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Effective Literacy Programs

Parallel Session A-2

**Effective and Promising
Programs**

**Selected Cases of Fruitful Interactions
Between Formal and Non-Formal Education
in Africa**

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Acronyms and abbreviations

1. ABET – Adult Basic Education and Training
2. ADEA – Association for the Development of Education in Africa
3. ASECA – A Secondary Education Curriculum for Adults
4. BOCODOL – Botswana College of Distance and Open Learning
5. CAEB – Conseil des Activités Éducatives du Bénin
6. COPE – Complementary Opportunities Program of Education
7. ECD – Early Childhood Development
8. EFA – Education For All
9. FABE – Family Adult Basic Education
10. FLP – Family Literacy Project
11. GCSE – General Certificate in Secondary Education
12. HIV/AIDS- Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome
13. INADES -African Institute for Economic and Social Development
14. KCPE – Kenya Certificate of Primary Education
15. MDGs –Millennium Development Goals
16. MoE – Ministry of Education
17. NALSIP – National Adult Literacy Strategic Plan
18. NGOs – Non- Governmental Organizations
19. NLPN – National Literacy Program in Namibia
20. NQFs – National Qualifications Frameworks
21. NTI- National Teachers’ Institute
22. ODL –Open Distance Learning
23. OSEO- Œuvre Suisse d’Entraide Ouvrière
24. PTAs – Parent Teachers Associations
25. PRL – Recognition of Prior Learning
26. SAQA – South Africa Qualifications Authority
27. SC/USA – Save the Children , United States of America
28. SMCs – School Management Committees
29. SOLO – The Sudan Open Learning Organization
30. TIMSS – Trends in International Mathematical and Science Study
31. TSC – Teachers Service Commission
32. UPE – Universal Primary Education
33. UNESCO – United Nations Education Scientific and Cultural Organization
34. UNICEF- United Nations Children’s Fund

1. ABSTRACT

1. This paper is based on a review of selected cases of fruitful interactions between formal and non-formal education in Africa undertaken to assess forms of integration and linkages that currently exist between formal and non-formal education programs. The review was based mainly on desk research and relied on bibliographic analysis supplemented by grey literature in the form of project documentation, mid term review reports and evaluations.
2. The paper begins with a brief review of the progress made by countries in sub-Saharan African towards achieving basic education for all based on the 2006 Education For All (EFA) Global Monitoring Report and then goes on to discuss the challenge ahead. In its analysis, the study adopts a systemic approach which advocates for the recognition of a holistic system of education with linkages between the formal and non-formal systems as providing optimal structure and preparedness to accomplish the social, economic and human welfare objectives. It adopts Hoppers' three categorizations of forms of integration, namely systemic, institutional and programmatic.
3. Cases of systemic integration and linkages highlighted in the study include educational policies which transcend the dichotomy between formal and non-formal education, community schooling which serves as alternative system within formal education and the establishment of National Qualifications Frameworks (NQFs) and accreditation systems. Cases of institutional integration highlighted in the study include linkages that have taken the form of curriculum innovations, open and distance learning, adoption of effective teaching /learning methodologies and management, control and financing of institutions. Cases of programmatic integration included in this study have linkages that take the form of programs that combine the development of production skills with literacy education for youths and adults and also those that combine the use of educational technologies with face to face sessions, linkages through evaluation of learning outcomes and programs and projects linking Early Childhood Development (ECD), Adult Basic Education and Family literacy.
4. This study highlights several cases of fruitful forms of integration and linkages that currently exist between formal and non-formal education in sub-Saharan Africa. More linkages exist at programmatic and institutional levels than at the systemic level. Cases from Francophone West Africa reflect a bottom up approach to the establishment of a holistic system with pressure coming mainly from the communities. Cases from countries mainly in southern Africa seems to be coming from the opposite direction starting with the development of policies and frameworks. The paper suggests that there is a lot to learn from both approaches. Both approaches are viable and the ultimate goal is the same as that of the formation of a holistic education system.
5. The study recommends therefore that more governments in Africa need to put in place policies and mechanisms that promote a more holistic system of education. Within this overarching framework, differentiated sets of provisions should be promoted for learning within which the conventional school is only one of the forms but is by no means the only one. There is need for a supportive infrastructure to be developed that offers administrative and professional services and that is accessible to all provisions within the system. There is also need for a funding framework that ensures acceptable equity in access to state subsidies and an overall quality assurance system that enables diverse forms of provision to grow but within a frame of strict criteria for access and quality.

2. EXECUTIVE SUMMARY

6. A great deal of attention has been paid to the development of universal basic education within the framework of the Dakar and the Millennium Development Goals (MDGs). The EFA Monitoring Report 2006 indicates that while across sub-Saharan Africa enrolment rates are rising rapidly and the gender gap is slowly closing, high fertility is exacerbating the challenge of getting all children into school. In addition the HIV and AIDS epidemic, other diseases and political conflicts are expected to leave one tenth of these children orphaned by 2010, hence necessitating immediate special intervention. The Report further reveals that while significant progress has been made with regard to access to basic education, not all of these children complete basic education. Projections made for 2015 indicate that if no change occurs, 31 of the 53 African countries will not achieve the EFA Goals, and 25 states will present primary school completion rates of less than 75%. Completion of primary and basic education does not guarantee the preparation of literate citizens. Issues of quality of education cannot be disregarded if success is to be fully achieved.

7. Literacy is at the core of the Dakar Goals. Even if it is not explicitly mentioned in the MDGs, the latter cannot be achieved in illiterate countries. Educational systems cannot fulfil their aims if focus is given only to formal education. Literacy cuts across all levels of formal and non-formal education. Being literate allows the individual to better understand and operate the various codes that organise and regulate his/her society. Literacy is also a means of individual empowerment and a means of societal development (UNESCO 2005).

8. The development of literacy has persistently been associated with non-formal education, and as a result, literacy programs are quite often encased in a remedial paradigm, designed as a remedy to the failure of formal education in preparing literate citizens. Secondly, literacy is looked at in a narrow perspective, focusing on issues of reading and writing, and leaving behind other dimensions such as those of cultural empowerment and health promotion, for example. Thirdly, the development of literate citizens is disregarded in comparison to educational aims such as that of access to basic education; and fourthly, national policies regarding literacy are often not clearly defined and issues of language that are basic in the development of literacy, are many times disregarded. By paying special attention to literacy in Africa during its Biennial, ADEA is not only strengthening the importance of literacy for the sustainable development of the continent, but it is also creating the conditions to revise the paradigm of literacy in Africa and to discuss its adequacy to the needs of the continent. This case study is encased within this perspective.

