Strategic Orientation Framework for Non-Formal Education

in a Holistic, Integrated and Diversified Vision of Lifelong Education

Association for the Development of Education in Africa

Working Group on Non-Formal Education

This document was prepared on behalf of the ADEA Working Group on Non-Formal Education by Amadou Wade Diagne and Wim Hoppers, in partnership with GIZ, with support from SDC and UIL, and with the participation of the Country Working Groups on non-formal education of Benin, Burkina Faso, Cape Verde, Chad, Mali, Mauritania and Senegal. The views and opinions expressed in this document are those of the authors and do not necessarily reflect those of ADEA, its members, its affiliate organisations or any person acting on behalf of ADEA.

The document was also financed partly by ADEA's partners, contributing to its program: African Development Bank (AfDB) ; World Bank ; European Commission ; UNESCO ; UNICEF ; GIZ ; Ministry of Foreign Affairs, Department of Development Cooperation, Austria ; Canadian International Development Agency (CIDA) ; Ministry of Foreign Affairs, Finland ; Ministry of Foreign Affairs, General Direction of international and development cooperation, France ; Irish Aid, Ministry of Foreign Affairs, Ireland ; Japan International Cooperation Agency (JICA) ; Ministry of Foreign Affairs, The Netherlands; Norwegian Cooperation and Development Agency (Norad) ; Calouste Gulbenkian Foundation, Portugal ; Swiss Agency for Development and Cooperation (SDC) ; Department for International Development (DFID) Great Britain ; US Agency for International Development (USAID) ; Open Society Initiative of South Africa (OSISA).

Published by the Working Group on Non-Formal Education (WGNFE) of the Association for the Development of Education in Africa (ADEA)
ISBN-10: 92-9178-121-5
ISBN-13: 978-92-9178-121-8
© Working Group on Non-Formal Education (WGNFE) of the Association for the Development of Education in Africa (ADEA) – 2012

The original version of this book in french is entitled « Cadre d'orientation stratégique de l'éducation non formelle dans une vision holistique, intégrée et diversifiée de l'éducation tout le long de la vie »,
ISBN-10 : 92-9178-120-7
ISBN-13 : 978-92-9178-120-1

Working Group on Non-Formal Education (WGNFE)
11 BP 692, Ouagadougou CMS 11, Burkina Faso
+226 50 36 58 45
gtenf@fasonet.bf - www.gtenf.org

Designed and printed by: Graphi Imrpim, Ouagadougou

Photographs courtesy of: Association pour la Promotion de l'Education Non Formelle (APENF), UAG, Amadou Wade Diagne, Bouraima Kaboré, Elisa Roth, Nicole Gantenbein and Yejing Kong.

CONTENTS

Acknowledgments 5
Preface 6
Acronyms and abbreviations 7
Glossary 9
Executive summary 11
Matrix for monitoring and evaluation of the implementation of the holistic, integrated and diversified approach to education 13
1. Presentation of the strategic orientation framework 18
1.1. Background 19
1.2. Objectives of the strategic orientation framework 19
1.3. Target audience of the framework 19
1.4. Potential uses of the framework 20
1.5. Structure of the reference framework 20
2. Holistic, integrated and diversified vision of lifelong education 22
2.1. Background and rationale 23
2.2. Understanding of the holistic and integrated vision of education 25
2.3. Obstacles to the implementation of the new vision 26
3. Non-formal education in a holistic vision of lifelong education 27
3.1. The specificity of non-formal education in the holistic approach 28
3.2. Fruitful linkages and interactions 31
3.3. Key questions and challenges 32
3.4. Compounding factors to be taken into account 33
4. Strategic areas for the implementation of the new vision 34
4.1. Strategic area 1: Ownership and promotion of the vision 35
4.1.1. Background 35
4.1.2. The ideal situation 35
4.1.3. Sub-area 1.1. : National mobilisation for the holistic vision 36
4.1.3.1. Moving towards the establishment of a consultation framework in a holistic and integrated perspective 36
4.1.3.2. The main levers for the establishment of a functional framework 39
4.1.3.3. Obstacles and challenges 43
4.1.3.4. Priority actions 44
4.1.4. Sub-area 1.2. : Reforming the educational policy to fit it into the new vision 45
4.1.4.1. Background 45
4.1.4.2. The ideal situation 45
4.1.4.3. Key questions 46
4.1.4.4. Obstacles and challenges 46
4.1.4.5. Priority actions 47
4.1.4.6. Best practice of education policy revision 48
4.1.5. Sub-area 1.3. : Promotion of the diversified vision of education 48
4.1.5.1. The ideal situation 48
4.1.5.2. Key questions, challenges and obstacles 49
4.1.6. Sub-area 1.4. : Capacity building 51

4.1.6.1. Background 51
4.1.6.2. The ideal situation 52
4.1.6.3. Key questions 53
4.1.6.4. Obstacles and challenges 53
4.1.6.5. Priority actions 54
4.2. Strategic area 2: Education governance and reform 55
4.2.1. Sub-area 2.1. : Revision of programmes and methods 56
4.2.1.1. Key questions 56
4.2.1.2. Obstacles and challenges 57
4.2.1.3. Priority actions 58
4.2.1.4. Best practice on curriculum revision in view of integration 59
4.2.2. Sub-area 2.2. : Governance improvement 59
4.2.2.1. Background 60
4.2.2.2. The ideal situation 60
4.2.2.3. Key questions 61
4.2.2.4. Obstacles and challenges 61
4.2.2.5. Priority actions 62
4.2.2.6. Strengthening of the literate environment 63
4.2.2.7. Communication 64
4.2.2.8. Best practice 64
4.2.3. Sub-area 2.3. : Establish or restructure systems for the monitoring and evaluation of programmes 65
4.2.3.1. Background 66
4.2.3.2. The ideal situation 66
4.2.3.3. Key questions 66
4.2.3.4. Obstacles and challenges 67
4.2.3.5. Priority actions 67
4.2.3.6. An example of best practice: UNESCO's NFE-SIM 68
4.2.4. Sub-area 2.4. : Put in place a knowledge validation system 69
4.2.4.1. Background 69
4.2.4.2. The ideal situation 69
4.2.4.3. Key questions 69
4.2.4.4. Obstacles and challenges 69
4.2.4.5. Priority actions 70
4.2.4.6. Some best practices 71
4.3. Strategic area 3: Establish appropriate and sustainable funding mechanisms 72
4.3.1. Background 72
4.3.2. The ideal situation 73
4.3.3. Key questions 74
4.3.4. Obstacles and challenges 74
4.3.5. Priority actions 75
4.3.6. Funding best practices 76
4.3.7. Control of unit costs 77
4.4. Strategic area 4: Development of research, innovation and scaling up 81
4.4.1. Background 81
4.4.2. The ideal situation 82
4.4.3. Key questions 82
4.4.4. Obstacles and challenges 82
4.4.5. Priority actions 83
5. Conclusion 84
6. Bibliography 85

Acknowledgments

We extend our thanks to all the resource persons and institutions listed below, who participated in the drafting of this document at the workshops in Frankfurt (2009), Harare (2010) and Ouagadougou (2011):

- Andal et Pinal (A&P), Burkina
- Association for the Promotion of Non-Formal Education (APENF), Burkina Faso
- Association Yeelen Boulon, Mali
- Coordination of National Literacy Operators in Senegal (CNOAS)
- Fund for Literacy and Non-Formal Education (FONAENF)
- Foundation for Community Development (FDC), Burkina Faso
- German cooperation agency (GIZ)
- Chadian Association for the Promotion of Non-Formal Education (ATPENF)
- International Centre for Girls' and Women's Education in Africa (CIEFFA)
- Ministry of National Education and Literacy (MENA), Burkina Faso
- Reflection and Action Circle for the Development of Non-Formal Education (CRADENF), Benin
- Regional Council for Education and Literacy in Africa (CREAA)
- Solidar Switzerland Burkina Faso
- Swiss Agency for Development Cooperation (SDC)
- Working Group on Education Management and Policy Support (WGEMPS), ADEA
- Working Group on Non-Formal Education of Cape Verde
- Working Group on Non-Formal Education of Mali
- Working Group on Non-Formal Education of Mauritania
- Working Group on Non-Formal Education of Morocco
- Working Group on Non-Formal Education of Niger
- Working Group on Non-Formal Education of Senegal
- UNESCO Institute for Lifelong Learning (UIL)
- UNESCO BREDA

Preface

The vision and goals of the Working Group on Non-Formal Education (WGNFE) of the Association for the Development of Education in Africa (ADEA) are fundamentally concerned with the promotion and development of non-formal education (NFE). This mission is all the more important today in view of the Millennium Development Goals and the Education for All goals.

It is an open secret that the many financial, material and intellectual efforts that have been made solely in favour of the formal education system will never suffice to provide equitable, quality education for all African children, adolescents, youth and adults.
This is the context in which WGNFE, in collaboration with the GIZ (formerly GTZ), SDC and UIL, formulated the idea of a strategic orientation framework for the development of NFE in a holistic, integrated and diversified vision of education. This framework stems from (a) the WGNFE's conviction that education forms of the NFE type are indispensable in order to make Education for All a reality in many African countries, and (b) recognition of the fact that, at the national level, the main stakeholders must have common views of NFE as a prerequisite for developing and implementing effective policy under current conditions.

The holistic approach means that further expansion of quality education requires a broad vision of the diverse types of male and female learners and modes of education that need to be taken into consideration and of the range of learning opportunities required to meet the demand and enable learners of all ages to move from one type of learning opportunity to another.

This NFE orientation framework is intended as an easy-to-use tool and guide for various actors in the education and development sectors. For example, Its target audience includes political and administrative authorities, officials at various decision-making levels, and local elected officials, to inform them in the following areas: development or revision of education policy, planning of educational activities and/or priorities at the central, regional and local levels, financing trade-offs in the education sector, formulation and implementation of development plans, etc. It is a tool designed from a systemic perspective. The ideal situations described by strategic area and the priority actions proposed serve as guideposts for those working on the NFE orientation and the development of the holistic vision of education in Africa. In short, this NFE orientation framework is a new technical tool for diagnosing the problems of African education systems and seeking appropriate solutions.

I extend my warmest thanks to all those who gave of their time to develop and validate this framework. I strongly encourage them all to work for the implementation of the holistic vision at their respective levels, for a more just, inclusive education system.

Boly Barry Koumba
Minister of National Education and Literacy,
Burkina Faso

Acronyms and abbreviations

A3F	*apprentissage du français fondamental et fonctionnel* (learning of basic, functional French)
ACCV	Association for Cooperation with Cape Verde
ADB	African Development Bank
ADEA	Association for the Development of Education in Africa
AET	Adult education and training
AGETIP	Agency for Job Creation and Public Works
ANPE	National Employment Agency
APNFE	Association for the Promotion of Non-Formal Education
BCS	basic community school
BEP	*brevet d'études professionnelles* (vocational education certificate)
BEPC	*brevet d'études du premier cycle* (O level certificate)
CAP	*certificat d'aptitude professionnelle* (vocational training certificate)
CAPAL	Support Committee on Literacy Promotion Activities
CEAP	*certificat élémentaire d'aptitude pédagogique* (basic teaching certificate)
CEG	*collège d'enseignement général* (general junior secondary school)
CEP	*certificat d'études primaires* (primary school certificate)
CNACT	National Consultative and Technical Support Committee
CNEA	Consultative Council on Education Development
CNR-ENF	National Resource Centre for Non-Formal Education
CONFINTEA	International Conference on Adult Education
CRC	Convention on the Rights of the Child
CREPA	Multipurpose Adult Educational Resource Centre
DAEA	Directorate of Education Action and Support
DALN	Directorate of Literacy and Local Languages
DBE	diversified basic education
DEPOLINA	National Literacy Policy Statement
DGEFA	General Directorate of Adult Education and Training
DGENF	Directorate-General of Non-Formal Education
DRINA	Directorate for Research, Innovations in Non-Formal Education and Literacy
EC	elementary course
EFA	Education for All
FDC	Foundation for Community Development
FNAA	National Literacy Support Fund in Cote d'Ivoire
FONAENF	Literacy and Non-Formal Education Fund
GDP	gross domestic product
GIZ	German Cooperation Agency
GNP	gross national product
HIPC	heavily indebted poor countries
ICT	information and communication technology
IDA	International Development Agency
ILTD AFI-D	Intensive Literacy – Training for Development

INSD	National Statistics and Demography Institute
IPF-CV	Paulo Freire Institute – Cape Verde
MLC	medium level course
MDG	Millennium Development Goals
MTEF	Medium Term Expenditure Framework
NERC	National Education Resource Centre
NFE	non-formal education
NFE-IMS	non-formal education information and management system
NGO	non-governmental organisation
NQF	national qualification framework
ODL	open and distance learning
OIF	Organisation Internationale de la Francophonie
PPP	Public-Privat partnership
PRODENF	*Programme de Développement de l'Education non formelle* (Program for the Development of non-formal education)
RPL	recognition of previous learning
SAQA	South African Qualifications Authority
SAQF	South African Qualifications Framework
SBA	skills-based approach
SDC	Swiss Agency for Development and Cooperation
TVET	technical and vocational education and training
UIL	UNESCO Institute for Lifelong Learning
WGNFE	Working Group on Non-Formal Education

Glossary

Literacy

This word has clearly meant, for many decades now, the public or private provision of adult (15 years of age and older) basic education. Literacy includes learning how to write in one's language, the acquisition of other basic life skills and post-literacy knowledge. Post-literacy should help to meet the basic educational needs of the learner to the extent possible, with a view to continuous training.[1]

Literacy and non-formal education

These terms denote, in addition to literacy for those over 15 years old, the presence of specific provision of out-of-school basic education for non-enrolled or early drop-out youths who are over-aged for enrolment or re-enrolment, i.e. generally 9-year-olds.

Non-formal education

This term is tending to become a generic expression for any basic education provision that is structured and organised but is provided outside of the school system, regardless of the target audience (youth or adults). Four main components of non-formal education have been identified:

- literacy (including post-literacy);
- alternative basic education systems with a pre-vocational orientation for out-of-school youths;
- non-formal training for the acquisition of life skills, employment or sustainable development skills, organised outside of the conventional diploma training system;
- training by learning (on the job or in work-study arrangements) organised outside of the conventional training or vocational certification system.

N.B. For Francophones, literacy (including post-literacy and functional training) is the main component of NFE, whereas for Anglophones NFE is training for the acquisition of basic life skills, possibly including basic literacy. This difference is currently hindering the consensus for the establishment of an international statistical information system for management of non-formal education.

Informal education

In recent framework laws on education in Africa, this expression indicates any form of non-structured, non-organised knowledge acquisition that contributes to the formation of individual and collective knowledge. Generally speaking, it has the following basic components:

- family and peri-family education: by peers or intergenerational, or by cultural, religious or other groups;
- education by the media (print press, audio-visual communication and ICT), reading or any other form of open self-learning;
- by watching the world or any form of exposure to de facto educational situations (cultural events, learning by imitating).

1 DALBERA Claude, *Etat, pratique et besoins en éducation non formelle dans neuf pays d'Afrique subsaharienne francophone*, OIF, 2006, p.8

Basic education

Until the late 1990s, this term was used with the meaning given today to ”non-formal education”. Therefore, it is this term that still appears in international legal documents on the right to education (see Article 13 of the Covenant on Economic, Social and Cultural rights in Appendix 5). It is still deliberately used by some Francophones who are reluctant to use the new term “non-formal education”, which in their opinion is not appropriate in French and may even be an anglicism (in fact this is not the case, because the expression actually originates from Francophone research on the critique of formalism in education).

N.B.1. For the same reasons, some French speakers systematically replace “non formel” by “informel”; in this case, the latter term conceptually embraces both the informal and non-formal sectors. This is fairly regrettable in terms of social communication and clarity of meaning, given that specialists have reached a wide consensus on the specific meaning of “informal” education (agreeing to the meaning above, in which informal education is distinguished from non-formal education).

N.B.2. The term “basic education” tends now to have the wider meaning of public or private provision of minimum education, be it by the formal sub-system or by the non-formal sub-system. Its meaning thus applies to fundamental education as defined at the Jomtien Conference, i.e. an effective, formal or non-formal response to the changing basic educational needs of children, young people and adults (see below). In this sense, a debate is currently going on in Francophone sub-Saharan countries to determine the level of formal teaching that can be considered to be basic education (the idea being to harmonise mandatory education with the notion of basic education, including general or technical post-primary education).

Fundamental education

Fundamental education is defined in Article 1 of the World Declaration on Education for All adopted in Jomtien, Thailand, in 1990, in the following terms:

1. “Any person – child, youth and adult – shall be able to benefit from educational opportunities designed to meet their basic learning needs. These needs comprise both essential learning tools (such as literacy, oral expression, numeracy, and problem solving) and the basic learning content (such as knowledge, skills, values, and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning. The scope of basic learning needs and how they should be met varies with individual countries and cultures, and inevitably, changes with the passage of time.
2. The satisfaction of these needs empowers individuals in any society and confers upon them a responsibility to respect and build upon their collective cultural, linguistic and spiritual heritage, to promote the education of others, to further the cause of social justice, to achieve environmental protection, to be tolerant towards social, political and religious systems which differ from their own, ensuring that commonly accepted humanistic values and human rights are upheld, and to work for international peace and solidarity in an interdependent world.
3. Another and no less fundamental aim of educational development is the transmission and enrichment of common cultural and moral values. It is in these values that the individual and society find their identity and worth.
4. Basic education is more than an end in itself. It is the foundation for lifelong learning and human development on which countries may build, systematically, further levels and types of education and training.”

Executive summary

The ideal situation in education, as understood by the Association for the Development of Education in Africa (ADEA) Working Group on Non-formal Education (WGNFE), is that all forms of education provision, irrespective of their target groups, their delivery modalities, the sub-sector in which they are placed, etc. are of equal dignity. They all contribute to the achievement of lifelong education, maintain in a dynamic way fruitful interactions and deserve to be valued, supported, articulated and coordinated within the framework of a holistic, integrated and diversified vision of education.

Thus, a holistic approach means that further scaling up of quality education requires a broader vision of the diversity of male and female learner types to be taken into consideration and of the range of learning opportunities required to meet their needs and respond to their circumstances. The aim is to accept all other non-conventional modes of education and to establish effective bridges enabling both male and female learners to shift from one learning type to another or to return to the formal system, thus moving through the entire educational system.

The ideal situation of the holistic and integrated vision of education is the following:

- Alternative education forms are more credible in the eyes of decision-makers and of the various actors.
- Education policies are implemented using an intersectoral approach within the framework of economic, social and cultural development.
- Open and unifying curricula combine diversity of demands and the need for integration and harmonisation of practices.
- Forms of education provision are of good quality and are in line with the diversified demand of beneficiaries through the implementation of a local language publication policy, professionalisation of actors, flexibility in programmes, capacity building for the various actors, and recognition of the importance of traditional education practices, which would be valued and improved on.
- The recognition of learning achievements is a reality and gives openings to the labor market and prospects for further studies in existing formal education systems via officially established bridges.
- All kinds of disparities are addressed mainly through the codification of all languages in view of equity and cultural diversity.
- All forms of education provision have sustainable human, material and financial resources in accordance with their ambitions through enabling budgetary arbitrations.

