status and tend, more often than not, to be urban residents. Finally, they know more about contraception. All of these factors affecting fertility are, in fact, relatively inextricably intertwined.

TABLE VII.1. FERTILITY AND WOMEN'S EDUCATION: AVERAGE NUMBER OF CHILDREN PER WOMAN AGED 40-49 BY THE HIGHEST LEVEL OF EDUCATION COMPLETED

<i>Region and country</i>	<i>Year of survey</i>	<i>Highest level of education completed</i>				<i>Difference (None-secondary or higher)</i>
		<i>Total</i>	<i>None</i>	<i>Primary</i>	<i>Secondary or higher</i>	
<b>Sub-Saharan Africa</b>						
Burkina Faso .....	1998/99	7.4	7.5	6.6	4.5	3.0
Ghana .....	1998	5.7	6.5	6.2	4.5	2.0
Kenya .....	1998	6.6	7.1	6.8	4.9	2.2
Senegal.....	1997	7.1	7.2	7.1	5.4	1.8
<b>Latin America/Caribbean</b>						
Bolivia.....	1998	5.1	6.4	5.8	3.3	3.1
Guatemala .....	1998/99	5.7	7.0	5.1	3.3	3.7
Nicaragua .....	1997/98	5.6	7.3	5.4	3.4	3.9
Dominican Republic.....	1996	4.3	5.8	4.8	2.5	3.3
<b>Asia</b>						
Bangladesh.....	1996/97	6.0	6.1	6.0	4.6	1.5
Nepal.....	1996	5.7	5.8	5.3	3.7	2.1
Philippines.....	1998	4.4	5.4	5.5	3.6	1.8
Vietnam.....	1997	3.8	5.1	4.5	3.3	1.8
<b>Arab States</b>						
Jordan.....	1997	6.8	8.1	7.8	5.6	2.5
Yemen.....	1997	8.4	8.5	5.6	3.8	4.7

Source: Demographic and Health Surveys, Macro International.

## 2. The role of population dynamics in education

Demography is especially important in the realm of education planning, with population statistics serving as the basis upon which to develop education plans. Indeed:

- The structure or age composition of the population determines the size of the school-age population, i.e. the potential demand for education, which is clearly the starting point for any education policy. For the greater the number of children, the greater the need to create classroom space and recruit teachers. The proportion of school-age children in most developing countries is very high, bringing enormous pressure to bear on traditional education systems.
- Density and geographic distribution—which hinge both on fertility rates that can vary depending on the region and on migratory flows—affect education costs, choice of school types, and their size and location (school mapping).
- Knowing the distribution of the working population by economic sector and by levels of qualification helps assess the labour needs and, hence, determine the goals of technical, vocational and higher education.

- Finally, the pace and dynamics of population growth, mainly determined by birth rates, is crucial to education planning. Indeed, the number of future births will affect the number of pupils or students to be accommodated at every level of the education system each year and, hence, on the rate of construction of new educational infrastructure. A fall in the number of pupils due to falling birth rates or to migration is just as important to planners. Such patterns can lead to a policy shift in regard to school closure or redeployment.

Demographic changes are not, of course, the only factor affecting education. The success or failure to achieve educational and other goals depends on a diverse range of other economic, social, political and cultural factors. For instance, the 1990s were marked by significant changes—political upheavals in Central and Eastern Europe, successive economic crises in East Asia, the HIV/AIDS epidemic and all manner of conflicts in sub-Saharan Africa—which have had an impact on education systems (UNESCO, 2000). Nonetheless, the demographic component remains a variable that must be taken into account in every education policy equation. Depending on the context (high or low fertility), population growth has either furthered individual countries' progress towards UPE or, on the contrary, hindered the ability of others to finance education and to provide the infrastructure needed to ensure quality primary education.

## B. DEMOGRAPHIC PRESSURES AND THE ACHIEVEMENT OF UPE

Population growth, especially the fertility rate, has repercussions on the potential demand for education. It determines the number of children to be accommodated in school each year. That number is all the greater when fertility is high, and can make the development of education much more difficult in situations marked by budgetary and resource constraints.