9. African countries have experienced many different literacy programs. These have been designed with different aims as they target different groups of population. However, levels of illiteracy in African countries are still very high (Global Monitoring Report, 2006). Attention needs to be paid to the nature and characteristics of such programs, as well as to their adequacy to the contexts in which they are being implemented. Many literacy programs are too subject and activity-oriented; others do not take into account learners' prior knowledge. Moreover, quite often issues of languages are not considered in the design and implementation of the programs. Program adequacy is fundamental for reaching efficiency.

10. This study explored cases of fruitful interactions between formal and non-formal education in sub-Saharan Africa, and the linkages and means used in bridging the two sub-systems. It relied mainly on bibliographic analysis that took into account the following research questions: what forms of integration and linkages currently exist between formal and non-formal education programs? Are the linkages and bridging means related to all programs or are they focusing on programs for youngsters who did not enrol and/or dropped out of school? Does the existence of linkages make programs more efficient? How far are issues of language integrated in the linkages between programs, and how far do they affect the efficiency of the programs? Is prior knowledge taken into account in literacy programs in general and do they contribute to program efficiency?

11. In its analysis of integrations and linkages the study adopts Hoppers' three categorisations of forms of integration, namely systemic, institutional and programmatic. Cases of systemic integration that currently exist in sub-Saharan Africa are at the policy and provision levels where there is a growing recognition of the need for a more holistic education system within the framework of lifelong learning. Countries such as Botswana, Namibia South Africa and Cape Verde now have education policies which transcend the dichotomy between formal and non-formal education. Systemic integration also exists in the structural linkages that have been realized through certain forms of community schooling as alternative forms of formal education in Mali, Senegal and Burkina Faso. Systemic integrations also exist through National Qualifications Frameworks (NQFs) and accreditation systems that have been established in some African countries such as South Africa and Namibia.

12. Cases of institutional integration highlighted in this paper include linkages that have taken the form of curriculum innovations. Cases from Mali, Niger and Burkina Faso show how linkages have been established between the formal and non-formal through the transformation of the formal school curriculum into a more flexible, relevant and culturally sensitive curriculum. Linkages through Open and Distance Learning are illustrated by cases from Sudan and Botswana where Open and Distance Learning (ODL) has been successfully used for professional development of staff working in both formal and non- formal systems. Cases of adoptions of effective teaching /learning methodologies are highlighted from Burkina Faso where an effective methodology adopted for teaching literacy to adults and youth is now being used in formal schools as well, with impressive learning outcomes. Cases of linkages in management, control and financing of institutions are drawn from Kenya, Mali and Uganda where community schools provide good examples of partnerships between governments, communities and local and International NGOs.

13. Cases of programmatic integration included in this study have linkages that take the form of programs that combine the development of production skills with literacy education for youths and adults. Examples highlighted here are Basic Education for Urban Poverty Areas (BEUPA) in Uganda and the Enseignement de base à partir des acquis de l'alphabétisation dans les langues nationales (EBAALAN) in Burkina Faso. Cases of programs that combine the use of educational technologies with face to face sessions highlighted in this study include the University Village Association Rural Literacy Program and the Literacy Enhancement Assistance Program, both in Nigeria. Other examples include the African Institute for Economic and Social Development (INADES) training program which is present in several African countries. Other cases of programs highlighted include programs and projects linking ECD, Adult Basic Education and Family literacy in both Uganda and South Africa.

14. While the majority of linkages were found to be focusing on programs for youngsters who did not enrol or dropped out of school, there were also examples involving programs for adult learners, especially in the linkages through educational technologies and teaching and learning methodologies and in management and provision. Evaluation studies that have examined programs where various forms of linkages exist have shown these programs to be more efficient in terms of learning outcomes and in terms of institutional management and provision, especially where linkages have been established with local communities. The choice and use of local languages was also shown to be a contributory factor to program efficiency especially in the case of bilingual and community schools in Francophone West Africa. The curriculum design and the teaching learning methodologies adopted in the Bilingual and community schools take prior knowledge taken into account in their basic education programs. In South Africa, one of the principles of the NQF is the recognition of prior learning at all levels.

15. This study concludes that while there are several examples of fruitful forms of integration and linkages between formal and non-formal education which are quite effective, many of them remain at the programmatic and institutional level and are not yet fully integrated at the systems level. Only a holistic and genuinely expanded vision of education and learning can currently cope with the major

challenges facing sub-Saharan African countries to make Basic Education and Lifelong learning for all children, youth and adults a reality.

16. The study recommends therefore that:

1. More governments in Africa need to put in place policies and mechanisms that promote a more holistic system of education,
2. Within this overarching framework, differentiated sets of provisions should be promoted for learning within which the conventional school is only one of the forms but is by no means the only one,
3. There is need to develop a supportive infrastructure that offers administrative and professional services and that is accessible to all educational and training provisions within the system,
4. There is also a need for a funding framework that ensures acceptable equity in access to state subsidies, as well as an overall quality assurance system that enables diverse forms of provision to develop within a frame of strict criteria for access and quality.

3. INTRODUCTION

17. This study is a review of selected cases of fruitful interactions between formal and non-formal education in Africa undertaken to assess forms of integration and linkages that currently exist between formal and non-formal education programs; their focus; whether they make programs more efficient; the extent to which issues of language are integrated in the linkages between programs; the extent to which they affect the efficiency of the programs, and whether prior knowledge is taken into account in basic education programs in general and how that contributed to program efficiency.

18. The review was based mainly on desk research and relied on bibliographic analysis supplemented by grey literature in the form of project documentation, mid-term review reports and evaluations. The study is presented in eight chapters of which the eighth presents conclusions and recommendations. The first chapter presents a brief review of the progress made by countries in sub-Saharan African towards achieving basic education for all based on the 2006 EFA Global Monitoring report and briefly discuss the challenge ahead..