Therefore, the strategic orientation framework for a diversified, integrated vision of education developed by the ADEA Working Group on Non-Formal Education has the following objectives:

1. to disseminate the holistic, integrated and diversified vision of education to the various development actors in general and to education actors more specifically, so that it will be better understood, adopted and mainstreamed in policy and actions towards education development as a whole;

2. to serve as a tool for diagnosing the educational system as a whole and non-formal education (NFE) from the perspective of this new vision.

The implementation of this new vision is based on the following four strategic areas:

Strategic area 1: Ownership and promotion of the holistic vision

The idea is to ensure that:

- All education stakeholders (ministries, private sector, civil society, community-based organisations, local governments, and technical and financial partners) participate in the development of a national vision of diversified education and the establishment of policies, structures and practices that enable the achievement of this vision.
- Interdependences and equivalences among the various education forms as part of lifelong learning are recognised and established.
- Strong and sustainable political support for the new vision is secured. The new vision is consistent with the way the sector is organised, its personnel and its functioning.

Strategic area 2: Improvement of governance and education reform

Efforts made in this area should lead to the following situation:

- Educational policies reflect both the need to differentiate child and adolescent programmes from youth and adult programmes and the need to promote complementarities among such programmes, e.g. intergenerational learning, basic education curricula and bridges.
- An integrated, coherent and stable institutional framework taking into consideration the decentralisation process and competences is established to improve coordination of interventions and give wider room to partnership-based approaches.
- Stakeholders are in a position to assess the effectiveness of their own interventions and use the findings to improve intervention and advocacy strategies and engage in informed dialogue with other stakeholders.
- An integrated evaluation system is used to validate all acquired knowledge and skills irrespective of the type of education and training provision.

Strategic area 3: Establishment of appropriate and sustainable financing systems

All formal and non-formal forms of education provision receive equitable and sustainable financial resource allocations in compliance with the policies agreed on for their development.

Strategic area 4: Development of research, innovation and scaling up

A sustained effort to review and study change helps actors to take corrective measures in the implementation of curricula and programmes. It also helps in scaling up existing programmes in order to meet all demand for education/training and develop new intervention models.

Matrix for monitoring and evaluation of the implementation of the holistic, integrated and diversified approach to education

Strategic area 1: Ownership and promotion of the vision		
Sub-area	**Ideal situation**	**Indicators or expected outcomes**
Sub-area 1.1: National mobilisation for the holistic vision	All education stakeholders (ministries, private sector, civil society, community-based organisations, local governments, and technical and financial partners) participate in the development of a national vision of diversified education and setting up of policies, structures and practices towards the achievement of this vision.	1. A national consultation framework for the development, implementation and monitoring of education policies, as well as its branches at all administrative levels within the country, is put in place with an annual plan of action. 2. The framework put in place brings together all sub-sectors of education and other ministerial departments that have direct interest in education. 3. All education stakeholders (communities, civil society, private sector, administration, local government, minority groups, groups with specific needs, etc.) are represented in this framework. 4. The forms and modalities of consultation (fora, national gatherings, assessment seminars, periodicity, revolving chairmanship, permanent secretariat, etc.) are defined and recorded in an official document. 5. The sub-sectors receive equitable treatment in terms of both representation and issues addressed. 6. Thematic or sub-sectoral sub-commissions are put in place as required. 7. The government has allocated the resources required for the smooth running of the framework and these resources are actually released and exclusively used for the activities that have been planned. 8. The activities planned have been implemented. 9. The plan of action has been evaluated on a regular basis.
Sub-area 1.2: Educational policy reform in line with the new vision	Interdependences and equivalences among the various education provision forms within the framework of lifelong learning are recognised and established.	1. A policy document for the education sector that includes all sub-sectors is available following its development and technical, social and political validation. 2. All stakeholders' views are reflected in this policy. 3. The holistic, integrated and diversified vision of lifelong education is incorporated in the economic and social development plan, poverty reduction strategy, orientation law on education, the educa-

Sub-area	Ideal situation	Indicators or expected outcomes
		tion sector policy note and the education development or investment programme. 4. The education policy document is revised on a regular basis in accordance with the suggestions made through the consultation framework and the outcomes of its monitoring and evaluation.
Sub-area 1.3: Promotion of the diversified vision of education	Strong and sustained political support to the new vision is sustainably secured.	1. A communication plan for the promotion of the new vision is developed and implemented in support of the implementation of the vision. 2. The government, technical and financial partners, private sector, civil society, local governments and communities are aware of, adhere to and support the new vision of diversified education.
Sub-area 1.4: Capacity building	The new vision is consistent with the way the sector is organised, its personnel and its functioning.	1. Every sub-sector of education has adequate skilled human resources. 2. Existence of a capacity building plan. 3. A directorate is empowered to implement the capacity building plan. 4. Training centers provide pre-service and in-service training for all teaching staff irrespective of the education form in which they work. 5. A harmonised career development plan for all teaching staff in both formal and non-formal sectors is established on a consensus basis. 6. Decentralised departments, local governments, the private education sector and civil society organisations active in education have skilled human resources. 7. Resources for in-service training of staff members are earmarked and actually used to this effect.

Strategic area 2: Education governance and reform		
Sub-area	**Ideal situation**	**Indicators or expected outcomes**
Sub-area 2.1: Revision of programmes and methods	Education policies reflect both the need for differentiating child and adolescent programmes from youth and adult programmes and the need to promote complementarities among such programmes (intergenerational learning, basic education curriculum, bridges, etc.).	1. A unifying national curriculum is developed and implemented with the participation of all stakeholders (communities, civil society, private sector, administration, local governments, minority groups and groups with specific needs) based on the holistic, integrated and diversified vision; definition of harmonised graduate profiles, irrespective of the type of education, duration of studies, delivery modalities, etc. 2. The specificities of the various education provision forms and various target audiences are taken into consideration in specific modules and tools with the integration of gender as a crosscutting issue in all strategic areas and sub-areas in the matrix. 3. Bridges among the various education provision systems are officially established and used. 4. Steps are taken to implement the holistic, integrated and diversified vision, such as basic school including early childhood, compulsory schooling for 9/10 years, youth and adult training, and the inclusion of local languages. 5. The learning and working conditions for learners and teachers (infrastructure, equipment, teaching materials, etc.) enable good quality learning and teaching.
Sub-area 2.2: Governance improvement	An integrated, coherent and stable institutional framework taking decentralisation into consideration is put in place for improved coordination of interventions giving ample room to partnership-based approaches.	1. The institutional unit of education is restored. 2. The exceptional structures established in order to give impetus to a long- marginalised sub-sector are reinserted in the general structure of the education sector at the end of the enhancement and promotion phase. 3. The government-private sector-civil society partnership is institutionalised and enshrined in framework agreements that are implemented. 4. Decentralised education departments that have adequate human and material resources manage all education sub-sectors without any bias. 5. Local governments effectively exercise the powers transferred to them in education and support the implementation of diversified education in terms of planning, resource allocation and monitoring.

Sub-area	Ideal situation	Indicators or expected outcomes
Sub-area 2.3: Readjustment of programme monitoring and evaluation systems	Stakeholders are capable of evaluating the effectiveness of their own interventions, using the results to improve intervention and advocacy strategies and engaging in an informed dialogue with other stakeholders.	1. Indicators for the monitoring of the new vision of diversified education are developed. 2. The government has put in place a unit or a directorate responsible for collecting, processing and disseminating all information on education covering all sub-sectors in statistical yearbooks, impact studies, etc. 3. Statistical yearbooks cover all education sub-sectors. 4. Studies and monitoring/evaluation reports on the new vision are presented within the consultation framework and suggestions made are taken into consideration by the government and all stakeholders.
Sub-area 2.4: Establishment of a knowledge validation system	The use of an integrated evaluation system to validate all knowledge and skills acquired irrespective of the type of education and training provision is a key feature of diversified education.	1. The country has developed a national qualification framework. 2. All education provision forms included in the national syllabus have a mechanism to recognise and value the different types of learning achievements. 3. Equivalences among the various certified types of education and training enable the use of bridges and interactions among the various types of learning.

Strategic area 3: Establishment of appropriate and sustainable financing systems		
Sub-area	**Ideal situation**	**Indicators or expected outcomes**
	All formal and non-formal education forms receive equitable and sustainable resources in line with policy orientations agreed on for their development.	1. All education sub-sectors are actually taken into consideration in the Medium Term Expenditure Framework (MTEF) of the education sector. 2. The budget arbitrations made do not marginalise any form of education that has been recognised to be part of the national curriculum. 3. The alternative education sub-sector has a resource mobilisation and management mechanism suited to its specific nature. 4. Fund-raising campaigns are organised and additional resources from new sources are secured in a sustainable way. 5. The financial resources allocated for each sub-sector are actually disbursed. 6. The resources earmarked for the implementation of the new vision are used to that end.

Strategic area 4: Development of research, innovation and scaling up		
Sub-area	**Ideal situation**	**Indicators or expected outcomes**
	A sustained effort to review and study change is helpful in taking corrective measures in the implementation of curricula and programmes, as well as in scaling up existing programmes in order to meet all demand for education/training and develop new intervention models.	1. A research plan for monitoring of the new vision, modeling and dissemination of the related innovations is developed, implemented and evaluated. 2. Universities, specialised institutions and individual researchers are involved in the implementation of the plan. 3. The findings are published and used to improve the vision and its implementation. 4. National coverage strategies of the new vision are developed and implemented.

1. Presentation of the strategic orientation framework

1.1. Background

The holistic, integrated and diversified vision of education was developed via the process below, with unflagging support from SDC and UIL:

- a workshop held in Frankfurt in April 2009 bringing together participants from 16 countries (12 from Africa, 1 from Central Asia and 3 from Europe) to draft the strategic orientation framework of NFE as part of the implementation of EFA and MDG objectives and in accordance with national and international commitments in the area of education;
- production of a working document to serve as a guide for the implementation of NFE based on the holistic vision of education;
- holding of a workshop to validate the draft in Paris in October 2009;
- presentation of the broad lines of the vision during the CONFINTEA VI meeting held in Belem, Brazil, in December 2009;
- drafting of a Francophone version which was validated at a workshop held in Harare, Zimbabwe, in December 2010;
- testing of the reference framework for the holistic vision from May to July 2011 in seven African countries (Benin, Burkina Faso, Cape Verde, Mali, Mauritania, Senegal and Chad).

1.2. Objectives of the strategic orientation framework

The strategic orientation framework for a diversified and integrated vision of education, which is a tool for the diagnosis of African education systems and for the design/redesign of educational policies in the perspective of lifelong education, is developed to:

- disseminate the holistic, integrated and diversified vision of education to the respective development players in general and education players in particular in order to improve its understanding, adoption and mainstreaming in policy orientations and actions within the framework of the development of the education sector as a whole;
- serve as a tool for the diagnosis of the education system as a whole and EFA in the perspective of this new vision;
- facilitate the design or redesign of education policies, programmes and plans of action based on the diagnosis made in the perspective of holistic, integrated and diversified education.

1.3. Target audience of the framework

The framework is intended to be accessible to and used by all stakeholders at the local, national and international levels. These stakeholders include the following:

- decision-makers in the area of education and training and related sectors (for instance, job creation and adolescent-friendly initiatives at the national and local levels);
- the people in charge of governance and management of basic education in the private sector and civil society organisations;
- the senior staff and technicians of line ministries and public and private organisations in charge of development and education planning, monitoring and evaluation of education policies as well as research related to basic education;
- the media and opinion leaders involved in basic education.

1.4. Potential uses of the framework

Regarding the various political and technical uses, the framework can facilitate work relating to:

- policy dialogue and national/local debates on proposed policies and strategies;
- needs assessments for different segments of the population;
- analysis of the problems and design of policies and action plans;
- development of pilot projects and models of innovative basic education;
- advocacy with networks active in education to enable them engage in criticism and mobilisation on a wide range of education development issues and become aware of their role as an opposition force and co-author of policies;
- review, monitoring and evaluation of policies;
- the decision-making process for governments, civil society organisations, local communities, agencies responsible for technical execution of programmes, and technical and financial partners at the national and international levels.

This framework should help every country to create its own contextualised vision to be used partially or fully by common partners, depending on the progress accomplished in EFA and based on the country's priority needs. When a partial development is sought, the framework may facilitate harmonisation or consistency with other EFA development aspects. This version of the framework may be used at the national level or in some parts of the country and for all EFA programmes, or for only one type or a specific group of target audiences. At the national level, the framework can be an observatory for the monitoring of trends in EFA and an instrument for the revision of policies and strategies at given points in time.

1.5. Structure of the reference framework

The advice contained in this reference framework basically aims at enabling policy-makers and their partners to identify the weaknesses of their education delivery and to develop and implement strategies for the materialisation of the vision of diversified education.

For the actors promoting this new vision, the issue is the following: How can this vision be operationalised? Who is responsible for it? What does it implies and who is involved? How to build on what already exists? What are the obstacles and what are the criteria and requirements that should be taken into consideration? How can other learning opportunities be widened and mainstreamed? Where will the resources come from?

The advice herein is designed to help answer such questions. It aims at providing a framework for helping countries to review their own systems and enabling stakeholders to work together on reconstruction of education provision while incorporating selected EFA opportunities into an integrated system.

Thus, the reference framework provides the following:

- a definition of some basic concepts and principles related to the general vision in order to guide this action and the required thinking;
- a range of potential fields of action directly related to the development or improvement of diversified education systems;

- identification, in each field of action, of key questions and possible obstacles creating challenges that should be addressed during the process;
- determination of priority actions to be carried out in each field as well as the main players that should share responsibility for their implementation;
- clarification of the linkages among the various fields of action and hence of the potential entry points for the initiation of systemic reviews;
- highlighting of examples of best practices originating from different regions.

The reference framework does not describe what a diversified and integrated system should look like in African countries, nor which are the right policies or types of EFA that should be incorporated or improved. Socio-economic situations, education traditions and political landscapes are too different to allow a prescriptive approach. Instead, it gives advice on actions that help to answer critical questions and make democratic decisions on the orientations to be followed.

The framework comprises ten fields of action. For the purposes of this document, emphasis is laid on diversified education at the basic education level. In the UNESCO definitions and in emerging common practice in the South, this implies – in terms of basic education for children – basic education that is extended up to at least nine years of schooling (in many countries, this covers both primary education and junior secondary school). In terms of adolescent, youth and adult basic education, the focus is on basic education programmes that are equivalent to nine years of formal education. Thus, the mainstreaming of EFA into a wider framework of diversified education will also be taken into account in this context.

2. Holistic, integrated and diversified vision of lifelong education

2.1. Background and rationale

The magnitude of the challenge posed by EFA is such that universal primary education will not be enough to meet this objective: adult literacy and alternative education forms should be used to reach the children, young people and adults who remain unreached through the formal system.

Education is a human right and an essential component of sustainable development. We should expand access while improving the quality of education at all levels, in all environments, whether formal or non-formal, and for all segments of the population (children, youth and adults, men and women).

The 2009 EFA Global Monitoring Report indicates that "an increase in funding while overlooking equity will not benefit the most vulnerable and underprivileged groups. A prop-poor education policy approach is definitely required if we are to make the objectives meaningful for non-enrolled children and for the world's 776 million illiterate adults". Indeed, in view of the scope of the challenge, it is not possible to provide quality education for all if efforts are restricted to primary education only; non-formal education should be taken on board in order to reach the children, youth and adults who remain unreached through the formal system. The challenge is indeed enormous:

- Some 150 million adults in sub-Saharan Africa lack basic literacy skills.
- 72 million school-age children were denied the right to education in 2007; 35 million of them live in sub-Saharan Africa.
- Millions of children enrol in school but end up dropping out.

In most African countries, the informal sector employs 70% to 80% of the workforce, which is basically made up of young persons who were not lucky enough to stay long enough in formal education and training systems or

Box 1:

Current situation of adult education

"The role and place of adult learning and education in lifelong learning continue to be overlooked. Meanwhile, policies in domains other than education have neither recognised nor integrated the specific contributions that adult learning and education may bring to economic, social and human development in general. The adult learning and education domain remains fragmented. Advocacy efforts are scattered over many fronts and the credibility of policies is weakened because of the extremely uneven nature of adult learning and education that may be difficult to clearly link to any social action domain. The frequent absence of adult education in the priorities of government institutions is coupled with virtually non-existent inter-ministerial cooperation, inadequate organisational structures and weak linkages between (formal and non-formal) education and the other sectors. Regarding the recognition and accreditation of learning activities, national mechanisms and international initiatives unduly prioritise the qualifications and skills that are recognised by formal systems and seldom show interest in non-formal, informal and hands-on learning. The gap between the development of a policy and its actual implementation is widened when this policy is developed in isolation without any external participation and contribution (field workers, higher education institutions) and without the intervention of other youth and adult educators' organisations." [2]

2 UNESCO, CONFINTEA VI, Harnessing the power and potential of adult learning and education for a viable future – Belém Framework for Action , 2009, page 10 – 11 (Point 13 Statement of Evidence)

are looking for a job. Most of them are poorly educated. The challenge is to get access to education, survive in the system and remain competitive in a world that is quickly becoming a global village, in order to ensure a better future for the next generations.

The idea of a strategic orientation framework for the development of NFE in a holistic, integrated and diversified vision of education stems from:
a) the WGNFE's conviction that education forms of the NFE type are indispensable for EFA to be a reality in many African countries, and
b) recognition of the fact that major stakeholders at country level should have common views on NFE as a prerequisite for developing and implementing an effective policy under current conditions. In order to put the contribution of NFE at the top of the policy dialogue agenda, in the planning and implementation of intersectoral socio-economic and education development programmes, the WGNFE, GIZ, SDC and UIL have undertaken joint actions aimed at developing a Strategic Orientation Framework for Diversified and Integrated Education. The framework will serve as a tool to assist partners involved at country level to incorporate the work done on NFE in the general effort towards developing education as a whole.

To date, non-formal education, which makes a tremendous but overlooked contribution to the resolution of the problems of equitable access to quality education for both males and females, is marginalised in most African countries. To make NFE more visible, more credible and better supported, the unified nature of education despite its diverse approaches and sub-sectors should be restored, giving equal value to each of these sub-sectors, be they formal or non-formal.

Holistic education has two complementary dimensions i.e. an individual dimension and an institutional dimension. At the individual level, holistic education refers to the full training of a human being, lifelong training that is based on the four pillars of learning that impact knowledge, know-how, know-how to live together and how to behave.[3] At the institutional level, holistic education refers to the systemic organisation of the various modes of learning in line with the following requirement: "any person: whether a child, an adolescent or an adult, should be given the opportunity to receive a training that is designed to meet his or her basic educational needs" [4].