### 1. *State of education*

Overall global figures show some progress in terms of enrolment, with an increase in the net enrolment ratio (NER) in primary education from some 82 per cent in 1990 to 84 per cent in 2001 (table VII.2). Yet the number of out-of-school children by that time still stood at around 103 million, of whom 96 per cent were living in developing countries and 57 per cent were girls. Progress clearly remains slow and if the trends were to continue at the current rate, then UPE might not be achieved by 2015 unless a significant amount of extra effort is made. The estimated NER by 2015 would be in the order of 87 per cent.

Most regions have experienced more or less significant gains in enrolment. This has also been the case in sub-Saharan Africa and in South and West Asia (table VII.2). But the state of education in these two regions remains worrying given that they alone account for three-quarters of the world's out-of-school children. Sub-Saharan Africa features the lowest enrolment ratios: less than 50 per cent in countries such as Eritrea and Ethiopia and less than 40 per cent in Burkina Faso and Niger. These are countries where population growth rates have remained high. It is also the region where the number of out-of-school children is still rising in spite of an increase in NER to 63 per cent in 2001 from 54 per cent in 1990. This paradoxical trend is the result of continuing population growth.

TABLE VII.2. PRIMARY NERs AND NUMBER OF OUT-OF-SCHOOL CHILDREN BY REGION, 1990 AND 2001

	Primary NERs (per cent)						Number of out-of-school children (Thousands)									
	1990			2001			1990			2001						
	Total	Boys	Girls	GPI	Total	Boys	Girls	GPI	Total	Boys	Girls	Per cent G	Total	Boys	Girls	Per cent G
World.....	81.7	86.8	76.4	0.88	84.0	86.5	81.5	0.94	109 904	40 498	69 433	63	103 466	44 985	58 481	57
Sub-Saharan Africa.....	54.5	58.4	50.5	0.86	62.8	66.4	59.2	0.89	38 404	17 613	20 817	54	40 291	18 301	21 990	55
North America/Western Europe.....	97.0	97.0	97.1	1.00	95.4	95.1	95.7	1.01	1 439	747	693	48	2 386	1 301	1 085	45
Latin America/Caribbean.....	86.4	86.9	85.8	0.99	95.7	95.6	95.9	1.00	9 768	4 746	5 022	51	2 468	1 300	1 168	47
Central Asia.....	84.8	85.2	84.4	0.99	94.1	95.0	93.2	0.98	912	449	463	51	390	169	222	57
East Asia and the Pacific.....	95.9	97.7	94.0	0.96	93.7	93.7	93.6	1.00	7 243	2 113	5 130	71	11 993	6 159	5 835	49
South and West Asia.....	72.7	86.6	57.8	0.67	79.0	84.7	73.0	0.86	39 990	10 153	29 838	75	35 808	13 518	22 289	62
Arab States.....	74.8	82.4	66.9	0.81	81.1	85.1	76.9	0.90	8 976	3 200	5 776	64	7 441	2 992	4 450	60
Central and Eastern Europe.....	90.1	90.9	89.2	0.98	88.8	89.9	87.7	0.98	3 172	1 478	1 694	53	2 688	1 245	1 443	54

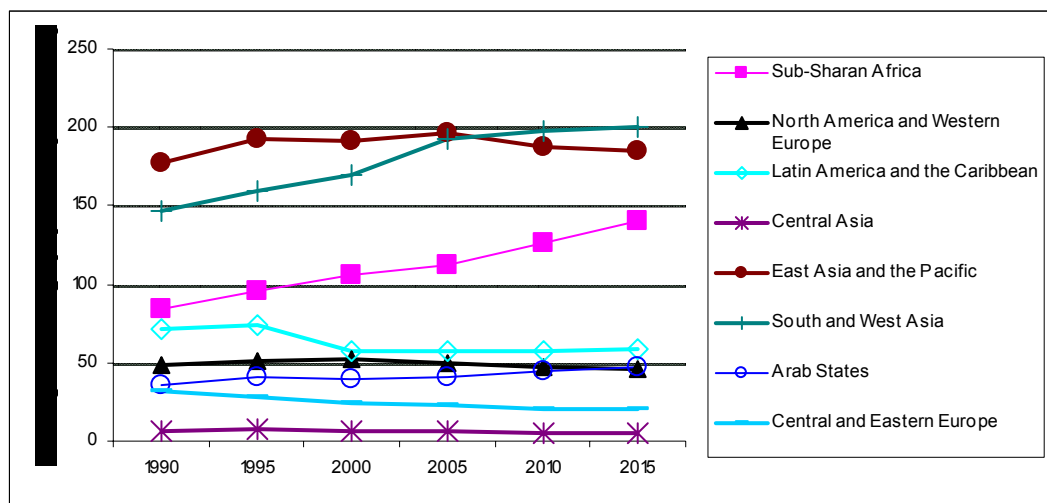
Source: Database of the UNESCO Institute for Statistics.