19. The second chapter presents a theoretical overview of a systemic approach and the rationale for its adoption; the third chapter presents and discusses cases of integration and linkages drawn from sub-Saharan African countries; the fourth chapter discusses lessons and challenges posed by the cases; and the fifth chapter presents the study's recommendations.

4. THE CHALLENGE AHEAD

20. The introduction to the 2006 EFA Global Monitoring Report notes that: *When 164 governments adopted the six Education for All (EFA) goals in 2000, they espoused a holistic vision of education spanning learning from the first years of life through adulthood. In practice however achieving good quality universal primary education (UPE) and gender parity, two of the United Nations Millennium Development Goals have dominated attention*” (Education For All, Literacy for life Summary 2006:1).

21. It is now widely acknowledged that school systems by themselves are unable to cope with current political, economic and social realities and are also unable to meet the basic needs of children, youth and adults in order to cope with such realities. Literature emerging out of the fifteen-year effort to promote Education for All highlights serious deficiencies in the achievement of the goals set at the Jomtien Conference in 1990. The problem is both quantitative (lack of access to the school system at various levels) and qualitative (poor teaching and learning environments, poor learning results and overall dissatisfaction among students, teachers, families and societies).

4.1 UPE still a challenge

4.1.1 Access and retention a problem

22. The 2006 EFA Global Monitoring Report notes that while across sub-Saharan Africa enrolment rates are rising rapidly and the gender gap is slowly closing, high fertility is exacerbating the challenge of getting all children into school. In addition the HIV and AIDS epidemic, other diseases and political conflicts are expected to leave one tenth of these children orphaned by 2010 necessitating immediate special intervention.

23. Despite the rise in enrolments, as of 2002, approximately 100 million children of primary school age were still not enrolled in primary schools, 55% of whom were girls. Seventy percent of this global total is in two regions of the world, sub-Saharan Africa being one of them. Ten of the nineteen countries that are home to more than one million out of primary school children are in sub-Saharan Africa: these include Burkina Faso, Mali and Niger. Furthermore, not all children enrolled in primary schools reach the last grade of primary school: a problem particularly acute in sub-Saharan Africa.

4.1.2 Quality an issue

24. According to the EFA 2006 Report, large numbers of untrained teachers have been recruited in sub-Saharan Africa over the years in order to cope with rising enrolments in primary schools. At the same time the pupil/teacher ratios typically exceeds 40:1 and are as high as 70:1 in countries such as Chad, Congo and Mozambique. In other countries like Burkina Faso, Mali and Niger, teacher numbers will have to grow dramatically by 20% per year if these countries are to attain the pupil/teacher ratios of 40:1. In Cameroon, the extra teachers needed in absolute numbers are estimated at 20,000. Such figures have consequences for salary budgets and for training.

25. The Report further notes that large proportions of primary school teachers in sub-Saharan Africa still lack adequate qualifications. In countries like Niger, the proportion of qualified teachers has dropped as a result of the hiring of volunteer teachers to cope with increased demand for primary education. Several other countries like Mozambique and Rwanda have lowered the number of school years required to become a teacher while others have introduced accelerated pre-service training programs.

26. Newly published data on learning outcomes however suggests that average achievement levels have decreased in recent years in sub-Saharan African countries. The 2003 Trends in International Mathematics and Science Study (TIMSS) found that most students surveyed did not reach the lowest benchmark in mathematics (EFA Global Monitoring Report 2006).

4.1.3 Literacy rates low

27. While adult literacy rates have improved in all regions, they remain low in sub-Saharan Africa. Burkina Faso, Niger and Mali are among the individual countries in Africa with the world's lowest adult literacy rates of below 20%. Despite countries such as Burundi, Democratic Republic of Congo and Nigeria making considerable progress with literacy rates between 50% and 65%, they will still find it difficult to reach the EFA literacy goal by 2015 (2006 EFA Global Monitoring Report).

28. Women continue to constitute the majority of the world's illiterate adult population and sub-Saharan Africa is one of the regions with relatively low gender parity. In seven sub-Saharan African countries with particularly low overall literacy rates, the literacy gap between the poorest and wealthiest households is more than forty percentage points and the gap is greater for women than for men.

29. The report further highlights the fact that literacy rates in sub-Saharan Africa remain lower in rural than in urban areas and that there are tremendous disparities in the countries where overall literacy rates are comparatively low. For example, in Ethiopia the literacy rate is 24% in the rural areas as compared to 83% in the urban areas (in the rural Afar region where the overall adult literacy rate was 25% in 1999, but the literacy rate in the pastoralist areas was only 8%). These disparities are also found within other pastoralist and nomadic populations across Africa. Due to complex social, cultural and political reasons, certain other populations groups in Africa also continue to find themselves excluded from mainstream society: a phenomenon often resulting in reduced access to formal education and literacy programs. These include refugees, Internally Displaced People and people with disabilities. The 2006 Global Monitoring Report estimates that over 90% of children with disabilities in Africa have never attended school.

30. Literacy is a foundation of learning and while schooling is the principal route for acquiring reading, writing and numeracy skills, an exclusive focus on formal education for children ignores certain realities. First of all too many pupils leave school without acquiring minimum literacy skills, also, one fifth of the world's adult population live without the basic learning tools to make informed decisions and to participate fully in the development of their societies. Finally, women form the vast majority of illiterates and this increases their vulnerability (EFA Global Monitoring Report 2006).

4.2 Rethinking the education and learning system

31. Clearly, many of the current education systems in sub-Saharan Africa are unable to cater for all learners. The education systems are stretched with less financial resources and reduced numbers of teachers (many of whom are either under- or unqualified), insufficient and poor-quality learning resources. It is against this background that there is now growing acknowledgement of the fact that access to meaningful basic education for all can only be assured through diversity in educational provision. The 'multiple and diverse learning needs' of children, youth and adults can only be met through multiple arrangements, the diversification of delivery systems and alternative modes of participation.

32. The challenge is how to develop a comprehensive approach to this educational reform. This requires political and social commitment, strategic vision, a holistic approach and a focus on learning. It requires accepting the need for diverse educational and learning channels, so as to ensure learning

for all learners in their diverse circumstances, while ensuring quality and equity within one strong, evolving unified and yet diversified education system.