The World Declaration on Education For All, and the Dakar Framework for Action in the same vein, express the acceptance of holistic education. It is a wider vision of education that goes beyond the resources currently used, the institutional structures, curricula and conventional training systems while building on the best in current practice.
Based on the right of each and every person to have access to education and because governments are bound to organise this access, six EFA objectives have been set, and they will remain valid well after the deadline of 2015:

- to develop and improve childhood protection and education in all its aspects, specifically for the most vulnerable and under-privileged children;
- to ensure that all children, specifically girl-children and children living in difficult circumstances, children of minority ethnic groups, have access to compulsory, free of charge and complete quality primary education;
- to respond to the educational needs of all youths and adults while ensuring equitable access to appropriate programmes aimed at acquiring basic skills for life;

3 DELORS Jacques, *L'éducation : un trésor est caché dedans,* UNESCO, 1998
4 Idem

- to improve the levels of adult literacy, specifically for women and ensure that all adults have equitable access to basic education and continuous education programmes;
- to wipe out the disparities in primary and secondary education and establish equality in this area, ensuring that girls have equitable and unrestricted access to quality basic education with the same chances of achieving;
- to improve the quality of education in all regards in a bid to achieve excellence and guarantee recognised and quantifiable outcomes for all, in the specific areas of reading, writing, numeracy and life skills.

2.2. Understanding of the holistic and integrated vision of education

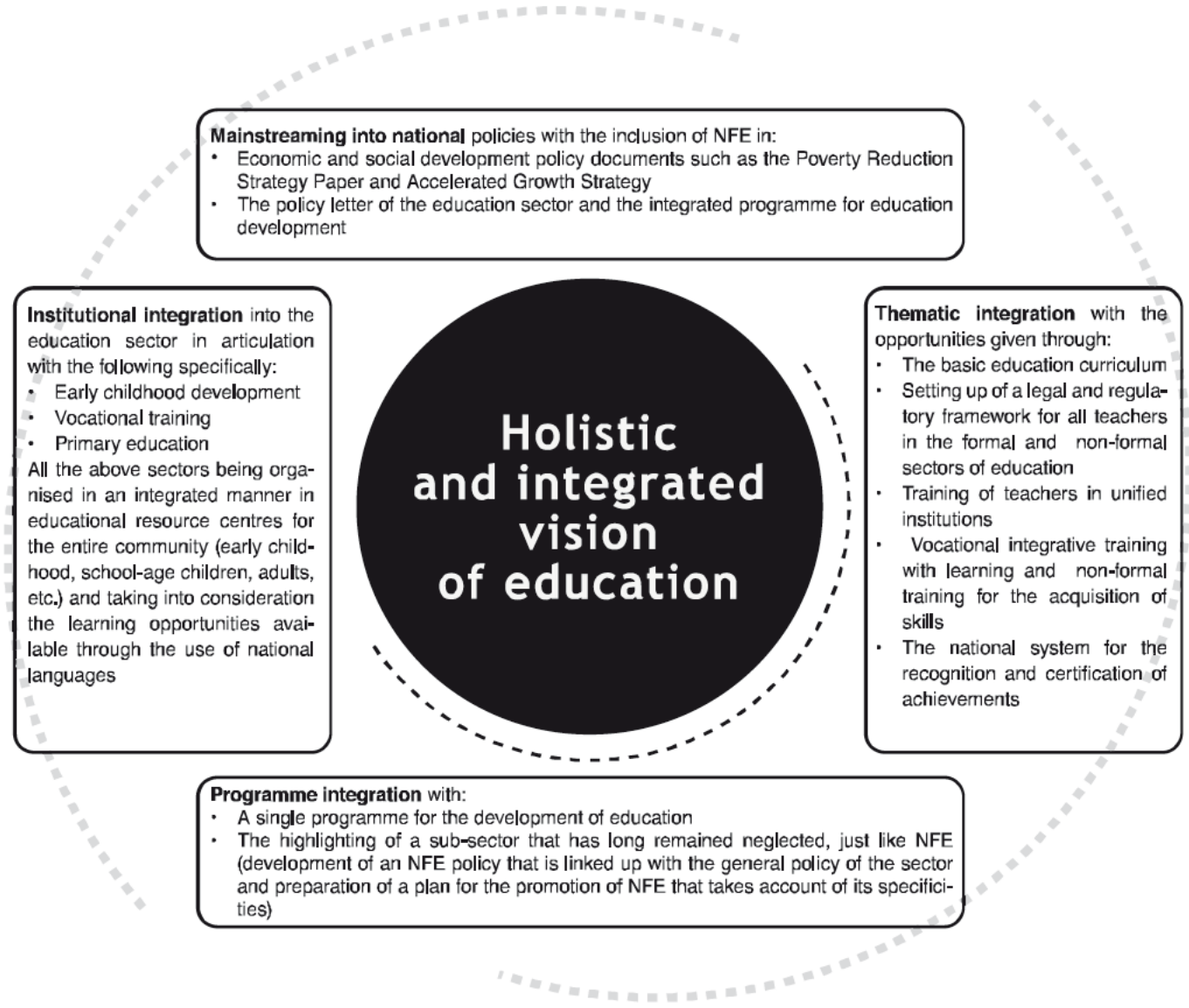
Based on these assumptions of a holistic vision of education that calls for integration and diversity, the understanding of the WGNFE of the ideal situation of education consists of recognising in all respective forms of educational supply – regardless of their target audiences, their modes of organisation, their modes of delivery, the sub-sector to which they belong, etc. – their specific contribution to the achievement of lifelong education. There should be fruitful interaction among them, and that being the case, they deserve to be valued, supported, articulated and coordinated within the framework of a wider, integrated and diversified vision of education, i.e. the holistic vision.

"Adult learning and education provides a decisive and necessary response to the challenges facing us. They are a critical link in a holistic and general adult lifelong learning and education system that integrates formal, non-formal and informal learning forms and explicitly or implicitly covers youth and adults." [5]

A holistic approach means a complete education, and further expansion of quality education requires a broader vision of the diversity of the male and female types of learners to be taken into consideration and of the range of learning opportunities required to meet their needs and address their circumstances. The idea is to accept all other non-conventional forms of education and to build effective bridges enabling learners to move from one type of learning to another or go back to the formal system at any age, thus completing the education cycle.

The following diagram summarises the forms of integration within this holistic vision of education.

5 UNESCO, CONFINTEA VI, *Harnessing the power and potential of adult learning and education for a viable future – Belém Framework for Action*, 2009



2.3. Obstacles to the implementation of the new vision

At least three major obstacles can jeopardise the implementation of the new holistic and integrated vision of education, namely:

- **The lack of sustainable political commitment:** clear policies entail a political commitment; such a commitment is an urgent requirement for youth and adult literacy that is integrated into the education system.
- **The institutional instability** that adversely and sustainably affects the integration choices with the movement of NFE to different ministerial departments and rapid turnover of ministers and national directors in charge of this sub-sector.
- **The prejudice against NFE** that increases its marginalisation because of its non-aggressive communication and marketing policy, if such a policy exists at all.

3. Non-formal education in a holistic vision of lifelong education

According to the report of the strategic meeting of the WGNFE held in Ouagadougou, Burkina Faso, from 6 to 9 February 2007, "several definitions, perspectives, dimensions of NFE have raised interest over the past few years. Some people believe that NFE has been given different meanings that are changing over time. As a result, a set of specific domains has been dealt with by the WGNFE, including adult literacy, vocational training, youth and adult economic empowerment, life skills acquisition programmes, distance learning approaches for youths and adults, etc. This approach has been very beneficial to the WGNFE because it has made it possible to strengthen the understanding and the significance of the non-formal education sector in educational practices in Africa. Moreover, the growing interest in issues of diversity, articulation, equity in the area of basic education, has helped to move forward, enabling the WGNFE to increasingly explore ways and means to implement lifelong learning and create equitable opportunities for children, young people and adults. The dialogue on the political conception of NFE integration into basic education is still hindered in a number of countries though success stories exist in some countries. The dynamics of these interactions and the methodologies remain a challenge to be met."

3.1. The specificity of non-formal education in the holistic approach

The specificity of NFE with respect to the holistic and integrated approach to education is found in four of its basic characteristics, namely the relentless quest for adjustment, relevance, quality and equity.

i. The quest for adjustment to the existing demand

It appears that the conventional schooling pattern has been overstretched despite the on-going reforms and innovations that are having difficulty to find room in the schooling environment where strong traditions and resistance are obstacles to the improvement of access to education (teachers' remuneration, cost of infrastructure, etc.). However, the non-formal sector which is more flexible gives more room for initiative and creativity and represents a suitable field for experiments and development of alternative education models. Such experiments allow the emergence and growth of new actors (NGOs) and new forms of community organisation in response to the failure of governments to meet the education demand.

ii. The quest for relevance

As a result of the above, new initiatives have emerged such as the NAFA centres (Guinea), satellite schools and non-formal basic education centres (Burkina Faso), community schools and development education centres (Mali), unplanned schools in Chad and grassroots community schools (Senegal). These types of schooling were designed as a complement to the formal system and they help to increase access to education while rejuvenating African educational systems because of the bold nature of their innovations: use of the local languages, community organisation, recruitment of a new type of teachers (emerging cadres), and productive hands-on activities, etc.

iii. The quest for quality

The curriculum reforms undertaken in several countries address two concerns:

- The need to provide quality basic education that opens doors to a range of conventional opportunities for further studies in view of achieving equity and social justice: this is the reason why conventional instrumental skills have been included in the proposed programmes (reading, writing, numeracy and fluency in English/French).
- The need to give meaning to education through a bold introduction to entrepreneurship as the best way to prepare learners for social, economic, psychological and cultural self-development in a pedagogical/learner-centred (andragogic) approach that combines theory and practice, intellectual capitalisation activities based on facts derived from experience and hands-on learning activities that are not marked by intensive production-oriented

methods (entrepreneurship includes investigative activities carried out in the learners' environment, manual work, design and management of economic group activities, management of a project, basic accounting skills and market assessment and marketing techniques, etc.).

iv. The quest for equity

Given the difficulty in achieving EFA through the conventional system that has failed to enrol more learners whereas it absorbs at least the quarter of government budgets generally, NFE offers the possibility to cater for out-of-school children as well as illiterate youths and adults using methods that can help to accommodate more learners and meet a greater part of the demand in West Africa for instance.

The Belem Framework for Action made two key recommendations for the implementation of this vision:

- "Adult education should be recognised as a critical element of the right to education and we should define a new urgent orientation of our action, giving all youths and adults the possibility to exercise this right.
- The policies and legislative measures on adult education should be comprehensive, inclusive and integrated, in the perspective of lifelong learning and of all aspects of life, based on sectorwide and intersectoral approaches covering all components of learning and education and articulating these components among them."

The participants in CONFINTEA VI committed themselves to:

- "Designing specific and concrete plans of actions for adult learning and education that are fully articulated with Education for All, the United Nations Literacy Decade, the Millennium Development Goals as well as other national and regional development plans, and with the activities launched under the LIFE Initiative as the case may be.
- Putting in place the structures and mechanisms for the recognition, validation and accreditation of all forms of learning or improving the existing ones by creating equivalence systems." [6]

Box 2 :

Basic principles of NFE development

The right to education

This right applies mainly to all school-age children (as determined by each country), but also to the youths and adults. For children, this right is enshrined in the United Nations Convention on the Rights of the Child (CRC) which stipulates that the age of 18 is the last year of childhood, and therefore that of the right to go to school.

The holistic approach to basic education

This means that a wider expansion of quality basic education requires a wider vision of the types of learners to be taken into account and of the range of learning opportunities required to meet their needs and address their circumstances. Where other delivery methods (such as non-formal schools, nomad education, faith-based schools) have been accepted, effective bridges are necessary so as to enable young people to move from one type of learning to another or go back to the conventional system, thus moving through the full spectrum of basic education.

6 UNESCO, CONFINTEA VI, *Harnessing the power and potential of adult learning and education for a viable future – Belém Framework for Action* , 2009

Democracy and peace

Democratisation of access to education and democratic participation in all decision-making processes on education development are the basic characteristic of education reforms. The mainstreaming of NFE forms into a wider and diversified basic education system based on equal chances and respect for the various forms of education is an expression of this spirit of democracy and a major contributor to peaceful development and conflict prevention.

Equitable diversity

This means that even if the diversity of needs and circumstances and hence the modes of basic education delivery, should be recognised and respected, all male and female learners of a given age group (children, youths or adults) should have equitable access to the same enlarged national basic education curriculum and have the same chances of completing the cycle and achieving basic learning outcomes.

Inclusive education

Inclusive education implies not only the incorporation of both male and female learners with specific needs, but also efforts to bring all learners of a specific age group within a common (basic) education framework. Incorporation means here that all children and young people should be given the same chances of learning in the same school or in different types of schools, irrespective of their cultural and social background, their differences in terms of ability and skills, ethnic group or their circumstances.

Empowerment through education

Given the rapid change in the socio-cultural, economic and political environment of the learners in many countries and the relative poverty of the various segments of the population, it is imperative to make them acquire knowledge, skills, values and attitudes that can better prepare them for life and for work and help them make a difference in their lives. Education should empower male and female learners to effectively use the opportunities given to them in order to change the socio-economic conditions in their environment and reach a high level of well-being both individually and collectively.

Lifelong learning

Lifelong learning as an organisational principle resides in the mainstreaming of learning into normal life both vertically and horizontally. Vertically by linking the various learner's development stages to the various education levels. Horizontally by relating learning to all aspects of normal life: family, community, studies, work and leisure [7]. Lifelong learning is at the heart of diversified education and entails the linking of the different types of education (formal, non-formal and informal) in such a way that learners of different age groups can interrupt and resume learning or move from one type to another at any time, according to their always changing needs and circumstances.

7 Presentation by Adama Ouane, Director of UIL, at the ADEA Biennial on Post-Primary Education, Maputo, May 2008.

Gender equality

The world recognises the importance of gender equality. The Convention on the Rights of the Child, which is the human rights treaty ratified by the most countries in world history, includes provisions on civil rights and liberties, family environment, basic health and well-being, education, leisure and cultural activities and special protection for all children. The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which was adopted in 1979 by the UN General Assembly and adhered to by 180 states, recognises certain rights to women such as being free from discrimination and being equal to men in law. Fulfilment of women's rights and gender equality is also a requirement in ensuring child survival and development and for building up strong families, communities and nations.

3.2. Fruitful linkages and interactions

Fruitful interactions include, first, the fact that non-formal education was derived from the curricula of formal education, which were developed using a skills-based approach (SBA) to improve the structure of the education supply. Second, the inputs from the non-formal to the formal sector include the taking on board of local specificities in curricula, the introduction of basic life skills and improvement of education governance through greater community involvement, bottom-up planning based on local needs, bilingual teaching, etc.

Box 3 :

An example of bridges

As an example, in AFI-D in Burkina Faso, model experiences of a four-year cursus (cycle) have been carried out through two implementers, the Association Manegdzanga (AM) in Oubritenga province and the Association Wuro Yiré (AWY) in Houet province; the outcomes registered at the primary school leaving certificate are the following:

- 52.83% in 1998 by AM, as against 48% in the formal system;
- 100% in 2003 and 2004 by AWY, as against 70.01% in 2004 and 73.73% in 2004 in the formal system.

In addition, the Banma Nuara Centres of Tin Tua in Burkina Faso have recruited in three batches (2000-2003, 2004-2007 and 2005-2008) 457 adolescents including 186 girls and 271 boys aged between 10 and 15. After four sessions of five months each, 91.8% passed the primary school leaving certificate (83.1% of girls and 97.7% of boys) whereas the national average was below 70%. Out of these graduates, a cohort of 42 (32 boys and 10 girls) of the 2000-2003 batch was followed up in the conventional secondary school system. After four years, 50% of them passed the O level exam without repeating even one class, whereas the national average of success remains below 40%.

3.3. Key questions and challenges

Many innovations have been recorded throughout Africa, including:

- the partnership development approach to mobilise stakeholders in Senegal, Burkina Faso, Mali, Niger, etc.: the "task shifting" strategy with the collaboration of civil society organisations such as NGOs and associations;
- the creation of new structures in charge of financial resources mobilisation and management (self-reliant technical and financial execution agencies such as AGETIP in Senegal, parity funds with the contribution of different sectors such as the FONAENF in Burkina Faso, resource centres in Mali and Senegal, etc.);
- the revision of the curricula to fit them in the poverty reduction efforts (cross-sectoral approach) and make supply consistent with demand (diversified approach) in Burkina Faso, Mali, Senegal, etc.;
- development of innovative financing approaches with the foster-parent strategy implemented by some NGOs in Senegal, involvement of the private sector and decentralisation;
- efforts to promote local languages by coding them, supporting publications in these languages, etc.;
- establishment of a comprehensive monitoring and evaluation system for the national strategy (information and management system) and development of indicators, distribution of roles, tools, appropriate software, impact assessment, certification of achievements (Burkina Faso, Senegal, etc.).

In the holistic and integrated vision of education, the ideal situation of NFE would be as follows:

- Alternative education methods have become more credible in the eyes of decision-makers and all stakeholders.
- Educational policies are implemented in an intersectoral approach within the framework of economic, social and cultural development and in a holistic vision of the education system.
- Open and unifying curricula combining the diversity of needs and the need for integration and harmonisation of practices.
- Education systems are of good quality and consistent with the diversified demand of beneficiaries because of the implementation of a national languages publication policy, professionalisation of stakeholders, flexibility of curricula, capacity building of the various actors, recognition of the importance of traditional educational practices that should be valued and improved.
- The recognition of learning achievements has become a reality and gives the possibility to find room in the labour market and prospects for further studies in existing formal systems, using officially established bridges.
- All types of disparities have been wiped out, notably through the codification of all languages to ensure equity and cultural diversity.
- All educational methods have sustainable human, material and financial resources that match their ambitions thanks to more enabling budgetary choices.

3.4. Compounding factors to be taken into account

The following factors should be taken into consideration in the education policies in general and in the management of the demand for teachers in particular:

- Rapid population growth: The sub-Saharan population is expected to increase from 767 million in 2006 to nearly 1.7 billion by 2050; in some countries, the population is expected to grow three-fold over the next forty years, basically because of the high fertility rate of above 5% (Niger from 14 to 50 million, Mali from 13 to 41 million, Burkina Faso from 13.6 to 39 million).

- Rampant poverty, low economic growth, food insecurity and poor and overloaded health systems; girls and women are particularly affected by poverty because of their strikingly unequal access to and control over resources, the roles given to them in society, etc.
- Fast growing urbanisation that will also affect the nature of the non-formal education demand and its modes of delivery.
- Conflicts that may undermine the efforts: according to the 2009 MDG monitoring report, "conflicts and persecution are some of the main reasons why people flee from their homes, either to stay within borders or cross the borders of their own country. In general, these displaced persons are jobless and have no permanent places of residence, and without social security nets, they quickly fall into poverty" [8].