## 2. Changes in the school-age population

High rates population growth in the past are still influencing the number of children to be enrolled in the world, in spite of a significant decrease in fertility: down from an average of around five children per woman in the early 1960s, for example, to 2.7 in the early 2000s (United Nations, 2003). The world's total primary school-age population, for example, grew from around 600 million in 1990 to 648 million in 2000, and looks set to reach an estimated 701 million by 2015, that is, 100 million more than in 1990. These figures show the scale of the efforts that the world will need to make to meet the potential demand for education and ensure that all school-age children are enrolled by 2015.

The picture, however, varies depending on the region. While other regions will see a decrease in the size of their school-age populations in the future, due to significant falls in fertility, sub-Saharan Africa, South and West Asia and the region encompassing the Arab States are likely to see a rise in the number of children to be enrolled (figure VII.1). Sub-Saharan Africa has recorded the largest increase in this age group: up from 84 million in 1990 to 106 million in 2000, an average of 2.6 per cent per annum. Despite a slowdown in the pace of that growth, mainly due to the region's ongoing fertility transition, the school-age population is still set to rise to an estimated 140 million by 2015. Demand for education there will remain far greater than in the other regions of the world, exacerbating the problems in achieving universal access to education in a region where resources are scarce. This is equally true, albeit to a lesser degree, of South and West Asia and certain Arab countries, where fertility remains high (in Djibouti, Mauritania and Yemen the average number of children per woman is close to 6 or even 7).

Figure VII.1. Trends in the primary school-age population by region, 1990-2015



Source: Database of the UNESCO Institute for Statistics.

In East Asia and the Pacific, on the other hand, where the average enrolment ratio is about 94 per cent, the decrease in the school-age population will facilitate the achievement of UPE. In countries where all children are already in school (Australia, Japan, Malaysia, the Republic of Korea, North America, Western Europe and certain countries in Latin America and the Caribbean), the decrease in the school-age population makes it possible to release resources to improve the quality of primary education and also to develop access to other levels of education.

Comparison between different countries and regions shows that while demographic trends may play an important role in the development of education, but their impact depends on interaction

with other socio-economic, cultural and political factors. In the 1990s, for example, some countries managed to expand children's access to school in spite of high population growth. These countries include Malawi, Laos, Uganda and Kenya, where the increase in enrolment has mainly been due to a political will to achieve the goal of UPE.

That said, in countries where high population growth often goes hand-in-hand with low enrolment levels, demographic trends—which can have a negative impact on the state of education—represent a factor that absolutely must be taken into account in any strategy aimed at achieving UPE. Indeed, because high population growth risks hindering the development of education, it may prevent the role of education in facilitating the demographic transition and improving people's health and well-being. Where there is high population growth, UPE strategies must coexist with population programmes that tend to reduce fertility. They are not interchangeable but, given the mutual relationship between education and demography, they are complementary.

### *3. The need for population education*

While demographic statistics may serve as the underpinnings of education plans, enabling planners to reckon with the ways in which population growth could hinder achievement of the goal of UPE, it should also be stressed that population education is a key aspect of population policies and programmes whose aim is to bring population growth under control. The ICPD Plan of Action recommends education about population issues which, to be most effective, must begin in primary school and continue through all levels of formal and non-formal education taking into account the rights and responsibilities of parents and the needs of children and adolescents.

What is population education? In a nutshell, population education can be seen as an instructional or educational process addressing the relationship between demographic trends and individual and family welfare (FAO, 1992). Originally devised as an educational response to contemporary population issues and problems (UNESCO, 1986), the aim of population education is to help families and communities understand how their demographic characteristics affect every aspect of their daily lives. As such, it empowers the individual to make rational and well-thought decisions on population issues and, hence, to help improve his or her own socio-economic and cultural well-being together with that of his or her family, community, country or even the world.