5. A SYSTEMIC APPROACH: LINKAGES BETWEEN FORMAL AND NON-FORMAL EDUCATION

5.1 Why a systemic approach?

33. The need for a systemic approach that integrates formal and non-formal education and that establishes linkages between the two sub systems has been on the agenda of several education meetings that have taken place in sub-Saharan Africa during the past seven years or more. These meetings have called for the establishment of a more holistic system of education which acknowledges the diversity in educational provision, the 'multiple and diverse learning needs' of children, youth and adults which can only be met through multiple arrangements, the diversification of delivery systems and alternative modes of participation.

5.1.1 Changing realities

34. Several changes have occurred that have rendered unhelpful the perception of differences between formal and non-formal education (ADEA/NFE WG 2000). These include the rapid expansion of the mass media (radio, television and newspapers) and the introduction of modern Information and Communication Technologies (ICTs) which have open up numerous possibilities for self learning. At the same time the political, economic and social changes taking place worldwide in the context of globalization, continue to have profound consequences on the education field, knowledge, on teachers, students, families and communities. These changes have also contributed to an increasing demand for different forms of literacies.

35. Within the framework of Lifelong learning, formal education, non-formal education (NFE) and informal education appear interweaved in the learning itineraries of individuals, groups and societies. In addition, many of the features considered innovative and distinctive of NFE such as flexibility, school community linkages, openness and responsiveness to the needs and possibilities of the learners and to specific contents and cultures have now been embraced by current education rhetoric worldwide and introduced in school systems (Torres (2001)). So the expansion and improvement of existing education structures and mechanisms to cope with the current political, economic and social realities and needs of this century is not a solution. There is need instead to revisit the understanding of and the linkages between formal and non-formal education in light of emerging global trends.

5.1.2 Linkages between formal, informal and non-formal education revisited

36. According to the International Standard Classification of Education (ISCED) formal education comprises of regular school and university education, non-formal education (NFE) comprised of out of school, continuing education, on the job training etc. Informal education comprised of family and socially directed learning. A fourth category, experiential learning was added to embrace learning by doing, self directed learning etc (UNESCO 1999:17-18 cited in Torres 2001:2). Over the years, formal education and non-formal education have been approaching each other in a number of ways and in some cases taken on some similar characteristics. There have been calls for 'de-formalising formal education' and calls for 'formalising non-formal education' that is mainstreaming NFE making it a regular policy issues, providing its structure, continuity and stability and avoiding the traditional ad hoc and marginal status attributed to NFE both nationally and internationally (ADEA/NFEWG 2000).

37. The Pre-biennial Symposium and Exhibition on the Dynamics of Non-Formal Education, held in Johannesburg, South Africa in 1999, called for formal and non-formal education provision not to be seen as simply complementary, but as integral parts of a holistic education system that can deliver basic education and lifelong learning to all citizens. A call later repeated at the ADEA Biennial meeting of 2001 (Arusha, Tanzania). Torres (2001) suggests the need to revisit our understanding of, and the linkages between formal, non-formal and informal education.

38. Torres suggested that there are alternatives within formal education not only alternatives to it and that the alternative to poor formal education is not good non-formal education but good formal education. She further suggested that the role of non-formal education is not to complement formal education but rather formal, informal and non-formal education all complement each other throughout the life of an individual as well as in a holistic education policy. NFE is an education and learning channel that is needed and that is good for all. It is not remedial or compensatory in nature; it has value in its own right and is necessary and useful for both basic and continuing education (Torres 2001).

5.1.3 A holistic conceptualization of education

39. The existing formal education system has failed to guarantee equal opportunities for all to have access to learning. Expanding and/or improving it may not in itself help to effectively cope with the current political, economic, social realities and needs in Africa. That together with the diversity of learning needs amongst children, youth and adults suggests the need for a more holistic conceptualization of education and learning systems in society. This requires political and social commitment, strategic vision, a holistic approach and a focus on learning. It requires accepting the need to diversify education and learning channels so as to ensure learning and accommodate learners in their diverse circumstances, while ensuring quality and equity, and building one strong evolving, unified and yet diversified education system.

40. The main issues are therefore related to the nature of essential skills and competencies, the core characteristics of quality learning environments wherever these are and harmonizing state interests to maintain a national frame of equitable and relevant education system with individual and community demand for education that suits their needs and circumstances. In pedagogical terms, the system should follow an outcome-based approach whereby learning outcomes are defined in terms of basic knowledge and skills profile allowing for locally adapted teaching and learning content and strategies. The common basic profile enables core achievement to be assessed through standardized instruments leading to common certification (ADEA 2000).

41. Within such a framework it would be possible to promote a differentiated set of provisions for learning within which the conventional formal system is only one of a whole range of provisions. Hoppers (1999) suggests that this would require a support infrastructure for administrative and professional services accessible to all provisions within the system, and a funding framework that endures acceptable equity in access to state subsidies and an overall quality assurance system that enables diverse forms of provision to grow but within a frame of strict criteria for access and quality.

5.2 INTEGRATION AND LINKAGES WITHIN A HOLISTIC SYSTEM

42. The new relationships that have been established between formal and non-formal education have been expressed in terms of a 'broad systemic framework' for different delivery systems. The terminology used for expressing this idea includes '**interfacing**' which implies close interaction between two or more systems, '**integration**' which implies the combining of separate elements into a single system and '**linkages**' which are the manner in which forms of integration can take shape.

Integration according to Hoppers (1999) can be perceived as efforts made to bring formal and non-formal education together in a bid to promote inclusivity and equity. He suggests that integration could take on different meanings depending on the level at which it is promoted.

5.2.1 Forms of integration

43. Hoppers (1999) identified three forms of integration: systemic, institutional and programmatic integration. He suggests that **Systemic integration** promotes structural linkages between sub-systems for example in equivalency of learning outcomes and certification and in making arrangements for ladders and bridges such as for re-entry into formal school. **Institutional integration** involves integration of conventional and non conventional elements within the same learning organization, for example the introduction of open learning approaches into formal schools, distance education methods into non-formal schemes or arranging fast track options using multimedia provisions. **Programmatic integration** at a micro level could mean bringing elements together within a single course or program of learning such as work experience or community projects into formal education or sharing the use of laboratories between formal and non-formal classes. Examples exist in sub-Saharan Africa where these forms of integrations have been put into practices.