8 "At the global level, internally displaced persons are about 26 million for the past two years. The number of refugees has decreased in 2008, when 600,000 persons deliberately returned to their home country." The situation is virtually the same in most sub-Saharan countries and reveals the sustainable and endemic existence of conflicts that will put in jeopardy the chances of success of development programmes launched and specifically those of literacy in rural areas. Social unrest in conflict countries affects neighbouring countries in multiple ways (millions of refugees flowing in, arms trafficking, proliferation of land mines, accelerated environmental degradation, disrupted economies, etc.). Certain conflicts that are occurring at the regional level have an impact and a spill-over effect that go beyond their initial causes and consequences.

4. Strategic areas for the implementation of the new vision

Four fields of action are presented below and are deemed critical in countries' efforts towards diversified basic education and integrated NFE into a wider basic education system. Each of these domains that should be simultaneously used as a foundation is thoroughly reviewed as to its potential contribution to the building of a diversified and integrated education system.

4.1. Strategic area 1: Ownership and promotion of the vision

4.1.1. Background

The absence of a national programme linking up all actions undertaken by institutional or private actors has often created ignorance among government departments in charge of data collection for monitoring trends in literacy and channelling actions towards priority groups and zones.

As a result, the efforts made by civil society organisations are poorly known, valued and oriented. The same applies to the actions undertaken by local communities and projects hosted by ministries other than the ministry of education. This situation can be observed almost everywhere in Africa: in the specific case of Senegal, not less than four ministries have their own literacy programmes without any supervision by the ministry in charge of the sector; Côte d'Ivoire is in the same situation, with at least eight ministries claiming to take charge of the literacy sector because of the erratic hosting of the sector in the past.

4.1.2. The ideal situation

The vision of the ideal situation is as follows:

- All basic education stakeholders (ministries, the private sector, civil society, community-based organisations, local communities and technical and funding partners) participate in the development of a national vision of diversified education and establishment of structures, policies and practices that would help to achieve this vision.
- Interdependences and equivalences among the various education types within the lifelong learning framework are recognised and established.
- Strong and consistent policy support to the new vision is secured and sustained.
- The new vision is in line with the sector's mode of organisation, its personnel and its functioning.

4.1.3. Sub-area 1.1.: National mobilisation for the holistic vision

Indicators

- A national consultation framework for the development, implementation and monitoring of education policies as well as its branches at all administrative levels in the country are put in place with an annual plan of action.
- The framework put in place brings together all education sub-sectors and other ministerial departments directly involved in education
- All education stakeholders are represented in the above consultation framework (communities, civil society, private sector, administration, local communities, minority groups and groups with specific needs, etc.).
- The forms and modalities of meetings are defined (fora, national gatherings, assessment seminars, periodicity, revolving chairmanship, permanent secretariat, etc.) and officially documented.
- The sub-sectors are treated with equity in terms of both representation and issues addressed.
- Thematic or sub-sectoral sub-committees are put in place as required.
- The government has allocated the resources required for the smooth running of the framework and such resources are actually released and exclusively used for planned activities.
- Activities that were planned have actually been implemented.
- The plan of action is evaluated on a regular basis.

4.1.3.1. Moving towards the establishment of a consultation framework in a holistic and integrated perspective

The idea is first to take stock of existing consultation frameworks in order to see how functional they are and whether they fully and appropriately incorporate the various sub-sectors, including non-formal education, a sub-sector that has often been marginalised in institutional arrangements.

This exercise will certainly lead to a revision of the founding text governing the Consultative Council on Education Development (CCED), which would be entrusted with the following missions:

- to participate in the development of the national education policy;
- to mobilise all partners for the implementation of plans of action;
- to analyze the outcomes of the implementation of the plan and suggest corrective measures;
- to validate the regulatory instruments as well as manuals of procedures.

Given the need to institutionalise this consultation mechanism on the policy, strategies, outcomes, tools and regulations, two options are proposed:

- to modify the text governing the steering committee of the ten year programme after the holding of the reflection days to define the objectives of a partnership between the government and actors of the sector, open up participation to all (private sector, local communities, civil society organisations, technical and financial partners, etc.) and to set the modalities for the implementation of a sustainable partnership;

- given the fact that the current texts initially provided mainly for the participation of government bodies (modifications made later have allowed the as-yet timid presence of other actors), a National Partnership Forum should be organised to revamp the mechanism and give it a new start based on the involvement of all actors in the reflection stage and all other stages of the process.

However, since non-formal education has long been marginalised in some countries due to the little credit given to it by decision-makers, it is advisable to put in place as an appendix to the national inclusive framework, a mechanism that is specific to NFE in order to give a new impetus to its development. This was already in place in many countries (see following table on the organisation of partnership). In Senegal, a National Consultation and Technical Support Committee (CNCAT) has been established within the National Committee to Combat Illiteracy (CNEA), which was shelved following some problems at the UNESCO World Literacy Programme. In Chad, the new partnership forum called Support Committee on Literacy Promotion Activities (CAPAL) was assigned to implement the following:

- to participate in the formulation of the national education policy;
- to mobilise all partners for the implementation of action plans;
- to analyze the outcomes of the implementation of the plan and suggest corrective measures;
- to validate the regulatory instruments as well as manuals of procedures.

Table on partnership organisation

LEVEL	NATIONAL	REGIONAL	DEPARTMENT	LOCAL
ADMINISTRATION	Ministry of education with the following features: - presence of junior ministers' offices (**Senegal, Burkina Faso, Chad**) - full-fledged ministries - presence of several stand-alone ministries including those in charge of basic education and literacy	- Regional directorate of education - Academic inspectorate	Departmental inspectorate or provincial delegation	- Permanent Literacy and Education Sector (PLES) in **Chad** - Basic Education Constituency (BEC) in **Burkina Faso**
CIVIL SOCIETY	- **Senegal:** National Coordinating Body of Literacy Operators (CNOAS) - **Burkina Faso:** Association for the Promotion of Non-Formal Education (APENF) and Consultation Framework for NGOs / Associations active in Basic Education in Burkina Faso (CCEB-BF) - **Mali:** Coordination Committee of NGOs active in Mali (CCA-ONG)	Regional coordination committee of operators (**Senegal**)	Departmental coordination committee of operators	Local coordination committee of operators
EDUCATION SECTOR PARTNERSHIP FORUM	- **Senegal:** Higher Education and Training Council (CONSEF) - **Burkina Faso:** Steering Committee for the Ten-Year Basic Education Development Plan - **Niger:** National Education Committee	Regional consultation and monitoring committee for education and training (under various denominations)	Departmental consultation and monitoring committee for education and training (under various denominations)	Local consultation and monitoring committee on education and training (under various denominations)
NFE PARTNERSHIP FORUM	- **Senegal:** National Consultation and Technical Support Committee (CNCAT) - **Burkina Faso:** steering sub-committee of the Non-Formal Education Plan - **Chad:** Support Committee for Literacy Development in Chad (CAPAL)	Regional support committee for literacy promotion in **Chad**	Departmental support committee for literacy promotion in **Chad**	Local support committee for literacy promotion in **Chad**

4.1.3.2. The main levers for the establishment of a functional framework

The strategy for national mobilisation around the holistic, integrated and diversified vision of education should be implemented on the basis of decentralisation and partnership.

Participation and decentralisation

While traditional structures of centralised governance and management have made considerable progress in some cases, they do not provide a genuine policy framework that can respond to the multiple functions and dimensions of literacy. This is the reason why the Dakar Framework for Action calls for "more decentralised and participatory decision-making, implementation and monitoring processes down to the lower levels" (paragraph 55) while building "the capacity to manage diversity, disparity and change" (paragraph 56), and reasserts that "all adults have the right to basic education (starting with literacy)" (paragraph 37) and that "adult education and continuing training should be greatly developed and diversified" (paragraph 38).

In order to fulfil this right to literacy for under-privileged groups, decisions on how and when literacy should be acquired and used and on its content and objectives should be made locally. This entails that the national governments and international institutions should support the local planning and decision-making mechanisms in order to strengthen "the ability of local governments and groups that have common concerns to put in place their own bodies and core resources".[9]

Decentralising decision-making power down to the lower level is indispensable if we are to conduct truly diversified efforts fo literacy in local settings and establish partnerships with grassroots communities and civil society.

Box 4 :

Decentralisation in Morocco

Decentralisation is one of the good governance criteria. Indeed, decentralisation makes it possible to break vertical and static hierarchical structures by sharing powers with local government for improved participation of other actors of the society. It is also a means to materialise the outreach policy adopted by our ministry in order to better serve the users of our services.

It is in this spirit that the department in charge of NFE has decentralised its services by creating external departments within Regional Education and Training Academies and Provincial Delegations of the Ministry of Education. These departments are intended to back up the strategy of the Secretariat of State, more particularly the implementation of the outreach approach and management of the partnership.

The missions assigned to these departments include:

- developing and proposing regional and provincial action plans;
- implementing annual action plans;
- undertaking community awareness raising, mobilisation and communication;
- signing partnership agreements and managing partnerships;
- mapping out annual literacy and non-formal education activities;
- empowering NGOs;

9 World Summit for Social Development, Copenhagen, 1995, Commitment 4, j

- training trainers and facilitators;
- monitoring, evaluating and providing pedagogical guidance in the field;
- undertaking administrative and financial management of literacy and non-formal education projects.

It should also be noted that 80% of the decentralised department's budget is allocated to these local departments, in addition to the funds mobilised at the local level through partnership and sponsorship so as to better meet the funding requirements of literacy and non-formal education projects. This confirms the important role played by these local departments and calls for the establishment of a stable organisational framework that officially incorporates them in the Regional Education and Training Academies and Provincial Delegations.[10]

The "task shifting" (getting other people perform the task) strategy: an example of a participatory approach worth promoting

The task shifting strategy leads to decentralisation, which is the conscious and organised delegation of the functions of design and implementation of programmes in accordance with actual education demand to known and recognised stakeholders that are capapble of implementing programmes and that comply with the reference framework developed by the government.

This strategy was initiated and developed in a context marked by:

i. the failure of older approaches (unsatisfactory outcomes, lack of visibility of data, unreliable information provided by stakeholders who are both the judges and the parties being judged, inadequate supply compared to the demand, return to illiteracy, etc.);
ii. conditions ripe for a different, more participatory and more effective approach (a requirement put forward by the funding partners to ensure good governance, emergence of new actors from civil society, communities demanding to be more involved in issues concerning them, development of other project ownership approaches by actors in sectors other than education with good results, etc.);
iii. increasing awareness of non-formal education in general and adult education in particular as a corrective strategy to eliminate disparities in access to basic social services and a factor to fast-track universal primary education.

This strategy was implemented in 1995 in Senegal and later in other African countries (Burkina Faso, Côte d'Ivoire, Niger, etc.). After ten years of operation, it is important to assess the results and understand the achievements of the strategy and the impediments to it in order to adjust it.

Although it has brought certain achievements, many problems are still hindering the smooth running of the "task shifting" strategy. These problems are observed at the institutional, partnering, financial, technical (capacity building) and human levels.

The major achievements of the strategy are the following:

- a radically changing sector trying to adapt to the EFA goals and to the strategic options of partnership as well;

10 DIRECORATE OF THE FIGHT AGAINST ILLITERACY/SECRETERIAT OF STATE FOR ILLITERACY AND NON-FORMAL EDUCATION, MAROCCO, Presentation of Morocco's experience of literacy and non-formal education, presented at the meeting of ministers responsible for literacy in Dakar in December 2006, page 14

- notable improvement in the resources allocated to the non-formal education sector, with unprecedented commitments by the state and by TFPs;
- the establishment of an innovative financing mechanism (such as the FONAENF in Burkina Faso or the National Resource Centre for Non-Formal Education [CNR-ENF] in Mali and Senegal) that consolidates the sub-sector's achievements while addressing the resistance to its status, organisation and prerogatives;
- strong and sustainable commitment of TFPs to the sub-sector despite the difficulty in mobilising and absorbing resources;
- considerable increase in enrolled learners with growing success rates, for both men and women;
- significant efforts to improve the quality of programmes through the development of curricula, terms of reference, monitoring mechanisms and tools, and publication policy design, although certain actions are still at the process stage;
- improved control of the sub-sector with the possibility to conduct in-depth studies (impact assessment, capacity building studies, etc.) and highly committed social stakeholders (e.g. CNOAS, APENF, CCEB).

There are some persistent problems, however, including:
- incomplete transformation within the ministries responsible for the education sector, with the attendant effects on the smooth running of directorates and both central and decentralised departments;
- the will of the authorities to keep a wider margin for decision-making within funding bodies (FONAENF and CNR-ENF);
- low level of mobilisation of additional resources;
- delayed communication and capacity building strategies, seriously undermining the credibility of the strategy and the quality of outcomes;
- poor functioning noted in consultation frameworks and timid facilitation of the partnership with irregular national fora and lack of consultation on key issues such as unit costs, strategy for incorporation of emerging implementers, quality of programmes, technical requirements for the scaling up of programmes based on the EFA objectives.

To improve this strategy, it is suggested to:
- hold the forum for the recasting of the partnership to examine the problems raised with the adoption of the "task shifting" strategy;
- establish on a permanent basis the vision and the commitment of governments to the "task shifting" strategy;
- complete the institutional changes within ministries responsible for literacy by taking regulatory and arbitration measures;
- implement the strategy for capacity building and training of the various actors;
- continue the process of adoption and implementation of the new curriculum, monitoring and certification mechanism, creating of resource centres, etc.;
- take account of the structure of funding organisations (CNR-ENF and FONAENF) and of their staff to raise additional funds;
- reposition communities in the process through the completion of the decentralisation process;
- mainstream literacy in local development plans to take an intersectoral approach;
- take account of the "brain drain" among trained senior officials leaving for more profitable and socially rewarding sectors.

Steps taken to develop sustainable and sincere partnership

The following steps are recommended to allow good partnership in the area of non-formal education:

Structures and mechanisms

- Put in place consultation structures and mechanisms;
- Establish mechanisms to facilitate the direct involvement of the various partners;
- Diversify partners and build loyalty among them so as to ensure quality literacy through the following: development of selection and eligibility criteria of partners; professionalisation of partners' actions by giving them the required means and powers; creation of a body to certify partners;
- Develop sound advocacy to convince potential partners to buy into the various literacy and non-formal education actions, hence the need to have a specific structure in charge of communication, sensitisation and mobilisation;
- Adopt a management system based on complete transparency, especially for management of finances and fieldwork; to achieve this, a culture of accountability should be created through monitoring/evaluation and auditing mechanisms and structures;
- Constitute funds dedicated to literacy and NFE actions based on consensual foundations and legal instruments, with the participation of the various partners, implementers and project managers.

Financial mobilisation and sensitisation

- Target the Ministry of Finance in sensitisation actions for additional resources allocated for NFE;
- Develop sponsorship as the most efficient means to finance actions undertaken by other implementers.

For a participatory approach and outreach management

- As part of decentralisation, strengthen the skills of local governments and communities to enable them play their roles;
- In the same way, decentralise the systems and structures in charge of establishing partnership agreements;
- At the local level, create networks of partners (NGOs and others) for more efficiency in the actions undertaken;
- Adapt the partnership to each type of programme.

4.1.3.3. Obstacles and challenges

The table below shows the potential obstacles and challenges to the implementation of a shared vision of diversified basic education.

Obstacle or challenge	Step taken
Some parties may want to protect the traditional formal system and therefore resist to the recognition of other forms of education as being legitimate modes of learning.	As a result, special attention should be paid to sensitisation and dialogue on the importance of a national development vision. The existence of different perspectives and the importance of traditional and alternative forms of education should be recognised.
The various stakeholders of NFE may lack interest and will to establish relationships and collaborate for the integration of NFE forms in a unified and diversified system.	Need for strong advocacy and lobbying .
There may be that professional and political leadership does not exist to guide the required change in mindset for the adoption of the new vision.	New initiatives of this kind often need a credible, famous and influential “champion” who, formally or informally, exercises professional leadership to promote the new vision.
It may be that the period is not conducive or the resources (expertise, funds, etc.) for the implementation of the new vision are not available	Such a vision needs time to mature and for all parties involved to accept its relevance and therefore allocate time and resources for its implementation.
Baseline data and research findings to support the need for diversified basic education may be lacking.	Need to conduct a comprehensive and shared situation analysis.

4.1.3.4. Priority actions

Priority actions for establishing a sustainable consultation mechanism should be undertaken:

What are the actions to be undertaken?	Who are the partners?
- dentification of (potential) partners in the development of diversified basic education (DBE) - Sensitisation of all partners on the nature of DBE and the issues that it implies - Promotion of coordination and collaboration between the government, civil society and the private sector for the development of NFE - Setting up of a national formal structure for overall consultation, guidance and coordination of DBE - Creation of inter-ministerial committees for intra-governmental coordination - Establishment of relationships with relevant ministries - Dissemination of the available information - Gathering of all partners for consultation and dialogue on the state of DBE and NFE - Working towards a common understanding of problems, challenges and the vision - Organisation of advocacy campaigns - Development of a communication plan	- Ministry of education - NGOs/civil society - Faith-based organisations - Private sector - Expertise centres - Universities & research institutions - Intellectuals - Senior educators - Teachers' trade unions - Other organisations active in education - The media - Local governments - National parliament - Technical and funding partners

4.1.4. Sub-area 1.2. : Reforming the educational policy to fit it into the new vision

Indicators

- A policy document for the education sector covering all sub-sectors is available following its development and technical, social and political validation.
- All stakeholders recognise their interest in this policy.
- The holistic, integrated and diversified vision of lifelong education is outlined in the economic and social development plan, the poverty reduction strategy, the education orientation law, the education sector policy note and in the education development or investment programme.
- The education policy document is revised on a regular basis taking into consideration the suggestions made by the consultation framework and monitoring-evaluation outcomes.

4.1.4.1. Background

Although many countries have developed a policy document for the sub-sector in a participatory manner, the validation of these reference documents has not yet been completed or existing documents should be updated based on the international commitments made and the trends in countries' real situations. As a matter of fact, some countries have not yet adopted the official documents of the general policy and plan of action for non-formal education even though the process is fairly advanced; others have no NFE plan as yet. Some countries have reference documents that were drafted before the Dakar Forum in April 2000, hence the need to update or revise them.