Content-wise, population education stands at the crossroads between several different disciplines often associated with development: demography, sociology, anthropology, education, history, geography, biology, economics, medicine, and so on. Population education therefore incorporates an integrative approach combining micro-level analyses (of the individual and family) and macro-level analyses (community, nation, region and world) on the nature and consequences of the population's behaviour. It also uses integrative methods embracing environmental education, family life education and sex education (UNESCO, 1986).

Population education has long been part of UNESCO's flagship programmes, with the support of the United Nations Population Fund (UNFPA). The agency's responsibilities in regard to this form of education date back to resolutions adopted by the General Conference in 1968, 1972 and 1974. In short, those resolutions authorize the Organization to:

- promote, through education and information, a wider awareness of the nature, causes and consequences of demographic trends;
- assist Member States, on request, in implementing their national programmes for study, research, education and information on population problems and in the training of personnel specialized in these activities.<sup>4</sup>

## D. IMPACT OF POPULATION DATA ON THE EDUCATION INDICATORS

In the monitoring of the Millennium Development Goals (MDGs), population data serve as the basis for calculating the net enrolment ratio (MDG 2, target 3: UPE). This indicator uses two types of data: primary school-age enrolments as numerator and number of children of the same age group as denominator. Education data are supplied by Member States via an annual questionnaire on statistics of education sent out by the UNESCO Institute for Statistics (UIS), while population data are regularly provided by the United Nations Population Division (UNPD).

Utilization of data from different sources can give rise to inconsistencies and various perceptions of a country's progress towards the goal of achieving UPE. While it may not be easy to determine which data are more accurate than others, it is important to shed light on the nature and scale of the problems facing statisticians in education.

The main areas of concern relate to the following issues:

- inconsistencies between population estimates produced by national authorities on the one hand and UNPD on the other;
- under-coverage of enrolments or population data;
- changes to population data pursuant to revisions; and,
- the population of countries with a small population.

### *1. Population estimates produced by national authorities and by the UNPD*

Time series of reliable and consistent population data, both of the total population and by single age, are needed to calculate various indicators. Population estimates and projections are produced and supplied to UIS by UNPD. These estimates, however, may not tally with those produced by the countries themselves. So indicators calculated by the two sources produce conflicting results.

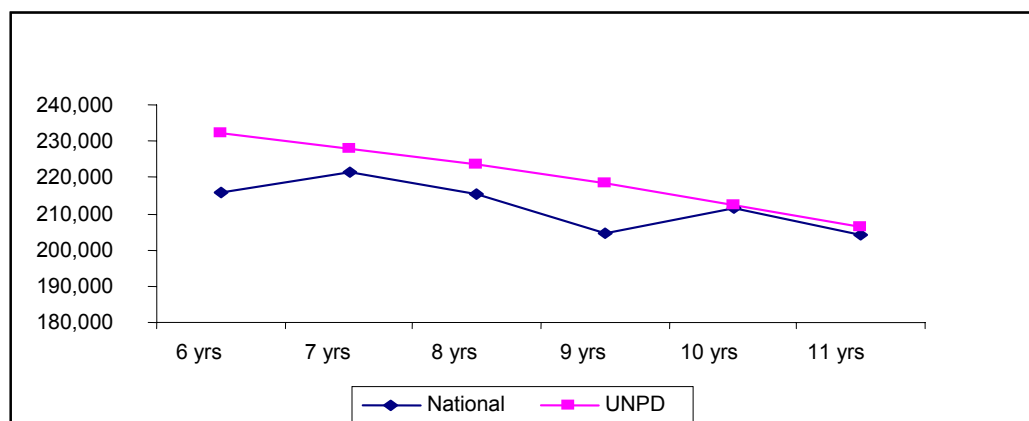
Table VII.3 shows the discrepancies between UNPD population data estimates and those produced by the countries participating in the World Education Indicators (WEI) programme. The problem is rather critical here because the joint UIS-OECD programme collects both enrolment and country population data, yet the indicators published by UIS are based on UNPD population data while those published by the Organisation for Economic Co-operation and Development (OECD) are based on national population data.