5.2.2 Forms of linkages

44. Linkages are the manner in which the different forms of integration within a holistic system take shape. Linkages between sub systems can take various formats; they can ensure similarities or explicate complementarities for the enhancement of learning experiences. The latter are particularly important in areas of methodologies, technologies and locations of learning. There is also a relationship between different types of linkages pursued at different levels of integration. Linkages arranged at institutional or programmatic level will strengthen the drive towards ensuring essential forms of systemic integration which in turn stimulate more collaborative work at lower levels. Furthermore, the linkages between sub systems, programs or elements of education provision can differ in terms of distance.

45. Linkages exist in the areas of curriculum structure and content, teaching and learning methodologies, educational technologies, the organization of learning, learning outcomes, skills development and life orientation, learning styles and epistemological places and use of spaces /resources for learning, management and provisioning, ownerships and control of institutions and programs and mechanisms for funding or subsidization (Hoppers 1999).

6. CASES OF INTEGRATION AND LINKAGES

6.1 Systemic integration and linkages

46. Examples of systemic integration that currently exist in sub-Saharan Africa are at the policy level where there is a growing recognition of the need for a more holistic education system within the framework of lifelong learning. Countries such as Botswana, Namibia South Africa and Cape Verde now have education policies which transcend the dichotomy between formal and non-formal education. Systemic integration also exists in the form of structural linkages that have been realized through certain forms of community schooling but also through the establishment of National Qualifications Frameworks (NQFs) and accreditation systems in some African countries. The linkages are in the form of mechanisms that enable learners to move from one system to another.

6.1.1 Community schooling

47. Community schooling in some African countries could be described as an alternative form of schooling within the formal education system and not an alternative to it. Several African governments now use community schooling as a tool for decentralizing the formal education system and accept community school graduates in the formal schools. Community schooling is characterized by the adaptability of content to specific contexts. Some combine the use of national languages, relevant curriculum, and productive work. Others strive to ensure that more children have access to better quality education. They use NFE strategies, and do not always adhere strictly to the same curricula, testing, or systems as the formal schooling.

48. In Mali, Burkina Faso and Senegal, community schools are now an important component of the national educational reform process. Community schooling emerged in these countries in response to perceived failures of the formal school system. As an alternative and/or complementary system of schooling it seeks to reach those individuals who have been traditionally excluded from the formal system. Community schooling serves both compensatory and alternative purposes, as it is used to increase access rates and provides a more relevant curriculum. Part of the appeal of community schooling for governments is that as a system it contributes to decentralizing the formal school system by encouraging local input (e.g. parent involvement) into the education system. Alternative or community-based schooling has become, for the first time, a significant slice of the overall national system in a number of countries like Mali, Senegal and Burkina Faso (Easton, Capacci & Kane 2000:2).

49. There are several examples of community schooling, especially in francophone Africa, one of which is the experimental *enseignement de base à partir des acquis de l'alphabétisation dans les langues nationales au profit d'enfants non scolarisés* (EBAALAN) in Burkina Faso. It provides examples of linkages that have been established between the formal system and this alternative education system for out-of-school youth.

50. **EBAALAN in Burkina Faso** is an experimental program in basic education using acquired knowledge in the native language for out-of-school youth. Sponsored by the non governmental organisation, Oeuvre Suisse d'Entraide Ouvrière (OSEO) and the University of Ouagadougou, the program involves adopting and modifying intensive literacy methods in the Mooré language developed in adult functional literacy programs in order to give 9-14 years old out-of-school youth a basic education. Within a year, literacy in Mooré is attained and the following year transition to

French begins, with the result that youth in this program are able to complete the equivalent of four years of primary schooling within two years.

51. The program is based on the premise that the use of Mooré as the language of instruction during the first half of the course permits the students to learn the traditional primary school curriculum, including subjects such as math, science and history in addition to French, at a highly accelerated rate. According to the program design, the material covered during the first four years of traditional primary school instruction can be learned in only two years, bringing the students up to the level of their age group. After the first two years of instruction, during which the students acquire a basic competency in French as a second language in tandem with their literate use of Mooré, all subjects are then taught in French, using the same materials as their peers in local primary schools. At the end of four years, the students are sufficiently prepared to pass the examination certifying their completion of the primary school curriculum. Agriculture and culturally relevant activities are added to the curriculum to make basic education more reflective of the life and work in the local community.

52. Alternative models of schooling of this kind have informed national decentralization strategies for education reform in the countries where they exist. This is partly because they serve as alternative models of formal schooling system and are able to take on some of the same characteristics as the formal education systems.

6.1.2 National Qualifications Frameworks and Accreditation systems

53. The development of National Qualifications Frameworks and common accreditation systems also provide other forms of linkages. South Africa and Namibia are examples of countries that have developed National Qualifications Frameworks (NQFs) and that have also established authorities to further develop and implement these NQFs. National Qualifications Frameworks (NQFs) embrace the ideal concept of lifelong learning, making it possible to change or move across and progress along different education, training and career paths. Individuals can therefore achieve national and other recognized qualifications through both formal and non-formal learning situations - as different forms and modes of learning such as full-time, open and distance learning. Work based and life experiences are recognized and credits are located and registered on the NQF.

54. In South Africa, recognition of prior learning (RPL) is one of the key principles underpinning the objectives of the NQF. In the SAQA publication *Criteria and Guidelines for Assessment of NQF registered Unit standards and Qualifications* (October 2001), RPL is described as follows: "To, through assessment, give credit to learning which has already been acquired in different ways". In the legislation, regulations, criteria and guidelines documents, RPL is put forward as one of the key strategies of the emerging education and training system to ensure equitable access to education and training and redress of past unjust educational practices. In Namibia most of the government sponsored programs aim at providing equivalency qualifications: for example the certificate earned on completion of literacy training provided through the National Literacy Program in Namibia (NLPN) is equal to lower primary (at Grade 4). From here learners can take upper primary courses in order to obtain an equivalent of primary school certificate.