4.1.4.2. The ideal situation

Ideally, when a country wishes to undertake a general reform of the entire education and training system that has diverse delivery methods and supply (including NFE), their interdependences and equivalences within the framework of lifelong learning, are recognised as being key elements of a new "constitution" of diversified education. One of the possible modalities to implement the vision would be the reform of intake structures, with a more open form of provision called "basic school" that incorporates pre-school, primary education, adult literacy and alternative methods designed for out-of school children in an inter-generational learning perspective with a wider use of local languages and compulsory schooling of ten years, for example. The scaling up of basic education will equip male and female learners with basic knowledge and skills to improve their living standards and facilitate their entry in the labour market, prepare them through technical training to make them contribute to the social and economic development of their country and/or undertake further studies. To achieve this, enabling conditions should be created for

the emergence and development of the new vision within formal and non-formal environments and a range of top priorities should be identified for national, regional and international actions.[11]

4.1.4.3. Key Questions

For the implementation of this strategic area, the following questions are asked:

- To what extent should a system be diversified to adequately meet the educational needs of all segments of the population?
- What should an overall national framework for diversified education look like in order to meet the educational needs of all categories and age groups?
- How can conventional education options and educational alternatives be harmonised and articulated in a systemic manner in a new overall basic education framework?
- What are the policy implications of the key principles described in Box 2 (equity, inclusion, etc.)?
- How can we create effective bridges among the various modalities of basic education supply?
- What would be the recruitment criteria for learners in the various programmes?
- What new (and positive) terms can be used to identify the various programmes offering basic education?
- How can NFE policies also reflect the need of differentiating modes of learning designed for children, adolescents, youths and adults and the need to promote complementary modes (e.g. inter-generational learning)?
- What linkages can be established between basic education policy frameworks and other relevant policies, such as employment, health, poverty eradication and social development?

4.1.4.4. Obstacles and challenges

For the vision to be materialised in the national educational policies and strategies, the following challenges should be met:

- Showing due respect for the identity, the role and responsibilities of the various types of actors so as to ensure a meaningful and effective dialogue on diversified basic education; this implies that trust and confidence and the quest for a consensus are a prerequisite for a productive policy dialogue.
- The leadership and coordination of the review and planning process are critical to ensure that the vision and the objectives set are fully translated into the changing policy frameworks.
- In the policy review process, it may be difficult to harmonise the development of new policy frameworks, technical and administrative procedures, institutional development and the legal anchoring of the new policies and their provisions; this requires a great professional leadership and coordination of all parties involved.
- Groundwork on NFE policies and other educational methods should be done before the implementation of the policy of the overall education sector given that the stakeholders of NFE may have difficulty in opening up the debate to include the policy-makers and practioners of the formal sector.

---

11 *Quelle éducation de base pour l'Afrique ?* Colloquium, 25-28 September 2007, Kigali, Rwanda, in UNESCO, *L'éducation pour l'inclusion : La voie de l'avenir ; Résultats et tendances de l'éducation pour l'inclusion aux niveaux régional et international : problématiques et enjeux ; Ateliers et conférences préparatoires sur l'éducation pour l'inclusion*, Genève, 2008. Among other recommendations, the Kigali Call urged governments to:

i. undertake a reform and scaling up of basic education, making it a continuous system based on a holistic and inclusive approach in order to achieve the EFA goals and MDGs, and
ii. develop or revamp the national curriculum and curriculum frameworks, methodologies and flexible, customised and inclusive instruments for evaluation and build a solid foundation for the acquisition of knowledge, skills development and lifelong learning.

4.1.4.5. Priority actions to be undertaken

The priority actions to revise the educational policy in a holistic, integrated and diversified perspective should be implemented:

What are the actions to be undertaken?	Who are the partners?
- Creation of an inclusive revision and planning structure of educational policies - Development of an internal and external communication plan - Clarification of terms, concepts and principles in compliance with the new systemic vision of education - Establishment of sound parameters of access to the various types of basic education - Identification of priority groups of underprivileged and vulnerable children, young people and adults - Development/updating of the new NFE policy in line with the new systemic vision - Development of enabling policies on the use of local languages - Clarification of the roles and responsibilities of the government and partners - Review of sectoral plans for the implementation of policies based on the key principles of diversified education - Development of supervision and support mechanisms for the revision of educational policies - Articulation of the new DBE policy with those of other development sectors - Rooting of the adjusted policies in the orientation law on education	- Ministry of education - Planning department of the ministry of education - Other sectoral ministries - NGOs/civil society - Faith-based organisations - Private sector - Universities & research institutions - Teachers' trade unions - Other organisations active in education - Local governments - National parliament - Media organisations - International technical agencies - Technical and funding partners

4.1.4.6. Best practice of education policy revision

In 2000, the Ugandan Ministry of Education engaged in an overall basic education policy development process for underprivileged children. The process, which was based on the 1992 Government White Paper on Education, was aimed at responding to the obvious inability of a great number of children affected by poverty, cultural practices and conflicts to go to school and thus benefit from UPE. Led by a governmental task force, the process included:

- extensive work on the evaluation of existing complementary NFE programmes managed by the Ministry of Education and NGOs;
- technical/administrative work on the promotion of teachers;
- development of policies;
- and development of legal provisions.

The process has already lasted about eight years because it needed ample time for the technical work and also for the completion of the approval and alignment procedure of the proposed policy measures to the legal provisions, availability of funds and establishment of an institutional mechanism. The key factors of this success were the existing political will, coordination platform, and professional leadership in the management of the process in the face of many obstacles and weaknesses and reconciliation of opposite positions.[12]

4.1.5. Sub-area 1.3.: Promotion of the diversified vision of education

4.1.5.1. The ideal situation

Governments in collaboration with other basic education stakeholders and the media successfully create wider understanding of the meaning and importance of diversified basic education and get support from educated and privileged segments of the population and from the general public to develop it. There is wide consensus that basic education provision modalities other than conventional schools are part and parcel of the education landscape and that they are equally acceptable as avenues leading to desired education and training levels in case they are deemed necessary because of the situation or of specific interests.

Children that have difficulty attending school are generally born to illiterate parents. In fact, in such a case, harmonising between family education, kindergarten education and school education is impossible, and involving parents in the education process of their children is also difficult. The major challenge is to mobilise and sustain strong and consistent policy support so as to take the necessary steps towards diversified basic education through the following:

- diversification of programme delivery strategies taking into consideration traditional education forms such as renovated koranic schools, skills-oriented training through apprenticeship, community early childhood development, schooling provided by associations, etc.;
- a demand-driven approach in a way to create more room for initiatives and creativity and an enabling environment for alternative education model piloting and development with the emergence of new players (NGOs) and new forms of community organisation to respond to the inability of states to meet the demand for education;
- development of integrated curricula independently of the delivery mode;

12 Wim Hoppers, *Mainstreaming of Formal and Non-Formal Basic Education: Policy and Practice in Uganda*. UNESCO-IIEP, Paris, 2008. E-publication (http://www.unesco.org/iiep/eng/publications/recent/abstracts/2008/Hoppers_Uganda.htm).

- fostering of a literate environment in local languages, linking it with strategies to shift from these languages to foreign or second languages;
- Implementation of an effective communication plan to disseminate the new vision and get it adopted.

The creation of literate environments and societies leads to greater attention being paid to language policies, publication policies, media policies, access to information and policies aimed at getting books and reading materials in schools and households. Developing a literate society entails some prerequisites related to the context; institutions must be literate; African languages should be both communication and teaching languages; in both the formal and non-formal sectors; they should enjoy an official status and become social and economic advancement tools; publications in such languages should be in adequate numbers of copies, of various kinds and of good quality; and finally, people should have easy access to the publications.

4.1.5.2. Key questions, challenges and obstacles

A major effort should be made by government structures towards diversified basic education in the area of socio-political marketing. Such marketing consists of a set of consistent activities – such as sensitisation and media campaigns – aimed at improving people's perceptions of the nature and value of having a diversified system, with its numerous learning alternatives such as NFE. This will further motivate the populations to provide tangible support to the education system. At community level, this also relates to people's readiness to value and use NFE programmes when these represent the best option under prevailing circumstances. At the political level, the major challenge is to mobilise and sustain active political support in order to take the required steps towards diversified basic education. The development of successful models and improvement of the quality and effectiveness of programmes show the real socio-economic value of NFE, hence giving further reasons to support it.

The following are the key questions in terms of social and political marketing for this new integrated vision:

- How can the diversified education vision as a primary approach to democratisation of access and education achievements become an integral part of the nation's trust in education and in its role in the development of the country?
- What are the strategies that can be effective in ensuring the understanding of and support to diversified education by the various segments of the population?
- What are the basic conditions that enable people to value and accept non-conventional basic education forms, thus making a difference in the socio-economic perception of NFE and other education alternatives?

To answer these key questions, one must address the barriers and challenges below:

- Because top-down design and implementation of diversified education is very unlikely to be widely adhered to by the population, many issues will depend on the level of openness of the society and public debate fora, free information flow and democratic decision-making.
- Lack of political support, the very hierarchised ways of thinking on education and places in the society will jeopardise the credibility and acceptance of diversified education as a foundation for equal chances. Strong leadership and stronger national commitment in both discourse and practice so to offer more education opportunities and more chances to all in their lives, are essential.
- Giving equal chances to underprivileged and marginalised groups in the society tends to be a test of the commitment of the national elite to democratising the society and involving all in the national development project.

The following priority actions can therefore be undertaken:

Priority actions	Partners
- Mobilise political support for diversified education as an essential step towards EFA - Give positive names to the types of NFE as alternative education forms - Organise advocacy actions in conjunction with the civil society to secure and sustain nationwide support - Design marketing campaigns to make diversified education more visible and to change people's perceptions	- Ministry of education - Influential networks - NGOs/civil society - Private sector - Media organisations - Local authorities - Technical and funding partners

4.1.6. Sub-area 1.4.: Capacity building

Indicators

- Every education sub-sector has skilled and adequate human resources
- A capacity building plan is available
- A department is made accountable for the implementation of the capacity building plan
- Training centres provide pre-service and in-service training for all teaching staff irrespective of the education form employing them
- A harmonised and consensus career development path for all teaching staff in both formal and non-formal education is established
- Decentralised services, local communities, private education sector and civil society organisations active in the education field have skilled human resources
- Resources for in-service training of staff are earmarked and actually used for this purpose.

4.1.6.1. Background

The non-formal education sector is not very attractive in its current state (material poverty, absence of a career development path, low remuneration, etc.). In addition, the few staff members trained at high cost (foreign scholarships, costly internships, study trips, etc.) tend to desert the sector for greener pastures. In fact, one can hardly find statistics engineers, skilled evaluators, social scientists or teaching specialists in literacy departments.

The issue of availability of literacy staff in adequate numbers in decentralised departments is very critical. Depending on countries, in average, one, two or three workers are posted, most of whom being beginners in this field of work, poorly motivated because of the lack of incentives and faced with the rigidity of school legislation which constitutes a barrier to their career.

The material deprivation affecting these departments (very few of them have logistical means) gives evidence of the capacity and performance of these workers despite the fact that they do not have the means to visit the centres.

The gaps observed in the quality of NFE policies and training provisions are due to the challenge of having experienced senior staff in charge of developing action plans and implementing most appropriate strategies to achieve the ambitions expressed in official documents and in both national and international commitments. This is one of the reasons why in-service training of senior staff members should be supported in the areas of strategic orientation and development of partnership-based approaches, which would ensure the effectiveness of interventions.

4.1.6.2. The ideal situation

This major area is on capacity building for all relevant staff and to their respective organisations and institutions in order to help them effectively implement the agreed vision and manage a diversified basic education system. The idea is to align the new holistic and integrated vision with the organisation mode of the education sector, its personnel and development framework.

Ideally:

- All staff members, including those working in governance and support departments and those responsible for the implementation of the programme at field level (officers in charge, teachers and school committees) have skills in line with their roles and responsibilities and are given opportunities to update or enhance their skills on a regular basis;
- All institutions and organisations function optimally and democratically and openly account for their actions.

To achieve this, the Bamako + 5 meeting held in October 2009 on contractual teachers recommended:

- i. that male and female teachers of all categories, whether from the formal or informal sector, irrespective of the sub-sector, be recognised and supported in their career and professional development;
- that the training of male and female teachers as well as their professional advancement be integrated within the framework of the holistic vision, taking into consideration lifelong training;
- that common qualification frameworks be developed based on minimum standards while exploring the feasibility of setting up joint training mechanisms for male and female teachers;
- That minimum criteria be considered, developed and used in the recruitment, training and professional advancement of male and female teachers.

It is therefore necessary to provide quality pre-service and in-service training for all teachers regardless of their host sub-sector, in specialised institutions that would accommodate student teachers from both formal and non-formal education with common courses and specific modules. One of the integration modalities would be polyvalence in education personnel: a teacher in the basic education system should be free to work in the early childhood development sector, in primary school and in other alternative education forms.

Capacity building has three major dimensions here:

- human capacity building with respect to policy, management, implementation and administration of the system as a whole as well as NFE programmes;
- enhancement of organisational structures of ministries, local communities and non-governmental organisations and non-formal centres as well: in terms of task planning, organisation and execution;
- promotion of an expanded or enabling institutional environment in relation to aspects such as working cultures, NFE and basic education perceptions and collaboration and partnership standards and values.[13]

13 EDUCATION FOR ALL, FAST TRACK INITIATIVE, *Guidelines for Capacity Development in the Education Sector within the Education For All Fast Track Initiative Framework*, 2008

4.1.6.3. Key questions

Regarding capacity building, the following key questions should be asked:

- How can support staff, managers and teachers in all basic education programmes be made more professional so as to enhance the quality and relevance of the education system?
- What would be the advantages of integrating all registered teachers, monitors and trainers in a comprehensive regulatory framework for the management of teacher training and careers?
- What are the most appropriate regular teacher training and promotion mechanisms for both formal and non-formal institutions?
- How can the capacity of local communities and local management structures be strengthened in order to establish good governance of education in response to situations specific to the local environment?
- How can we further change the mindset and cultures in the organisation involved?

4.1.6.4. Obstacles and challenges

In order to implement the capacity building plan successfully, the following barriers should be removed first:

- The lack of commitment and dedication of players and beneficiary populations and the communication gap among the various levels of accountability, constitute some of the major obstacles; more horizontal and more professional approaches could help improve the quality and effectiveness of service delivery.
- The provision of incentives in terms of career prospects and greater flexibility in the allocation of decentralised funds for education development and capacity building.
- NFE capacity building was characterised by poorly focused training; clarity in the vision and in the identity of programmes as well as deliberate anchoring of programmes within a wider diversified education framework would help focus capacity building efforts.
- One of the major issues may also be the inadequate recognition of and respect for the mutual roles and responsibilities of basic education programmes' partners; because capacity building in civil society organisations thus enabling them to effectively participate in NFE development (as primary partners in policy-making, designers and implementers capable of adopting innovative approaches) could be quite challenging; many issues will depend on the readiness of competent training institutions.

4.1.6.5. Priority actions

Priority actions to be undertaken are shown below:

Priority actions	Partners
- Assess the capacity of personnel and organisational capacity of groups of players in all basic education programmes (SWOT analysis) - Evaluate and promote male and female teachers from alternative basic education programmes (including in terms of salaries) - Incorporate skilled NFE teachers in the national education system - Hold sensitisation, information and training seminars for policy-makers - Organise study trip for senior staff - Develop management and organisation capacity of civil society organisations and local authorities - Develop the capacity of managers, supervisors, support staff and community-based structures including for the gender-sensitive approach - Promote more effective management of low school fee private schools and rural schools - Promote collaboration among managers of the same type of basic education provision - Build the capacity of teacher training centres and teacher resource centres for them to provide pedagogical support to both formal and non-formal education - Provide special training to the trainers of NFE teachers and scientists who show an interest in basic education	- Ministry of education - Education commission - NGOs/civil society - Private sector - Teachers' unions - Teacher training centres - Education resource centres - Personnel and networks of stakeholders - The media - Technical and funding partners

4.2. Strategic area 2: Education governance and reform

The ideal situation is:

i. Education policies reflect both the need for differentiating the programmes for children and adolescents, the youth and adults and the need for promoting complementarities between these programmes such as intergenerational learning, the basic education curriculum, bridges, etc.

ii. An integrated, coherent and stable institutional framework taking into consideration the decentralisation process is put in place for improved coordination of interventions and promotion of partnership-based approaches.

iii. Stakeholders are able to assess the effectiveness of their own interventions, use the findings to improve intervention and advocacy strategies and establish an informed dialogue with other stakeholders.

iv. The use of an integrated evaluation system for the validation of all knowledge and skills acquired irrespective of the type of education and training form constitutes a major feature of diversified education.

4.2.1. Sub-area 2.1. : Revision of programmes and methods

Indicators

- A unifying national curriculum is developed and implemented with the participation of all stakeholders (communities, civil society, private sector, administration, local communities, minority groups and groups with specific needs, etc.) based on the holistic, integrated and diversified vision, specifying harmonised graduate profiles irrespective of the type of education, duration of studies, or delivery modalities.
- The specificities of the various types of education and various target groups are taken into consideration in specific modules and teaching aids.
- Bridges among the various types of education are officially built and used.
- Possibilities are offered to implement the holistic, integrated and diversified vision such as basic education including early childhood development, mandatory schooling for 9/10 years, youth and adult training, etc., giving due importance to local languages.
- Studying and working conditions for male and female learners and teachers (infrastructure, equipment, teaching materials, etc.) constitute enabling factors for good quality of learning and teaching.

The main stakeholders collaborate to develop a national fully integrated curriculum for all basic education and for the respective age groups, responding to the individual and social development needs in the current socio-economic change circumstances. The comprehensive framework define the parameters for all programmes, with the possibility to adapt them to the specific needs and circumstances of beneficiary groups, specifically taking into consideration the needs and realities of girls and women.

4.2.1.1. Key questions

The following key questions should be addressed within the framework of curriculum renovation in the perspective of the holistic, integrated and diversified vision of education:

- What should such a comprehensive curriculum entail and what framework should it provide for the development and implementation of diversified programmes?
- What steps should be taken to assess learning achievements (see Field of Action 5), train and promote male and female teachers from all sub-sectors, develop a policy on books and tools to assist learners and promote the use of ICT?
- What strategies should be used to build a wide national consensus among all stakeholders on diversified basic education curriculum?
- How can this framework strike a balance between personal development skills and those required for the development of the country?
- How to establish a balance between international (global) knowledge and exposure to relevant local knowledge?

- How to strike a balance between general cognitive knowledge required for living and for continuous learning and the knowledge that people need to acquire in order to be prepared for a job (including a career development path)?
- How can we encourage more effective interactions with the communities and with the world?
- How can we use diversified education in support of direct cooperation between formal and non-formal programmes and approaches?
- How can the experiences and innovations of each country be shared with the others?