Discrepancies are generally more pronounced for data on the school-age population than on the total population. The impact of these discrepancies on the NER is therefore plain to see. Indeed, NER rises or falls depending on the source of population data used: national authorities or UNPD. The discrepancies vary from -6.5 to 16 percentage points, the negative values indicating that the national population data have a negative impact on NER because they are overestimated in comparison with those of UNPD. That is the case with Jamaica and Jordan, for example, which would gain around 7 percentage points by using UNPD data. Egypt, on the other hand, would gain 16 percentage points by using national data.

UIS occasionally receives complaints from countries claiming that the published indicators do not accurately reflect their progress towards achieving the goals due to the utilization of United Nations population data, especially when those data overestimate the country's population. Bolivia, for example, believes that its NER is approaching UPE, with 97.8 per cent enrolled according to its own population data, whereas UNPD population data places it in a position somewhat further away from that goal, with just 94.2 per cent enrolled. UNPD data estimate the school-age population here to be 3.8 per cent larger

than the national estimates. When one compares the age distribution of that population in the two series, however, the national estimates appear less consistent. They suddenly fall at the ages of 6 years and 9 years, opening up gaps in comparison with the UNPD data of 6.7 per cent and 7.5 per cent respectively (figure VII.2).

**Figure VII.2. Bolivia: Age distribution according to national and UNPD data**



Source: Database of the UNESCO Institute for Statistics.

**TABLE VII.3. DISCREPANCIES BETWEEN NATIONAL AND UNITED NATIONS POPULATION DATA POPULATION DATA**

<i>Country</i>	<i>School age</i>	<i>Discrepancy in total population (per cent)</i>	<i>Discrepancy in school-age population (per cent)</i>	<i>Discrepancy in NER (percentage points)</i>
Argentina .....	6-11	-3.4	1.9	-2.1
Brazil .....	7-10	-0.7	5.1	-4.7
Chile .....	6-11	-0.2	-0.1	0.05
China.....	7-11	0.1	-4.8	4.5
Egypt.....	6-10	-5.6	-16.2	15.9
India.....	6-10	-2.0	4.7	-3.7
Indonesia.....	7-12	-10.4	-9.7	9.9
Jamaica .....	6-11	0.2	7.3	-6.5
Jordan .....	6-11	0.0	7.7	-6.5
Malaysia .....	6-11	2.2	-0.3	0.3
Paraguay .....	6-11	0.5	2.0	-1.8
Peru.....	6-11	-0.8	-0.1	0.1
Philippines .....	6-11	1.9	2.4	-2.2
Russian Federation.....	6-9	-0.1	-0.8	0.7
Thailand.....	6-11	5.4	-9.8	9.1
Tunisia .....	6-11	0.4	-1.5	1.4
Uruguay .....	6-11	-0.2	-0.1	0.1
Zimbabwe .....	6-12	-0.2	-14.7	13.0

Source: Database of the UNESCO Institute for Statistics.

## 2. Problem of coverage

For some countries, the enrolment data do not cover the same population groups as the population data used. This could be due to the inclusion or exclusion of refugees and other such population groups. Here are a few examples:

**Bhutan:** The United Nations population estimates are far higher than those produced by the country itself, probably because the former have included migrant populations but the latter have not. Bhutan explains that the country's population has fallen as a result of mass emigration to neighbouring countries in 1996, and the emigrants were previously counted in the 1969 and 1980 censuses.

As shown in table VII.4, there is an enormous lack of continuity in the population data between the period prior to 1990 and more recent years. Consequently, UIS publications no longer contain any of the Bhutan indicators calculated on the basis of population data.

**Moldavia:** The enrolment data do not include the Transnistria region, but the population data do. Transnistria represents approximately 15 per cent of the total population of Moldavia. Consequently, the education indicators for Moldavia are underestimated.

**Palestinian Autonomous Territories:** The enrolment data do not include East Jerusalem, but the population data do. Consequently, the education indicators for the Territories are underestimated.

**United Republic of Tanzania:** The enrolment data do not include Zanzibar, but the population data do. Zanzibar represents approximately 3 per cent of the country's total population. Consequently the indicators for the United Republic of Tanzania are underestimated.