55. South Africa is also in the process of perfecting an alternative system for accrediting education and training received outside the formal system. It has a two-tier system, with many variations. Literacy work is conceptualized as basic skills or generic skills training and is seen as the starting point of a program of Adult Basic Education and Training which is meant to have equivalence to the ten years of formal schooling to which learners are now entitled. Learners in these classes are encouraged to write national exams in accordance with the levels, standards and outcomes specified by the National Qualifications Framework (NQF). Learners' finishing school (Grade 12) can either get a Senior Certificate, which allows them into tertiary courses, or a Senior Certificate *with Matriculation Exemption*, which allows them into degree programs.

6.2 Institutional integration and linkages

56. Linkages in institutional integration have taken on the form of curriculum innovations, open and distance learning, adoption of effective teaching /learning methodologies and in the management, provision, ownership control and financing of institutions.

6.2.1 Linkages in the form of curriculum innovations

57. In a bid to develop curricula that is flexible, relevant and culturally sensitive, curriculum innovations in sub-Saharan Africa have been characterized by the adaptability of content to specific contexts. In some countries these curriculum innovations combine the use of national languages, relevant curriculum, and productive work. There are several interesting examples of these different curriculum innovations. The community schools in Mali for example, are described as being a mixture of those that follow the government curriculum and those that follow an independent curriculum that combines national curriculum topics with indigenous interests.

58. Save the Children /USA's community schools program in Mali began officially in 1992 with the objective of establishing one school in each village to provide a more relevant education aimed at raising literacy, numeracy and other skill levels so as to enable village self-development. The school year was planned to last seven months (generally, from November 1st until May 31st), with classes held six days a week and lasting four hours at most, each day (market day was planned as the one day off so that people could travel and shop). The program was initially conceived as a three-year endeavour providing instruction in Bambara, the local language of village children in the Kolondieba region. As time went by, the demand rose. This growth was coupled with existing participants' lobbying for an additional three years to be added to the schools to complete a full primary cycle.

59. A new curriculum was developed for the fourth, fifth and sixth grades focusing on French, history, geography and science, and new teachers were recruited to deliver instruction in French. This required seeking teachers who had gone to public schools themselves. Up to that stage, the teachers were graduates of the local literacy program. So they were themselves new literates. Teaching guides in reading, writing, math, history, geography, science, and French which conformed to the national curriculum used in public schools were also developed. The School Management Committees organized the recruitment of a second generation of teachers who were able to instruct in French, as well as the building of new classrooms for the continuing students. The increasing number of community schools, as well as the addition of French to the curriculum, helped the program gain credibility and raised hopes that students could continue to the formal secondary schools after six years.

60. The addition of grades 4-6, made the community schools equivalent in grade levels to the formal schools and the main thrust of the program changed to that of providing a school that would benefit children in two ways. Firstly, students were better able to integrate into the practical life of their villages and contribute to its development. Secondly, students gained competencies that enabled them to go on to higher levels of education if they so desired. These two goals are described as the *passerelle interne*, or internal bridges, and the *passerelle externe*, or external bridges. *Passerelle interne* or internal bridges, in other words, referred to the schools creating bridges for internal development in the community through a life skills curriculum that ensured that the students' knowledge of health is stronger, as is their knowledge of natural resource management, animal breeding, micro-enterprise management, and their capacity to make decisions affecting their civil and social lives. *Passerelle externe* meaning external bridges referred to the opportunities created through the new curriculum offered by the school to other educational opportunities. By the end of the program, the students are literate and numerate in French and capable of integrating into the public school system.

61. The South African curriculum, known as **A Secondary Education Curriculum for Adults (ASECA)**, is an example of a flexible curriculum designed for adults at junior high school and senior high school equivalence levels and is accepted nationally for adult education. ASECA offers a part qualification with all courses approved by the Joint Matriculation Board. It offers courses that are modular, additive and outcomes-based and designed for learners using an integrated approach. Its course outcomes are verified through continuous and end-of-course assessment. It offers placement tools to ensure correct placement of learners and learning activities that are both formative and diagnostic. The ASECA curriculum can be combined with courses from the formal school sector (and one technical course) in the composite certificate. This is now available to all non-school institutions. The challenge however is that while school subjects can be combined with ASECA subjects in a composite certificate that is "obtained" in the non-formal/adult sector, there is a ban on combining ASECA subjects with the same school subjects if the composite certificate is "obtained" in a formal school.

62. Other countries have made deliberate attempts to develop culturally sensitive curriculum. **Bilingual schools in Niger and Burkina Faso** are examples where the aim was to create culturally sensitive curricula. This has been partly achieved through teaching in the children's mother tongue. Chekaraou (2004) explained that: *Lessons in the bilingual schools were based on themes that reflected the immediate environment of the children. Discussing endogenous topics in the classroom contributed to maintenance of endogenous cultures. The discussion contributed to children seeing their culture as positive and increased the chances that they would pass the knowledge on to future generations. For example discussing games that children did at home as well as those played in town helped the children realize the importance of these games in the society. Likewise, the notion of goats and sheep used in math lessons to teach computation not only contributed to the children valuing their background knowledge but also to its maintenance* (Chekaraou, 2004: 342).

63. The bilingual programs integrate indigenous knowledge into the formal school curricula. In each country, educators have made a considerable effort to develop a multicultural curriculum which includes not only knowledge about national cultures and how they relate to each other, but also regional cultures. Another significant goal of these programs is to promote respect for local, national and regional diversity, as well as a culture of peace and tolerance among young people. In all these countries, the bilingual education curriculum also emphasizes the importance of gender equity (Ilboudo 2003). However, for those who wish to pursue their education, the bilingual schools use what they refer to as 'a late exit transitional bilingual program', which lasts five years. It maintains the use of national languages even when teachers switch to teaching in French in fourth and fifth grades. This helps the learners to become literate in both the local language and French.

64. Bilingual schools help young people develop a deeper understanding of their environment and cultures, as the majority of them are expected to remain in their community and contribute effectively to its socio-cultural and economic development.

65. Window of Hope in Ghana presents another interesting innovation in curriculum. In addressing HIV and AIDS in Ghana, a collaborative effort to address the potential impact of the epidemic in Ghana's education sector has resulted in an HIV and AIDS training curriculum for teachers. The two-year training curriculum, entitled Window of Hope, was developed in close collaboration with the Ghanaian Ministry of Education (MoE) and is integrated into the existing national pre-service training curriculum for teachers.