4.2.1.2. Obstacles and challenges

The following obstacles and challenges should be addressed:

- Efforts to develop/renovate the curriculum cannot be pursued in the specific sub-sectors of education and training without taking an overall integrated framework into account; the challenge facing the countries is to put in place mechanisms through which specific but joint efforts will allow to adopt a national perspective and to promote a dialogue of curricula on all the various types of sub-sectors and programmes.
- Curriculum development and the design of programmes which are expected to deliver results can also benefit from the progress achieved in the establishment of the national qualification framework and of its support system.
- Work on the life skills, health, self-realisation and/or employment can be on carried on in the framework of formal and non-formal education, therefore touching young people and adults who are not enrolled in structured learning programmes; the challenge here is to expand learning programmes to include non-formal learning through the media, libraries or the internet in order to reach all age groups at the various levels.
- Other sectors like labour and employment, social development and the eradication of poverty cannot yet meet efficiently the other needs of learners in the current situation; therefore, there are huge needs of intersectoral cooperation and coordination of initiatives.
- Basic education programmes must be designed in accordance with the needs of communities and the other targeted beneficiaries; hence the need to adopt participative approaches and to respond to actual demand as it is expressed in the field in connection with the needs for social, economic and cultural development of the nation.

4.2.1.3. Priority actions to be undertaken

The priority actions to be undertaken are the following

What are the actions to be undertaken?	Who are the partners?
- Bring together key stakeholders for a dialogue and a review of the basic education curriculum, while taking into account all the types of programmes - Evaluate the practices of the various programmes using the parameters of the national curriculum - Develop the basic education curriculum on a participative basis - Align the curricula of all the programmes for specific age brackets with national standards of diversified basic education - Define the quality and relevance criteria/indicators (for life, employment, knowledge improvement, etc.) - Design programmes for all groups of special beneficiaries like nomads, populations which are reluctant to conventional school, etc. - Develop guidelines for teaching in native/local language and multilingualism for all programmes - Develop guidelines for adaptation to the needs and circumstances of specific groups - Produce guidelines for establishing intergenerational learning - Further focus on professional/entrepreneurship capacity and on the involvement capacity of citizens - Integrate non-formal education supply for the development of professional skills in the national education, training and vocational training (ETVT) system - Establish a link between the curriculum and social and economic development strategies - Link the programmes to the other local development initiatives	- Ministry of education - National curriculum development centre - Skill training bodies - National examination council - NGOs/civil society - Private sector - Curricula associations - Faith-based organisations - Other sectoral agencies (health, employment, social development) - Centres of expertise - International technical agencies

4.2.1.4. Best practice on curriculum revision in view of integration

NFE education policies should reflect not only the need to differentiate child and adolescent programmes, youth and adult programmes but also the need to promote complementarities among such programmes (e.g. intergenerational learning, basic education curriculum, bridges, etc.). For instance, curriculum reforms going on in some countries include the development of basic education curriculum using the skills-based approach (SBA), which could preserve the unity of school while making it more attractive to people. The aim is to consider any skill acquired regardless of the learning language, type of learning institution, age of learners and delivery modalities. This leads to the development of a core curriculum shared by all educational forms and by the presence of specific complementary modules, flexible enough to meet the specificities of learners. In this context, teams have been put in place per sector and work in their specific area based on the guidelines defined on the graduation profiles identified by the ministry, determined approaches and the standardised framework of presentation developed.

The aim is to provide quality basic education which opens the doors to the whole range of official possibilities to continue and develop studies because of the imperatives of equity and social justice: this explains the presence of the conventional instrumental skills in the proposed programmes (reading, writing, numeracy, language, shifting to a foreign language through achievements in national languages, etc.).

In many countries of the South, UNICEF has supported the development and use of curriculum contents, learning approaches and teaching aids for learners and teachers. Much of this work was done through participatory approaches involving local researchers in baseline studies and working with communities, the national centres of expertise and the local authorities of the education sector. Mapping exercises have made significant contributions to the understanding of the very diverse learning needs and conditions of young people in the country.

4.2.2. Sub-area 2.2.: Governance improvement

Indicators

- The institutional unity of education is restored.
- Ad hoc structures put in place to give impetus to a long-marginalised sub-sector are incorporated into the general structure of the education sector at the end of the revamp phase.
- The government-private sector-civil society partnership is institutionalised and documented in framework agreements that are complied with.
- Decentralised education departments with adequate human and material resources manage all education sub-sectors without any bias.
- Local communities successfully use the competences devolved to them in the education field by supporting the implementation of diversified education in terms of planning, resource allocation and monitoring.

4.2.2.1. Background

The following observations made in the organisation and management of the education sector significantly contribute to the marginalisation of major sub-sectors with unfavourable budgetary adjudications in particular to NFE and traditional forms of education. The first observation relates to the fragmentation in the management of education with several ministries put in place without a real mechanism for coordinating government action in the area even if we can note the establishment, at the level of prime ministers' offices among others, of open consultation forums on education which are experiencing serious problems of operation.

The second observation relates to the institutional instability which characterises the sector, with frequent changes in the names of ministries and in the distribution of government services, as well as rapid turnover of ministers, who destabilise the sector by appointing new executive staff.

Next comes the issue of the institutional anchorage of NFE, with the transfer of literacy to the Ministry of Culture in Senegal in 2008, while the opposite trend is noted almost everywhere in Africa (e.g. Morocco, Togo and Benin).
Finally, high officials in education ministries are not always open and favourable to alternative forms of education because of their very formal training and the influence of some powerful technical and financial partners who give little credit to NFE.

4.2.2.2. The ideal situation

Improving governance means putting in place an integrated institutional framework, better coordinating interventions, making ample room for partnership approaches and strengthening devolution and decentralisation. In order to put in place an appropriate and stable institutional framework for good governance of the sector as part of the holistic and integrated vision of education, the institutional niche within governments which is to host NFE is indeed the education sector, although it must be recognised that old practices have always marginalised NFE, thus leading to the creation of exceptional structures in order to promote its development. This led to the establishment of secretariats of state for literacy and non-formal education, junior ministries responsible for literacy and non-formal education within the ministry of education, which are offices often without any autonomy and without decision-making power and line ministries to take charge of NFE. The ideal situation would be that at the end of the mission of promotion in the case of countries where the sub-sector has long been marginalised, the exceptional structure created is phased out to be integrated into the general organisation chart of education, thus receiving, as it should be the case for all the sub-sectors, support from intersectoral departments such as:

- the department of administration and finance;
- the planning department, with the collection, processing and publication of the overall and comprehensive statistics data without exception of the sector;
- research and study institutes;

The holistic and integrated vision implies firstly a better coordination of interventions with a single mechanism within education (EFA steering committee), then the development of partnership with a partnership framework bringing together all the stakeholders even if there must be within this mechanism, specialised sub-committees and finally, the strengthening of decentralisation. The transfer of powers means to relinquish to local authorities all that they are supposed to do better than the state: education, literacy, promotion of national languages, and promotion of vocational training.

4.2.2.3. Key questions

The following key questions arise about good governance in the context of the holistic, integrated and diversified vision of education:

- How can political will be well mobilised and managed for the development and management of the vision of diversified basic education?
- What must be the general framework of governance which, in a democratic and inclusive manner, represents the national vision on diversified education?
- What are the appropriate structures of the government and other partner organisations which facilitate the efficient coordination and allow efficient promotion, supervision, support and monitoring of programmes (both public and private)?
- How can favourable institutional cultures be developed to promote the commitment to the organisation and to its clients and ensure the stability of the vision and the relating best practices?
- To what extent professional support structures, including training institutions and those in charge of developing the career of teachers), supervision and quality assurance, can be integrated in a context of diversified basic education?
- How can communities and other local organisations be democratically and effectively involved in governance, the development and implementation of the curricula of basic education programmes?
- What approach to decentralisation is essential in a context of diversified basic education?
- What may be the effective forms of public-private partnerships (PPP) in basic education (formal or non-formal), and what regulation would be essential?

4.2.2.4. Obstacles and challenges

The obstacles and challenges to be taken into account in the education reform process in the new perspective of integrated vision are the following:

- Without national consensus on the vision of diversified basic education and its implications for the development or the restructuring of the system, effective overall governance and inclusive and equitable systems for the various forms of basic education are unlikely to become a reality.
- Joint decision-making, coordination and partnerships on the whole of basic education might benefit significantly from the experience and practices in other areas of implementation of social policies where the stakeholders have learnt to work together.
- Effective cooperation for holistic planning and implementation of the various basic education programmes at local level could be jeopardised if the local authorities do not have a free hand and the means in the areas of budgetary allocations and the interpretation of policies and if there is no minimum capacity to manage this.
- The synergies and cooperation among the various types of NFE (for children, young people and adults) and between the NFE system and the mainstream formal system would be considerably strengthened if governmental sections responsible for NFE existed within the ministry of basic education.
- One of the major obstacles could be the reluctance of ministries to surrender the exclusive control of certain parts of the basic education system and to share the responsibilities with other national partners; thus, diversified basic education requires not only that new partners get involved but also that all the partners develop new attitudes on the nature, role and control of education in the national context.

4.2.2.5. Priority actions to be conducted

The following priority actions will need to be undertaken:

What are the actions to be conducted?	Who are the partners?
- Put in place national structures for the coordination and supervision of the whole of basic education - Strengthen institutions which help to develop, promote, protect and support education alternatives within the system - Develop strategies for the management of the political will on the development of diversified basic education - Define the institutional frameworks of the services for the governance and support to the NFE - Create regulatory frameworks of public-private partnerships (including civil society) - Define the status of NFE (public and private) centres/schools within the system - Ensure the integration of diversified vision in the framework law on education - Entrench the supervision and professional support to basic education without exception in decentralised education structures - Establish formal links between civil society, communities and local education authorities - Promote participatory decision-making and accountability at local level	- Ministry of education - National structure for developing NFE - Task force on NFE - NGOs/civil society - Private sector - Faith-based organisations - Teachers' associations - Decentralised education structures - Local authorities - National parliament - Technical and financial partners

4.2.2.6. Strengthening of the literate environment

As expected the literate environment in the countries under review is fairly poor for a number of reasons including the following:

- Illiteracy and low enrolment rates.
- Poverty is so rampant that educated or literate people do not always afford manuals and newspapers or the dissemination strategies adopted by NGOs and projects that mostly use free service instead of cost recovery approaches.
- For a variety of cultural reasons, people do not read (absence of a reading culture, difficulty to isolate from the social group to read, verbal nature of the civilisation, etc.).
- Forms of resistance to the use of local languages like in Mali where very low attendance was noted in schools in the Regional Directorate of Education in Bamako with "obvious lack of interest of school officials and parents in convergent pedagogy in general and local languages more particularly". This also applies to Niger. Parents see French as the door to success, hence their reluctance to local languages leading to drop out, refusal to enrol them, etc.
- Adopting a books policy has not always helped to promote local language books; in the case of Senegal, where the Department of Literacy and Local Language Promotion publishes a directory of writings in local languages, the Department of Books has no clue as to existing writings on the issue despite the clearly expressed will to give due importance to local languages in the system.

Some progress has been noted, however:

- Works in local languages have improved both quantitatively and qualitatively in some countries where subsidy mechanisms have been put in place like in Senegal. Moreover, the development of large literacy programmes financed by technical and funding partners (Côte d'Ivoire, Burkina Faso, Senegal, Niger, etc.) has resulted into large-scale production of teaching handouts.
- In all countries, book distribution and dissemination networks are being put in place with varying levels of success and often outside normal channels. Community networks and commercial channels for literacy operators combined with incentives for independent distributors have worked better.
- In Niger, thanks to the Non-Formal Education Development Support Project and with the creation of PRODENF, efforts are being made to create and enhance a literate environment in local languages. For instance, funds were released for the procurement or production of books in local languages. PRODENF has conducted studies, one for the development of an index produced in Niger on books in local languages and the other on the current status of books production in local languages. In 2005, a first draft policy on book production for NFE was developed, but it has not yet been validated.

Creating a literate society has some prerequisites related to the context: institutions should be literate; African languages should be both communication and teaching languages in both formal and non-formal sectors; they should have an official status and should become social and economic promotion factors; publications in such languages should be in adequate copies, varied and of good quality; and finally, people should have easy access to publications.

4.2.2.7. Communication

Governments in collaboration with other partners of basic education and the media succeeded in establishing a broad understanding of the meaning and importance of diversified basic education and obtaining support to its development both with the educated and privileged sections of the population and with the general public. There is a general consensus that the arrangements for the provision of basic education other than the classical school are part of the educational landscape and that they are also acceptable as paths leading to the desired levels of education or training in case the situation or specific interests require it.

However, the review of the various documents produced by countries shows that few of them have developed bold communication policies to achieve the following:

- Communities, operators in non-formal education, ministerial partners, the agents of the ministries in charge of the sector involved in the program, the private sector and technical and financial partners are informed of the content of the plan for the development of non-formal education.
- Direct stakeholders (central and devolved departments, operators, groups of beneficiaries like farmer organisations) participate in activities of the forums of consultation and dialogue at all levels (national, regional, local).
- Strategies to mobilise funds and the participatory mechanism for the management of these resources are known, accepted and supported by all segments of society (government, private sector, civil society, etc.).
- The number of operators interested in the programme (example: existing NGOs which were not involved in non-formal education) is increasing from year to year.
- Resistance to the implementation of the national strategy for the development of NFE is mitigated.
- The number of groups of beneficiaries requesting literacy programmes is increasing exponentially.
- The fears of technical and financial partners in relation to good governance in the sector are allayed.

4.2.2.8. Example of best practice

In Kenya, following a national education review conference in 2003, a new education policy was adopted in 2005 which explicitly recognises the role of NFE in the guarantee of “equitable access to education and training for all children, including underprivileged aged and vulnerable groups”. The policy also identified two categories of NFE equivalent for children who cannot have access to education through the formal system: “non-formal schools” (same curriculum but taught in non-formal conditions) and “non-formal education centres” (same curriculum but adapted to the needs of adolescents, with vocational skills). The policy resulted in:

- large budget allocations to NFE as part of the new sectoral plan;
- equitable access to the education budget;
- the establishment of a management information system for NFE;
- restructuring of the ministry of education, which must now include a directorate for adult education and a directorate for basic education;
- integrated policy guidelines for NFE as a whole, developed by both directorates.

The new structures will be governed by an amended Education Act. The inter-ministerial coordination structure is yet to be revitalised.[14]

14 GTZ, *Some NFE Development Experience*, Case study report, forthcoming

4.2.3. Sub-area 2.3. : Establish or restructure systems for the monitoring and evaluation of programmes

4.2.3.1. Background

Many countries do not yet have a system of evaluation of learning which is the process whereby, literacy instructors, trainers, supervisors, or any stakeholder in the literacy programmes, assess the achievements of the beneficiaries of literacy programmes, in the area of reading, writing, oral communication and life skills, based on various methods of interpreting or assessing knowledge, skills, expertise or attitudes of the learner in order to determine to what extent the objectives of the programme have been achieved.

However, initiatives have been taken in a number of countries, such as:

- **evaluation of the learning** of literacy programme beneficiaries in Morocco, which will make it possible to: (i) inform some indicators (success rate per program, region and province, rate of completion, the unit cost per participant and per literate person, etc.), (ii) determine the factors of the effectiveness of a literacy programme, (iii) take decisions concerning each of the programmes in the light of its effectiveness, efficiency and its adaptation to demand, (iv) correct the shortcomings of each of the programmes in the light of its results and (v) update the classification of NGOs in the light of their results;
- **revision of curricula** in Mali, Burkina Faso, Senegal, Niger, etc., with a notable increase in study time, a reorganisation of learning areas and cycles and taking into account life skills for improving the quality of achievements (see box for the experience of Burkina Faso);
- **impact assessment or study** in Senegal, Mali, Morocco, etc.: the need to understand and identify the social effects of development projects was felt as a result of the changing priorities of social development objectives; the problems of access to resources and their control by the population, the distribution of these resources on an equality basis, increase in the population's capacity, the promotion of the participation of all to development actions and equality between women and men requires an approach which does not merely put emphasis on material and quantitative results; this concerns also the impact of development projects in terms of behaviour change and improvement of the living conditions of concerned populations as well as their economic and social environment;
- **the establishment of special structures** for improving quality: (i) the Multipurpose Adult Educational Resource Centre (CREPA) in Senegal, which is perceived as a multifunctional platform which favours a systemic approach federating local development actions in a permanent framework; (ii) the Directorate for Research, Innovations in Non-Formal Education and Literacy (DRINA) in Burkina Faso for studies, designs and training in the non-formal sector; (iii) reorganisation within the Directorate-General of Non-Formal Education (DGENF), with national directorates which are in charge of particular fields such as the programmes or monitoring, etc.

4.2.3.2. The ideal situation

The monitoring and evaluation systems should allow among other things to establish a correlation between schooling in quantity and quality and the level of literacy in the countries for example. The improvement of the quality of life requires, in many respects, that the populations be consulted and fully associated, in forms to be determined, to the decisions which concern them. How can they actively participate in sustainable development, without a strong educational system, giving priority to the universalisation of basic education and to vocational training, as well as to technological research and development? How can they be better educated without a stated role of women, literate and freed from social constraints?

The ideal situation would be that the programmes and stakeholders in the various contexts be able to:

- assess the effectiveness of their own interventions in relation to the long-term objectives which have an economic, cultural and social value with the determination of indicators for the monitoring and evaluation of the policy and actions, the establishment of an appropriate system, the conduct of impact studies, the establishment of data bases to follow the evolution of the education sector as a whole;
- use these results to improve the intervention and advocacy strategies in order to make for example NFE more credible at internal level in governments and in the eyes of technical and financial partners;
- conduct an informed dialog with stakeholders of other programmes on the results achieved, the strengths and weaknesses in order to improve the choices made and obtain more sustainable support for the holistic and integrated vision of education.

The establishment of an effective monitoring/evaluation mechanism is one of the conditions for achieving the objectives of quality, planning, information and control of the national programme for the development of non-formal education. Owing to its strategic importance in the decision-making process to correct literacy policies and projects, this mechanism should be based on the following methodological principles and areas:

- a clear definition of relevant indicators based on the mission of each actor;
- the establishment at all levels of intervention of databases on the programme with a view to facilitating monitoring, evaluation and steering;
- take into account all training aspects (instrumental aspects and development activities);
- the provision of the various services and stakeholders with adequate, skilled and sustainable human resources as well as with modern logistical resources.

4.2.3.3. Key questions

The key questions which asked on monitoring and evaluation are the following:

- What is the current pattern of the overall supply in relation to the needs or requirements and how is it assessed in the light of national development?
- On what basis, the approach towards diversified basic education is justifiable and what are the elements in place on which restructuring efforts can be based?
- What are the priority action areas in terms of institutional development, review of the policy and practices?
- How can we effectively undertake permanent monitoring at the institutional and local levels?
- How can the vision of diversified basic education and its objectives be translated into quality standards, which would be applicable to all recognised basic education programmes?
- How can national capacities for the assessment of the overall impact of the vision of diversified education and evaluation of the programme be strengthened?

4.2.3.4. Obstacles and challenges

- It is not all the organisations which are involved in the other forms of education including NFE which will be willing to give access to databases and relevant documentation on their programmes.
- Education ministries often have an EMIS (education management information system) which limits the collection of data to the formal part of the system; thus, very few reliable data on the other programmes are available.
- Given the above statements, there is great need to build trust and confidence among the different organisations involved in the other forms of education; hence the importance of reaching democratically a national consensus on the nature and the meaning of diversified education and the role that the actors must play.