TABLE VII.4. BHUTAN: SIZE OF POPULATION ACCORDING TO DIFFERENT SOURCES

<i>Source</i>	<i>Date</i>	<i>Population</i>
Census	1969	1 034 774
	1980	1 165 000
	1985	1 286 276
Statistics at a Glance (1982)	1990	1 420 135
	1995	1 576 974
	2000	1 731 074
Survey (1984)	1984	1 124 100
Statistical Yearbook of Bhutan, 1985	1985	1 286 275
Statistical Yearbook of Bhutan, 1988	1987	1 343 600
Statistical Yearbook of Bhutan, 1989	1988	1 375 400
Statistical Yearbook of Bhutan, 1997	1997	618 557
Statistical Yearbook of Bhutan, 1998	1998	637 777

## 3. Changes in population estimates

UNPD regularly revises population estimates once every two years. This can affect evaluation of progress towards the achievement of UPE, given that some of the progress or decline can be ascribed to the changes to population estimates rather than to any real change. Table VII.5, which shows the change

in estimates of the 1998 school-age population between the revisions of 2000 and 2002, illustrates well how such changes can affect NER.

TABLE VII.5. IMPACT OF THE VARIOUS UNITED NATIONS POPULATION ESTIMATES ON THE VALUE OF NERs

Country	Primary school-age population (male and female)		Percentage change from 2000 to 2002	1998/99 NER in:		Change in NER (percentage points)
	2000	2002		2000	2002	
Armenia.....	218 650	184 841	-15.5			
Cape Verde.....	63 530	73 269	15.3	119.7	103.8	-15.9
Congo.....	482 600	557 084	15.4			
Gabon.....	172 460	197 751	14.7			
Dem. People's Rep. of Korea.....	2 003 280	1 613 219	-19.5			
Kuwait.....	182 290	137 134	-24.8	66.3	88.2	21.8
Liberia.....	400 560	441 409	10.2	48.4	43.9	-4.5
Mali.....	1 738 640	1 965 540	13.1	43.3	38.3	-5.0
Oman.....	422 420	368 275	-12.8	66.2	75.9	9.7
Papua New Guinea.....	692 700	776 594	12.1	83.8	74.8	-9.1
Guinea-Bissau.....	177 240	208 367	17.6			
Swaziland.....	167 190	203 385	21.6	94.5	77.7	-16.8
Turkey.....	7 570 790	8 760 888	15.7			

Source: Database of the UNESCO Institute for Statistics.

Estimate revisions affect some 80 per cent of the 180 or so countries for which the United Nations produces population estimates by age. For around fifteen of them, the school-age population rises or falls by more than 10 percentage points for the same reference year (1998). This can have a significant impact on NERs and, hence, distort perceptions of progress towards the achievement of UPE. In Kuwait, for example, NER has increased by 22 per cent due to a 25 per cent decline in the school-age estimation.

#### 4. Population of countries with a small population

Population by age does not figure in the UNPD estimates for some 20 countries. Indeed, UNPD does not supply population by age data for countries inhabited by fewer than 100,000 people. In such cases, UIS uses national population data, when available. The fact that the population projection methodology may vary from one country to the next can affect cross-country comparisons.

So it is important to encourage utilization of United Nations population data because, given that they are produced by means of a single estimation method, they have the advantage of ensuring overall consistency and of avoiding tampering with the data. They will nevertheless need to be improved by standardizing those methods internationally.

## NOTES

<sup>1</sup> The 1948 Universal Declaration of Human Rights recognizes everyone's right to education, stating that elementary education should be free and compulsory, and that higher education should be accessible to all on the basis of merit.

<sup>2</sup> Goal 2: Achieve universal primary education. Specifically, ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

Goal 3: Promote gender equality and empower women. In other words, eliminate gender disparity in primary and secondary education, preferably by 2005, and at all levels of education no later than 2015.

<sup>3</sup> The other intermediate factors, on top of age at marriage, are breastfeeding, contraception and abortion.

<sup>4</sup> Resolution 5.21 in Resolutions, Volume I, Records of the General Conference, Eighteenth Session, Paris, 17 October to 23 November 1974, p.72.

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