66. Window of Hope utilizes non-formal education principles to address the "fundamentals" of HIV and AIDS (including transmission, prevention, and stigma), as well as issues of professional ethics and strategies for incorporating HIV and AIDS information into classroom lessons. Ghana's 41 teacher training colleges began to use the curriculum in 2003. It is expected that Window of Hope will reach 14,000 future teachers each year. The Window of Hope initiative demonstrates that when supported with strong commitment at the school and national levels, multi-sectoral responses to HIV and AIDS can result in true systemic change. Curriculum developers have also found that in

delivering the training, teacher trainers require adequate adjustment time to become comfortable with a new non-formal pedagogical style, as well as sensitive HIV and AIDS-related content.

6.2.2 Linkages in the form of open and distance learning

67. Open distance learning in many African countries offers opportunities for linkages in professional development for both formal and non-formal systems. Examples exist in South Africa, Sudan and Botswana where open distance learning has been used in the training of teachers who work in both formal and non-formal systems. Organisations such as the Sudan Open learning Organisation and the Botswana College of Distance and Open learning provide supportive frameworks for professional development of teachers for both systems. In the case of Sudan, the program offered is a joint one.

68. The Sudan Open Learning Organization (SOLO) has been in operation since 1984, providing a number of educational programs including basic education to adult refugees in Ethiopia, Somalia and Sudan. At the basic level, it offers a literacy program, a primary health care program, income generating and small business skills for women, and a teacher assistance course aimed at training basic level teachers employed within the refugee schools. In 1998, the Sudan Open Learning Organisation (SOLO) undertook a comprehensive re-orientation of untrained teachers in the Republic of Sudan. SOLO has assisted the Sudanese government to improve the quality of education by improving the quality of teachers. Fourteen Sudanese states increased their education sector's workforce by training 50,000 teachers, many of whom had not previously taught within a formal "four walled" classroom setting.

69. The Botswana College of Distance and Open Learning (BOCODOL) currently offers distance education courses for the Junior Certificate which is the end of basic education, and which constitutes the first ten years of formal schooling. BOCODOL also offers distance education courses for the General Certificate in Secondary Education (GCSE). BOCODOL has been given a go-ahead to continue offering school equivalence programs and additional vocational and non-formal courses for both adults and youth. It uses printed materials, which are distributed in the post and regional offices at study centres for students to meet tutors. Some counselling and advice services are available and a weekly 30-minute slot on Radio Botswana is dedicated to supporting its learners.

6.2.3 Linkages in the form of adoption of effective teaching /learning methodologies

70. Linkages also take the form of sharing of effective teaching and learning methodologies. Formal schools have adopted methodologies and learning materials developed in the non-formal sector for use in their own context and vice-versa. This has been made even more viable through the different forms of linkages that have been established at curriculum level. In Benin, for example, a technique for functional reading was perfected by the Conseil des Activités Éducatives du Bénin (CAEB) and has been adopted in traditional schools. In Burkina Faso, the Œuvre Suisse d'Entraide Ouvrière (OSEO) carried out trials of the ALFAA method (learning the French language from the springboard of literacy skills) and this method has now been made an option in the formal school system. This has allowed some children to reach the same level of knowledge acquisition as their peers while reducing length of schooling by two years.

71. The ALFAA method (learning the French language from the springboard of literacy skills) was initially developed as a result of a request from the community organization Manegdbzanga to OSEO (Oeuvre Suisse d'Entraide Ouvrière) to finance the development and expansion of adult literacy efforts in the area. Traditional methods of French language education involve instruction in oral and written French, either separately or simultaneously, to individuals who had no fundamental understanding of the concepts of orthography, syntax and grammar in their own language. The

teaching of language in such a 'vacuum' decreased the retention rate, and minimized the usefulness of the language as an effective tool for communication and learning. By contrast, the ALFAA method uses the native language as the principal medium of instruction, whereas French is taught using methods of foreign or second language instruction; the materials and techniques utilized take into account, and explicitly discuss, the differences in the orthographic structure and grammar of French and Mooré. In the second phase of training, French is employed as the medium of instruction in such subjects as arithmetic, geography, and practical knowledge. The materials and techniques utilized take into account, and explicitly discuss, the differences in the orthographic structure and grammar of French and Mooré. In the second phase of training, French is employed as the medium of instruction in such subjects as arithmetic, geography, and practical knowledge.

72. The success of the bilingual schools “Ecoles Bilingues” and the EBAALAN project in Burkina Faso have been attributed to this teaching method which is used to help children, youth and adults develop not only academic and functional literacy but also to help them make connections between “the act of studying and the act of producing”; the method also promotes positive cultural values. Bilingual schools seek parents’ active participation in their children’s education by using a common language and connecting whenever possible school activities to socio-economic and cultural activities run in the village (Ouédraogo and Nikiema (1998). Through the use of languages familiar to both teachers and children teachers are able to appeal easily to pupils’ prior knowledge and to guide them toward self-learning, cooperative learning, hands-on activities and especially the acquisition of new knowledge (Alidou and Jung 2000).

6.2.4 Linkages in the form of Management, provision, ownership and financing of institutions

73. Several African governments have established Departments and Directorates of non-formal education within Ministries of Education as is the case in Botswana and Namibia. These forms of arrangements encourage close collaboration between the two systems. For example in Kenya, an NFE Desk was established in the Ministry of Education, Science and Technology which was later upgraded to a Unit with the appointment of a Deputy Director.

74. Under the 1999-2003 UNICEF-Kenya Government Program of Cooperation, action on a policy for non-formal education was initiated and is now completed. A non-formal education curriculum, and curriculum support materials were developed and the training of NFE teachers’ program was initiated. The Ministry of Education, Science and Technology also initiated action to assign Teachers’ Service Commission (TSC) teachers to non-formal schools, some of which were recognized as examination centres for the Kenya Certificate of Primary Education (KCPE) Examination. A *Handbook for Inspection of Educational Institutions* published by the government included the inspection of non-formal and alternative approaches to basic education institutions by officials of the inspectorate division of the Ministry of Education. Budgetary provisions to NFE were also considered (Thompson 2001).