4.2.3.5. Priority actions

The following priority actions can be envisaged:

What are the actions to be conducted?	Which partners?
- Organise surveys on the basic education programmes and on their scope and coverage - Determine to what extent the diversity of the education supply is a already a reality - Collect the available data on NFE for the various categories of learners - Collect the studies and other reports produced at national and international levels - Compile a directory identifying the providers in the various forms of basic education - Make an analysis of the situation of key target groups in the various age groups - Identify the major shortcomings in the supply of basic education for disadvantaged groups - Put in place manageable procedures for the permanent self-monitoring of programmes - Build the capacities of stakeholders and governance structures in the monitoring, supervision and training - Conduct in-depth reviews/evaluations of the strategies of given programmes and their cost-effectiveness - Develop overall quality standards for the basic education programmes and mechanisms for their monitoring - Review the nature, the extent and the impact of decentralisation strategies and their influence on substitution programmes	- Ministry of education - Ministry of planning - EMIS unit - NGO/civil society - Private sector - Branches of the ministry of education - Local authorities - Researchers - Local education specialists - TFPs

4.2.3.6. An example of best practice: UNESCO's NFE-SIM

made in relation to the objectives of EPT is primarily linked to the recognition of the fact that it is imperative to have an exhaustive description of the performance of the whole sector of education, of which non-formal education is a part.

Most countries have information systems for the management of formal education, but more rarely on that of non-formal education. At the same time, they express more and more the need to have reliable information and data on this sector. UNESCO has taken up this challenge by developing an easy-to-use methodology and a data base to put in place an information system for the management of non-formal education (NFE-SIM).

NFE-SIM responds to the request of a practical approach of the monitoring and evaluation of non-formal education which can be adapted to the contexts and to local information needs and provide information and helpful and reliable statistics for policy makers and planners, at both national and sub-national levels. This approach will allow to make informed decisions, better plan and provide non-formal education, and to follow and measure its evolution.

NFE-SIM also aims to improve the coordination of non-formal education programmes among the actors concerned by providing a mapping of the NFE provided in the country.

The information provided by NFE-SIM on the possibilities of non-formal education offered can help create an increased interest in the NFE programmes and encourage participation to the latter.

A NFE-SIM is an overall system which combines individuals, processes and a technology for mapping, coordinating and improving the management of non-formal education and the way it is provided at sub-national level, by collecting, processing and disseminating information on the NFE agencies concerned, the programmes and courses, educators and learners.

The NFE-SIM kit designed by UNESCO includes:

i. a manual which presents the methodology used to develop a SIM-NFE consisting of the following elements:
   - a framework for conceptualising NFE as an area (classification of types of NFE activities, categories of agencies, target groups, and age groups);
   - guidelines for planning the development process of the NFE-SIM;
   - guidelines for undertaking a diagnostic study;
   - guidelines for developing NFE indicators;
   - guidelines for the collection of data;
   - prototype instruments for data collection (questionnaires 1 to 7);
   - guidelines for the analysis of data;
   - guidelines for tracking the development process of the system;
   - detailed information on the structure of the NFE-SIM database;.

ii. a capacity-building strategy, as well as a complete series of training tools for each step of the process for the development of the NFE-SIM;

iii. a computerised database, which can produce directories, statistic and summary tables.[15]

The methodology has been tried out in Tanzania, India and Cambodia since 2001; it was extended to Morocco and Jordan in 2005, and to Bangladesh, Niger and Senegal in 2006.

15 http://unesdoc.unesco.org/images/0014/001457/145791e.pdf

4.2.4. Sub-area 2.4. : Put in place a knowledge validation system

4.2.4.1. Background

Regarding the recognition and accreditation of learning activities, national mechanisms and international initiatives unduly favour the qualifications and skills sanctioned by the formal systems, and are rarely interested in non-formal, informal and experiential learning. The use of an integrated system of evaluation to validate all the knowledge and skills acquired regardless of the type of education and training supply, is an important feature of diversified education.

4.2.4.2. The ideal situation

The use of an integrated evaluation system to validate all the knowledge and skills acquired through a set of programmes of the same level regardless of the specific format of learning , the place and methodology for the achievement of results, constitutes an important feature of diversified education. Thus, this assessment is closely linked to the general curriculum of basic education. It should be recognised here that the various systems can be required for the evaluation of the academic/general knowledge and skills and for the evaluation of professional knowledge and skills. Within these frameworks, equivalence must be established among all the candidates who have prepared for a specific level. This approach makes mechanisms such as recognition of previous learning (RPL) and national qualification frameworks (NQF) essential for facilitating transfers between the programmes or transitions to the next level.

4.2.4.3. Key questions

These are the key questions about the certification of achievements:

- How to define the nature and purpose of the evaluation at the end the expanded basic education?
- How to devise evaluation systems which separate learning results from the institutional environment in which the learning has been acquired while taking into account learning results of all the programmes?
- How to integrate evaluation in the school environment with external evaluation for regulation and validation purposes?
- How to forge a culture of permanent evaluation as an essential part of teaching and learning activities?
- How to develop and broaden the opportunities for the recognition of previous achievements and create equivalences between programme results?
- How can the quality standards of all the education programmes be used as the basis for the validation of the acquisition of knowledge and skills?
- How can national systems for the evaluation of learning achievements be used as a basis for targeted investments in the improvement of quality?
- Are there means by which the programmes can obtain a feedback on the impacts of learning on the well-being of persons trained and their communities?

4.2.4.4. Obstacles and challenges

However, the following obstacles and challenges will need to be addressed:

- The implementation of diversified education is strongly influenced by the extent to which effective and credible evaluation systems can be put in place on all the basic education programmes; this requires prior consensus both on the overall framework of the basic education curriculum and the capacities available within the system to create, implement and maintain appropriate evaluation systems.

- One of the major difficulties may be the absence or malfunction of a NQF which defines the relevant standards of achievement as a basis for certification and transferable credits; therefore, the establishment of these systems can be done at the same time.

4.2.4.5. Priority actions

For the establishment of this system, the following priority actions will need to be conducted:

Priority actions	Partners
- Mobilise and use national expertise for the development of a system of review of basic education - Open a broad national dialogue on the nature and purpose of this evaluation system - Develop a system of validation and certification of the relevant NFE competences in conformity with the national evaluation system - Strengthen the capacity to undertake RPL in NFE - Link the evaluation work to the efforts aimed at developing national qualification frameworks - Establish the practice of external monitoring with professional support by a quality assurance staff - Organise special training for quality assurance staff (Inspection) - Include NFE in the national evaluations of education development and learning achievements	- Ministry of education - National inspectorate/ quality assurance of the education ministry - Local education authorities - NGOs/civil society - Private organisations - NFE intellectuals - National research centres - Media organisations - Technical and financial partners

4.2.4.6. Some best practices

The South African national qualification framework

In recent years, an initiative called the NQF was launched in South Africa. The design of this program provides for an integration of education and training, the development of mechanisms allowing all schoolchildren recognition of their learning regardless of the place, and an improvement through this system of education and training. The adoption of the SAQA Act (South African Qualifications Authority) in 1995 and the establishment of the SAQA Commission in 1996 provided the framework for the establishment of NQF. The South African Qualifications Framework (SAQF) was created in 1995. The framework attempts to correct errors of the past, the fragmentation and segregation in education and training by the adoption of a single and integrated system of qualification. The general concept of the construction of a coherent and integrated system with a more equitable access and the improvement of result levels is considered as being part of the reconciliation and reconstruction process after the apartheid period. The national South African Qualification Framework is a mechanism for granting credits on the basis of specific knowledge prescribed by the industry. The framework includes the accumulation of credits and recognises previous studies, thus helping to promote the culture of lifelong learning.

Development of a lifelong learning system in Namibia

During the last decade, Namibia, a middle-income country with enormous disparities, has worked on the reorientation of the whole of its educational and training system with a view to becoming a "learned nation" for the benefit of all citizens. This holistic approach implied greater attention to adult learning, a term covering all the forms of NFE for young people and adults, as well as the forms of open and distance learning (ODL). All the programmes which have equivalence with formal education, leading to certification are regarded as forming part of the educational system. Thus, parallel ways for adults, young school drop-outs and uneducated youth have been created to enable in principle all learners to reach the tertiary level of education. In addition to the National Literacy Program, other programmes (subsidised by the government) and targeting various categories of young people and adults were put in place. This concerns the San population, disabled people and prisoners. Some programmes lead to the upper primary equivalent and the middle and upper school education (through ODL). Others focus heavily on skill development, like the Community Learning and Development Centres for Self-Employment. In this framework supervised by the government and covered by a national qualifications framework, non-governmental providers and sponsors are encouraged to put in place equivalent learning programmes to increase the coverage. In this process, the non-formal learning features are integrated in the formal institutions, hence spreading over the entire system[16]

16 ELLIS Justin, *Namibia and what could be called Non-Formal Education,* presentation delivered during the workshop of ADEA and GTZ on NFE, Frankfurt, April 2009 and HOPPERS Wim, *Comparative review of current policies and strategies of Non-formal Education of youth,* In: C. Duke and H. Hinzen (eds.), 2009 (see note 9).

4.3. Strategic area 3: Establish appropriate and sustainable funding mechanisms

4.3.1. Background

The international community undertook in April 2000 in Dakar to achieve six major objectives according to which any person – child, adolescent or adult – must benefit from training designed to meet their basic educational needs, in the broadest and richest sense of the term. Three of these objectives concerned literacy and non-formal education.

The Forum stated that no country which has made a serious commitment in favour of basic education will see its efforts thwarted by the lack of resources. The international community has stated that it will honour this collective commitment by launching with immediate effect a global initiative aimed at developing the strategies and mobilising the necessary resources to provide effective support to national efforts. Some of these avenues to be explored concerned the strengthening of the external financing of education, in particular basic education, the improvement of the predictability of flows of external assistance and a more effective coordination of donors.

However, resources allocated to literacy and non-formal education are not in keeping with the national and international commitments made in that area; moreover, the unit costs are hardly mastered and are at the same time excessively different and composite to allow budgeting per area[17] ; finally, literacy is mainly supported by the technical and financial partners through specific projects/programmes or components of sectoral (fishing, agriculture,

17 The coexistence in the field of very differing practices with respect to costs causes serious problems of harmonisation particularly the nature of programmes offered (simply learning how to read and count as opposed to qualification training for example), on the cohabitation on a single site of competitive supplies. For example, the average unit cost of a participant in Senegal varies between 5,000 CFA francs (US$10) and 35,000 CFA francs (US$ 70) from one project to the other. The unit cost of a person who has learned to read and write will differ from one project/programme to the other for the following main reasons: differences in the nature of the programme and in its duration, differences linked to the specificities of the delivery approach, of the orientation of the institutional support and the mode of payment for the supervision cost, the diversity of supply, cost-reduction measures, the options of the partner supporting the project.

livestock rearing, etc.) or intersectoral (poverty reduction) projects. In the latter case which ensures in principle the intersectoral approach, resources allocated to literacy are quite inadequate and scarcely controlled because of the adjudications which are often unfavourable in the budgets of governments depending on contexts (budget cuts, contingencies, etc.).

4.3.2. The ideal situation

The ideal situation is the following:

i. The funding needs of the whole sector of education without exception are correctly estimated in the Medium Term Expenditure Framework (MTEF), which is a transparent financial planning and budget preparation process aimed at allocating resources to the strategic priorities while ensuring an overall budgetary discipline.[18]
ii. A mechanism for mobilising additional resources is implemented particularly to correct the disparities in the access to resources following unfavourable allocations to some sub-sectors.
iii. Adequate resources needed for the achievement of the education objectives for all are available and managed according to a mechanism adapted to the realities of each sub-sector in particular with an autonomous, transparent and participative mechanism.
iv. National partnerships for diversified basic education have produced politically accepted agreements concerning the mobilisation of funds through stakeholders according to their means.
v. This situation and the improvement of efficiency in the use of resources in all basic education programmes, allowing equitable and sustainable provision of resources to the various types of basic, formal and non-formal education programmes, in accordance with the policy orientations approved for their development.
vi. The unit costs charged guarantee the quality of supply and are sustainable.

For the strengthening of the gains with respect to operational strategies for the financing of non-formal education programmes, there is need to convince the various states and partners of the necessity to provide increasing support to the non-formal sector. It is important that each state set an example in this area and makes sure to have a clear and operational vision in resource mobilisation, to be disseminated through a policy document or an action plan developed on a participative basis taking into account the crosscutting nature and integrated vision of literacy as the corner stone of development in all areas of activity (e.g. some reference frameworks like the National Human Development Initiative in Morocco, poverty reduction strategy papers, etc.).

All these reference frameworks for the mobilisation of funds in favour of the non-formal sector must highlight the synergy of partnership in the context of interventions with a clarification of the roles and responsibilities of the various actors in order to promote the complementarity of actions.

In this context, the relevance and efficiency of training programmes to be delivered are also dependent upon the mastery of statistical data and the implementation of a communication plan which will contribute towards establishing trust among taxpayers.

For the implementation of efficient strategies aimed at filling the financial gap, there is need to develop innovating strategies for the generation of funds intended exclusively for the acceleration of the supply of non-formal education:

i. the implementation of a local fund for funding literacy and non-formal education programmes;
ii. the adoption of the system of sponsorship or patronage while guaranteeing the standards of transparency in the management of the funds obtained;
iii. the redistribution of funds obtained from the cancellation of the debt (HIPC funds), to the benefit of literacy;
iv. the development of fund-raising initiatives (days of solidarity, raffles, taxes on some leisure activities, etc.);
v. the establishment of incentive tax measures for the private sector such as the zero-taxation on certain economic structures which support the literacy and non-formal education sector;

18 The MTEF allows to determine multiyear budgetary objectives with respect to expenditures (investment and functioning), to allocate resources to the various sectors according to the priorities of the DSRP and to establish a permanent information system to monitor performance indicators.

vi. the promotion of literacy products in order to promote an effective self-financing system (for example, encourage production activities likely to generate funds or to give the newly literate priority access to micro-credit, etc.).

Regarding the sustainability of costs, this will consist in taking measures to facilitate and to stimulate the diversification of education supply by determining, in accordance with the realities and opportunities of each country, the minimum costs of literacy programmes, while ensuring the quality aspects.

4.3.3. Key questions

It will be necessary to first answer the following key questions:

- How can all the technical and financial partners be mobilised for an agreement on shared responsibility for the funding of the various diversified education programmes?
- What are the acceptable criteria and mechanisms for the definition of affordable costs of various types of basic education and for various age groups?
- How can government resources be more equitably and effectively allocated in a diversified basic education system?
- What is a fair and acceptable basis for the collection of private contributions with non-public institutions, individuals and communities for their use in various types of diversified basic education programmes and their contribution to their own development?
- How can “free primary education” be translated into “subsidised basic education according to needs”?
- What must be the optimal role of international funding agencies in the development of a diversified basic education programme?
- What steps can be taken to ensure gradual elimination of dependence on donors?

4.3.4. Obstacles and challenges

To mobilise and manage adequate resources for diversified basic education, the following obstacles and challenges will need to be addressed:

- Although the financial constraints of government can be obvious obstacles to the development of a diversified basic education system, these constraints may find their solution in cost-sharing systems; the challenges partially lie in the mobilisation of additional resources from the private sector, donor agencies and the beneficiaries on an equitable basis depending on their means and constantly on all the different types of basic education programmes.
- National and international donors may not be willing to make substantial contributions to fulfil the vision of diversified basic education; therefore, the whole debate on the vision and the implications of this policy evolution must also be conducted in forums with the participation of donor agencies, as well as at the regional and international levels.
- One of the problems could be the reluctance of governments or agencies to accept different levels of unit costs depending on programmes for the same age groups; this issue will require a thorough debate on the meaning of the “right to education” in various socio-economic, cultural and geographical conditions.
- Another obstacle may reside in the lack of coordination of interventions in the area of development which affects the lives of populations in different ways; the lack of intersectoral planning, such as in strategies to fight against poverty (from which basic education may benefit), may cause a loss of opportunities to make savings.

4.3.5. Priority actions

Regarding funding, the following priority actions will need to be initiated:

Priority actions	Partners
- Set essential points of reference for the implementation of diversified education and of the necessary financing - improve the efficiency and quality of the existing programmes - Estimate adequately the costs of the various NFE programmes according to their essential characteristics - Develop strategies for the mobilisation of additional resources - Identify the sources from which funding for the recurrent and development expenditures can be obtained - Apply the tuition fee policies in formal education to alternative education supply - Develop effective strategies for the access of poor populations to private education supply - Obtain public funding for NFE at an equitable level according to priorities - Mobilise the private sector in the financing of diversified education Give to children attending non-formal education supply the same opportunities of access to government subsidies - Integrate qualified NFE teachers in the payroll - Harmonise the wages of teachers from the formal and non-formal sector - Explore the establishment of special funds for the development of NFE - Promote public-private partnerships and with civil society - Combine training for employment and the facilitation of the access to the opportunities for the funding of vocational integration	- Ministry of education - Other sectoral ministries - Ministry of finance - Ministry of civil service - International donor agencies - National companies - NGOs/civil society - Private sector - Faith-based organisations - Local authorities - Communities

4.3.6. Funding best practices

A funding framework in the pipeline

For more rapid development of non-formal education, many countries have adopted the "contracting out" strategy, which consists in shifting the functions of design and implementation of demand-driven literacy programmes to civil society organisations that have experience and capacity in this regard.

However, this strategy has its requirements, including:

- equal access to funds for all operators whose project proposals meet a set of eligibility criteria recognised as justified by all partners;
- impartial and transparent mechanism for funds allocation;
- rapid remittance of benefits to operators which, for the most part, do not have core funds and have limited budgets.

Considering these requirements, the countries have opted for the establishment of an implementing agency which would be either simply financial or technical and financial with the following mandate:

- mobilise the resources intended for literacy and non-formal education (resources from the state, resources from partners and raising additional resources from innovative approaches);
- finance projects submitted by operators, projects which meet a number of standards defined in a consensus-based manual of procedures.

Three approaches are noted in West Africa:

1. **Calling on an existing structure of the AGETIP type**, as in Senegal in the 1990s, with the following advantages: i) the prior existence of this structure making it immediately operational; ii) the experience of the structure in the conduct of projects funded with the support of development partners, iii) the efficiency linked to the sharing of some operational costs among several projects.
2. **The establishment of a fund by decree**: this is the case of the National Literacy Support Fund in Cote d'Ivoire (FNAA) administered by a management committee composed of nine ministries, civil society networks and organised beneficiaries; the management committee is the authoriser of the fund, whose services are run by division heads appointed by the Minister of Education, except the head of the Finance and Accounting Division, who is appointed by the Minister of Economy and Finance; the fund and its services are placed under the responsibility of a director appointed by the Ministry of Education; Mali has put in place a resource centre with approximately the same characteristics (the centre is in the organisation chart of the Ministry of Education).
3. **The establishment of an associative form of fund** with the presence of the state, technical and financial partners, civil society and the private sector. This is found in Burkina Faso with the case of the FONAENF, which has the following characteristics: opening to the private sector, large autonomy, application of simplified and flexible procedures, equity and transparency, rapid and effective disbursement, parity in the composition of its board of directors, technical supervision of the Ministry of Basic Education and Literacy and the financial supervision of the Ministry of Economy and Finance; Senegal has set up a fund of the same type called "National Educational Resource Centre for Non-Formal Education" with technical missions in addition.

Another form exists at sub-regional level with the Karanta Foundation established by four countries: Burkina Faso, Mali, Niger and Senegal.

The sponsorship strategy in Morocco

Owing to the flexibility of its conditions, sponsorship allows original and diversified formulas of solidarity which encourage all those who feel the need to act in direct relation with those in need, either in the form of financial gift, in kind, or support along one step or throughout the learning, or again by offering voluntarily a number of courses or trainings for the illiterate, youth and adults, and those no longer attending school, to do so. Besides, sponsorship proves to be the best means to establish links between the institutional world and the business world.

In Morocco, partnership or cooperation framework conventions have been therefore signed allowing major groups on the national and international scene such as the Accor Group, the Régie des Tabacs, the Altadis Group, the Akwa Group and the Berrada Group /Rotary Club, to get involved in the sponsorship of the literacy programmes over several years.

The year 2006 has been mainly a year of launching and implementation of these conventions which have materialised through[19]:

- the sponsorship of 500 people in Tetouan province by the Accor Group;
- the sponsorship of 1,500 people in the region of Guelmim by the Akwa Group;
- the sponsorship of 400 people in Kenitra province by the Régie des Tabacs/Altadis Group;
- the sponsorship of 1,000 people in Nouaceur province by the Berrada Group/Rotary Club;
- finally in Agadir province, 1,450 people have been sponsored, including 1,000 by the Argan cooperatives and 450 by a private school.

4.3.7. Control of unit costs

To assess the minimum unit cost of the literacy training of an adult, the data established by Carr-Hill and Roberts suggest that the minimum cost will most likely be around US$100, instead of the minimum of US$50 that currently appears in the LIFE documentation.[20]

Carr-Hill and Roberts considered a series of factors likely to have an impact on the results and the costs of programmes; and we stressed that the inputs desirable for a program vary considerably depending on context. Factors which have been studied include:

- teaching methods, the curriculum, duration and schedule of courses;
- training of trainers and of literacy teachers;
- support and supervision;
- the supervisor/literacy teacher and literacy teacher/learners ratio;
- the remuneration of literacy teachers;
- material resources (books, writing material, equipment, premises and furniture, as well as storage and distribution of resources);
- the impact of the choice of a combined approach of the fight against poverty and of literacy;
- multilingualism/language of instruction (implications for training, the curriculum, books and the size of groups of learners);
- building a literate environment (resource centres, subsidised equipment and distribution, training of authors, editors and other professionals necessary for the publishing industry);

19 DEPARTMENT FOR THE FIGHT AGAINST ILLITERACY/SECRETERIAT OF STATE FOR ILLITERACY AND NON-FORMAL EDUCATION OF MOROCCO, Presentation of Morocco's experience of literacy and non-formal education, Meeting of ministers responsible for literacy, Dakar, December 2006, page 14

20 CARR-HILL Roy and ROERTS Fiona, and F. Roberts, *Methods for the evaluation of the costs of the literacy training of adults, particularly in Africa*, Reference paper for the African interministerial conference on literacy, 2007, page 5

- the design, coordination and leadership at the level of the provider and of the government (if the latter is not the provider). Other institutional and management costs at governmental level.

The diversity of programmes in terms of specificities, objectives and expected results makes very difficult any relevant comparison among them. Besides, each program adopts a different budgeting approach, which further complicates the task. The studies carried out in Senegal show that the difference between the costs per learner (or enrolled person) and those per outgoing learner and per accomplished literate person (if an examination took place after the course) is important; however, we should not make the usual error of asserting that school drop-outs or learners who failed did not learn anything in their course according to Carr-Hill and Roberts.
Indeed, the coexistence in the field of very differing practices with respect to the costs, causes serious problems of harmonisation, particularly on the nature of the programmes offered (simple learning of reading and counting as opposed to qualifying training for example), on the coexistence on the same site of competitive forms of supply.

For example, the average unit cost per participant in Senegal varies between 5,000 CFA francs (US$10) and 35,000 CFA francs (US$70) from one project to the other. This cost which is in fact a subsidy granted by the government to literacy operators differs from one project to another for the following main reasons:

- Differences in the nature of the program and in its duration: if a given programme is oriented towards initial literacy, by contrast others have opted for functional literacy even if they have different durations in terms of hours and period in months.
- Different approaches linked to the specificities of the delivery approach: for example a given literacy project of the local elected representatives pays for part of the initial training of facilitators (in the themes on decentralisation and citizenship) and organises training sessions at the headquarters of the beneficiary rural community, whereas participants (elected councillors) are from various villages (which is why transportation and catering are paid for); in addition, this project is obliged to have a ratio of one supervisor for four classes and a higher ratio compared to other projects considering the number of opened classes per rural community.
- The orientation of institutional support and the way in which supervision costs are to be paid for: if the institutional support to a given project is almost entirely absorbed by the logistical means of supervision (the logistical means has a longer lifespan than the project's), on the other hand another project can opt for providing for daily supervisory costs instead of a supervision means for example.
- The diversity of supply: for example, it is possible to achieve significant economies of scale and reduced operating costs depending on the duration of the programme or the intensive, semi intensive or extensive approach adopted.
- Cost reduction measures: a project can succeed in reducing considerably the initial cost by acting on the good management of staff considering the number of classes per sub-project (the post of coordinator may not be remunerated) and cohorts of literacy teachers who have already received initial training (it may be required that 50% of the personnel be composed of former staff called to be rather re-trained), gains in terms of equipment for the loyal operator.
- The partner supporting the project: a partner can opt for cost-effectiveness (by paying for all the elements which guarantee the quality of programmes) while another opts for costs that are bearable for the country (i.e. compatible with the GDP) in the prospect of the reduction of the support from technical and financial partners.

Moreover, the theoretical unit cost per learner can be understood as the unit cost resulting from requests for literacy sub-projects. These costs serve as basis for the calculation of the subsidies to operators but are not exhaustive and not reflect reality after the implementation.

The internal structure of this unit cost takes into account seven major concerns or structuring elements of this average cost:

i. provision of qualified field staff through a criteria-based recruitment, initial training completed by a continuing training mechanism;
ii. the adequate equipment of resource centres to configure the literate environment and ensure the continuation of basic education;
iii. the purchase of classic school furniture for all learners by planning two phases with the renewal of the equipment;
iv. the availability of training aids adapted to the functional themes and learners' needs in time, in quantity and quality;
v. the implementation of a permanent monitoring-supervision-evaluation system;
vi. the management and operating costs (bank charges, staff remuneration);
vii. and institutional support for building the capacities of the operator and/or beneficiary communities.

This cost primarily results from the management of budgetary and demographic constraints, due to the low funds allocated and the high illiteracy rate and pressure from demand; this resulted in an essentially quantitative orientation in the interventions.

Ravens and Agio[21] have summarised the variants in the calculation of costs with:

- **A "standard" variant** starting from the assumption that if we meet the standards[22] , we can obtain a success rate of 75%.
- **A voluntary work variant** which is the equivalent of a factor of 0.44 of the standard variant: in Brazil and in particular in Uganda, a large number of examples where educational institutions have succeeded in reducing costs by employing volunteer facilitators.
- **A multisectoral variant** which is equivalent to a factor of 1.2 of the standard variant: a large number of literacy programmes also incorporate the necessary skills for everyday life, like for example the skills relating to the production of income, skills in the area of health and social participation (cf. Integrated Programme for Adult Education in Senegal); this variant will be more costly than the standard variant, because experience shows that most facilitators are not qualified enough to teach the component "skills necessary for everyday life"; there is need to recruit specialised teachers, although they are often difficult to find in remote rural areas.

The three variants depend on per capita GNP, so much so that the real unit costs vary from one country to another. It should also be added two supplementary adaptations: the study environment and age of the learners.

Pursuing their research, they come to the following conclusion: "So we believe that a single standard unit cost, say of US$75 for the whole world, is totally inappropriate: it is insufficient for Brazil, and unnecessarily expensive for the two African countries." [23]

21 VAN RAVENS JAN AND AGIO CARLOS, *Les coûts et le financement de programmes d'alphabétisation non formels au Brésil, au Burkina Faso et en Ouganda*. UIL, 2007

22 Normative notions relating to the criteria a quality programme is supposed to meet: a reasonable salary for the facilitator, high enough to motivate him/her to continue the work. We take as an assumption a salary comparable to that which is earned by a teacher in a primary school; groups composed of 20 learners; 400 hours of instruction; the efficiency of economies of scale, expressed by a teachers' salary component of 70% of the whole of the costs, which leaves no more than 30% of costs outside salaries; a success rate of 75%.

23 VAN RAVENS Jan and AGIO Carlos, *ibid*, 2007, page 18

In summary, we can bear in mind that the constituent elements for the calculation of the cost of a program are the following: subsidy per learner, participation per learner, participation of the operator, financial management costs, other costs (functioning of the coordination unit, monitoring and evaluation of each sub-project, capacity building, communication).

However, the subsidy per learner must take into account all the effectiveness factors like the training of personnel (coordinator, supervisors, facilitators, relay persons, management committee members), the conditions of study and work (premises and equipment), supplies, teaching materials and the literate environment, the operating and monitoring costs, the remuneration of the operator. As things stand at the moment in Senegal for example, this subsidy per learner intended for the operator is at least 30,000 CFA francs (around 60 $) as part of the project supported by the World Bank and which serves as reference in the Education and Training Ten-Year Plan.

4.4. Strategic area 4: Development of research, innovation and scaling up

4.4.1. Background

Teachers and researchers in education have significantly come together over the last ten years. But to promote a better use of research and innovation in education and to improve the educational practices, there is need to increase exchanges between knowledge from experience and knowledge from scientists. It is therefore necessary to intensify dialogue and multiply collaboration between researchers and practitioners with the following five guidelines:

i. Support research in education: a necessary role of the government;
ii. Support innovation in education: a project to be developed and brought to completion;
iii. Prepare researchers for research: initial training and in-service training;
iv. Provide practitioners with professional support in order to promote access to research and encourage innovating practices;
v. Intensify the transfer of research and the dissemination of practical knowledge in education.

However, there is a weak culture of research in education and in adult learning, which lacks funds, is restricted and whose results are hardly disseminated. In Francophone Africa, the lack of qualified personnel, research work and training infrastructure for adult education is a real problem. It is very difficult to promote the education of adults without a significant contribution of universities which are supposed to train the personnel and to undertake research

in this area. The research work and publications are few and no research institute is exclusively devoted to adult education and to the training of educators for adults.

4.4.2. The ideal situation

For the development of responsive and effective diversified education, it is essential to place the development of the system in a fundamental perspective through constant effort for the analysis of changes which occurred in the conditions of the various categories of the population and the corresponding changes in the demand for specific forms of basic education. These investigations must contribute towards making adjustments to the implementation of curricula and programmes, and also towards expanding the existing programmes to cover the entire eligible population and developing new models of innovative practice.

These research activities are necessary both at national and local/community level in order to guide permanently the review of policies and practices. This work can contribute not only to fill the gaps in the supply of basic education and the improvement of quality in general, but also to ensure that all the programmes (formal and non-formal) are standard and serve effectively the legitimate policy needs.

Countries have created opportunities for governmental and non-governmental organisations (including universities and the independent research centres) to be further involved in research on the development of basic education, in particular to increase the level of knowledge and visibility of NFE and other types of educational and training alternatives. This has contributed to assess quality standards; to scale up some programmes; to develop innovative strategies for improving the quality and relevance of existing programmes; and to develop and test new models in order to meet the needs and situations of other groups of beneficiaries in the various age groups.

4.4.3. Key questions

The key questions are the following in the area of research in diversified education:

i. What can we do to promote more national research on the vision of diversified basic education and its implementation in the national context?
ii. How can partners at local level (local authorities, civil society, and institutions) be further involved in small-scale action-research linked to the results and impacts as well as to the value of innovation models?
iii. What are the best means to improve the knowledge management mechanism at the national and local levels, allowing their efficient use for the planning and development of policies?

4.4.4. Obstacles and challenges

The following obstacles and challenges need to be addressed:

i. The lack of competent researchers and the low capacity of the various high-level institutions across the country may impede the production of useful knowledge and research projects on the practices, the processes and the results of diversified basic education; therefore, this is an area of capacity building both at the level of researchers (governmental and non-governmental) and their institutional environment.
ii. Restrictive policies and the unwillingness of the government to open and make flexible the basic education system may prevent the dissemination of successful models and the development of new models; constant efforts to reach a consensus on the vision of diversified education and its implications, and the strengthening of political will can gradually open other opportunities to use research results and thus allow more effective responses to learning needs across the country.

iii. The inadequate cooperation among civil society organisations and among international technical agencies constitutes an obstacle which can hamper the implementation of research and the use of best practices; there is often a tendency to protect the "intellectual property rights" of an innovation or a model: models are not often shared and not much is done to coordinate similar work in the various places and to develop more generic models which may have a wider application; greater priority must be given to the stimulation of collaboration and networking among different stakeholders with a view to fulfilling the vision of diversified education.

4.4.5. Priority actions

The following priority actions are to be conducted:

Priority actions	Partners
- Identify knowledge gaps in the various basic education programmes - Stimulate collaboration among the different stakeholders for joint research on models and innovations - Strengthen the knowledge management capacity of governmental and national organisations - Analyze and disseminate written works (or videos) on good quality and successful NFE experiences - Explore strategies for scaling up or reproducing selected programmes to cover all eligible groups of learners - Identify the additional NFE programmes needs for identifiable and relevant target groups, in accordance with the national policy - Conduct regular instructive research on the various types of basic education programmes - Promote research on the social and economic impacts of programmes - Produce fact sheets on the extension of the successful forms of NFE and on the additional desirable forms	- Ministry of education - Planning unit - Parliamentarian education network - Local authorities - NGOs/civil society - Private sector - Universities &research organisations - NFE intellectuals - The media - Technical and financial partners

5. Conclusion

This reference framework for the implementation of the holistic, integrated and diversified vision of education is the result of a number of consultations at varaious levels, with the participation of eminent academics and highly experienced education practitioners. It was revised several times to take account of the observations, comments and suggestions of many actors from various backgrounds. In addition, with a view to modelling the document, a trial of the matrix of the holistic, integrated and diversified vision of education was conducted, with analysis of the NFE policies and strategies in Benin, Burkina Faso, Cape Verde, Mauritania and Senegal. The conclusions appear in the WGNFE's contribution to the 2012 Triennial. The development of this new vision, which seeks to revitalise African education systems, has now reached a sufficient level of maturity that it is desirable to implement it in a larger number of countries. However, without strong political support from decision-makers in each country, this document will likely become just another document, despite its acknowledged virtues. The WGNFE is thus counting on the commitment of civil society organisations to take it on board in their influence strategies and on the commitment of the ministers responsible for education to put it into practice.

6. Bibliography

CARR-HILL Roy and ROBERTS Fiona, *Méthodes d'évaluation des coûts des programmes d'alphabétisation des adultes, notamment en Afrique*, Reference document for African interministerial conference on literacy, 2007

DALBERA Claude, *Etat, pratique et besoins en éducation non formelle dans neuf pays d'Afrique subsaharienne francophone,* OIF, 2006, http://www.creaa-se.org/IMG/pdf/Rapport_Final_Etude_ENF_OIF_vers_def_rev-2.pdf

DELORS Jacques, *L'éducation : un trésor est caché dedans,* UNESCO, 1998

DIRECTION DE LA LUTTE CONTRE L'ANALPHABETISME/SECRETARIAT DE L'ETAT A L'ANALPHABETISATION ET L'EDUCATION NON FORMELLE DU MAROC, communication portant présentation de l'expérience du Maroc en alphabétisation et en éducation non formelle, lors de la rencontre des ministres en charge de l'alphabétisation à Dakar en décembre 2006

EDUCATION FOR ALL, FAST TRACK INITIATIVE, *Guidelines for Capacity Development in the Education Sector within the Education For All Fast Track Initiative Framework,* 2008

ELLIS Justin, *La Namibie et ce que l'on pourrait qualifier d'Éducation Non Formelle,* Presentation at the ADEA and GTZ workshop on NFE, Frankfurt, 2009

GIZ, *Certaines expériences de l'élaboration de l'ENF*, Case study report, forthcoming

HOOPERS Wim, *Intégration de l'Éducation de Base Formelle et Non-formelle; Politique et Pratique en Ouganda,* UNESCO-IIEP, Paris, 2008, E-publication
http://www.unesco.org/iiep/eng/publications/recent/abstracts/2008/Hoppers_Uganda.htm

HOPPERS Wim, *Revue Comparative des Politiques et Stratégies actuelles d'Éducation Non-formelle des jeunes,* In: C. Duke and H. Hinzen (eds.), 2009

Report of the World Summit for Social Development, Copenhagen, 1995,
http://www.un.org/documents/ga/conf166/aconf166-9fr.htm

UNESCO, *The Dakar Framework of Action, Education for All,* 2000

UNESCO, *Literacy Initiative for Empowerment (LIFE) : Vision and Strategy Paper (3rd edition),* Paris, 2007

UNESCO, NFE-MIS Handbook : Developing a Sub-National Non-Formal Education Management, System, UNLD LIFE Publication, Paris, 2007, http://unesdoc.unesco.org/images/0014/001457/145791e.pdf

UNESCO, *L'éducation pour l'inclusion : La voie de l'avenir ; Résultats et tendances de l'éducation pour l'inclusion aux niveaux régional et international : problématiques et enjeux ; Ateliers et conférences préparatoires sur l'éducation pour l'inclusion,* Geneva, 2008,
http://www.ibe.unesco.org/fileadmin/user_upload/COPs/Pages_documents/Comparative_Research/CONFINTED_48_Inf_3__French.pdf

UNESCO, CONFINTEA VI, H*arnessing the power and potential of adult learning and education for a viable future – Belém Framework for Action,* 2009

UNESCO, *EFA Global Monitoring Report – Overcoming inequality: why governance matters,* Paris, 2009

VAN RAVENS, Jan and AGIO, Carlos, *Les coûts et le financement de programmes d'alphabétisation non formels au Brésil, au Burkina Faso et en Ouganda,* UNESCO Institute for Lifelong Learning (UIL), Hamburg, 2007