75. While community schools in Africa have developed in different shapes and forms, they specifically differ from government schools in that they are mainly established and funded by contributions from different stakeholders and are managed by local communities (Hyde 2003). In Uganda, because the community schools are alternatives within formal education they are housed under the Directorate of Non-formal Education in the Ministry of Education and are run in collaboration with the Ministry of Education and Sports. Adult Basic Education on the other hand is housed under the Ministry of Local Government, Gender and Social Development. The fragmentation and separation of adult literacy from mainstream education including children and youth training and education, makes the conceptualization and implementation of a holistic system of education in Uganda quite a challenge.

76. The community schools under the Ministry of Education in Uganda are a joint initiative between the government and UNICEF. In this arrangement, the government provides classrooms and pays the salaries of teachers, while UNICEF trained the facilitators. Schooling is free of charge, and children are not required to wear uniforms. In Zambia, the government has worked very closely with the community to accredit the community schools. In Mali, community schools supported by Save the Children /USA involve community representatives and parents to some extent in the design, management, and financial support of the school. The local management of the community schools differentiates them from the traditional schools.

77. Save the Children /USA relies on local NGOs to carry out its program and to reach the large number of rural villages involved in the project. School Management Committees (SMCs) have also been established to oversee school activities and administration. They are charged with managing the community school's day-to-day affairs and planning for the future. To promote a sustainable structure, its members are appointed by the village without SC/USA's involvement. SC/USA provided training for the SMC members on their roles and responsibilities which included: targeting the goals of education and their importance for the community; understanding the importance of the role of the SMC and its overall function; administrative management skills; finding resources for the school and teacher salaries; explaining the role of partnerships; understanding the individual functions and responsibilities of its members; and gaining technical knowledge on how to contribute to the promotion of the school.

78. SMC members are also responsible for discussing the importance of education in their village; for providing technical, financial, human and material support to the school; mobilizing internal resources (natural and financial) to create and maintain the school; raising money; recruiting students and teachers; surveying school activities (school attendance, teacher's work, etc.); building and maintaining the school; buying and maintaining school furniture; buying and renewing teaching material; and contributing to the financing of teacher training. Other activities some SMCs carried out included finding financial support for teachers to attend trainings, getting a property title for the community school from the district chief, meeting with district education directors, and/or assisting in obtaining birth certificates for those children who did not have them so that they can enrol in the community school.

79. The EBAALAN program in Bukina Faso is a joint project of the National Institute of Literacy, OSEO, and Manegdbzânga Association (MA), as well as researchers from the University of Ouagadougou and the National Institute of Literacy (NIL). NIL were responsible for the design an ALFAA methodology and for training teachers in its use. The Manegdbzânga Association (MA) comprises 30 village associations, of which 15 are solely women's associations. The basic objective of MA is local development using literacy in local languages. With funding from OSEO, MA has created literacy centres that have been operational since 1996 in 23 villages. Each centre is self-managed with three permanent full-time staff including a director and two supervisors. OSEO provides 60% of the budget and MA provides the other 40%. The government contributes to their efforts also by paying the director and donating material such as chalk.

6.3 Programmatic Integration and linkages

80. Linkages in programmatic integration have taken on the form of programs that combine the development of production skills with literacy education for youths and adults and also the form of programs that combine the use of educational technologies with face to face sessions in a bid to enhance the quality of learning in basic education and evaluation of learning outcomes. They also include programs and projects linking ECD, Adult Basic Education and Family literacy.

6.3.1 Linkages through combined literacy and skills development initiatives

81. There are programs and projects in sub-Saharan Africa that have been designed specifically to promote skills development for greater employability while providing literacy education to youth and adults. The Basic Education for Urban Poverty Areas (BEUPA) in Uganda is an example. It is an on-going pilot project of a non-formal three-year basic education course addressing the needs of urban out-of school children and adolescents between the ages of 9 to 18 years. The project activities have included, developing and piloting a non-formal, three-year course, with adapted versions of the main subjects taught in primary schools, prevocational skills training, capacity building for implementers and promoting and strengthening community participation. A syllabus and short modules have been developed in different trades together with artisans from the communities. Instructors and local artisans teach basic skills in various trades to prepare the learners to earn a living. They also try to organize apprenticeships or other training sessions for those who want to gain experience.

82. Another example is the EBAALAN program in Burkina Faso which follows the curriculum, textbooks, holidays, and the school calendar of the formal school system. The textbooks are translated by hired University linguists into Mooré. During, the first two years of the EBAALAN program (the equivalent of CE1 and CE2 in the formal school system), teaching is done in the areas of history, geography, math, science, civic education, moral education, and Mooré grammar. Students are given accelerated literacy using the ALFAA method during the first 48 days of their enrolment. In addition, a deliberate effort has been made to develop a curriculum that is relevant to life in the community. One of EBAALAN's objectives is to educate citizens to be healthy, productive, patriotic, and fraternal; as well as to protect the family as a basic unit of the social fabric of society; and to instil a strong belief in social justice as a foundation for peace.

83. EBAALAN includes elements of production and culture in their curriculum to establish a connection between school and environment for children. However, it is up to the parents to decide how students get involved in production (agriculture, husbandry, weaving, gardening for market sales, etc.) The sponsoring NGO, OSEO, gave one sheep to each student and parents contributed one rooster and two hens. The parental participation in the program is mainly in the area of production. This also helps to raise funds for the EBAALAN centres. It integrates producing with fundraising as a strategy for lifelong security. The students are gaining skills and constitute capital for themselves. The EBAALAN model reduces the primary school cycle from 6 years to 4 years. There is genuine parental and community participation in the education of their children through productive work, culture, and moral and civic education; linkages between education and production; an introduction of cultural and productive components to the curriculum; bilingual schooling beginning with the mother tongue; making mother tongue literacy the foundation of education; ensuring the participation of both mothers and fathers at school meetings; and ensuring the equal enrolment of girls to boys in the program

6.3.2 Linkages through combined use of classroom approaches and educational technologies

84. Cases exist where educational technology, have been used to supplement literacy program for both adults and children in order to improve the quality of learning. In Nigeria, there are two examples of such initiatives the University Village Association Rural Literacy Program and The Literacy Enhancement Assistance Program.

85. The University Village Association Rural Literacy Program supported by the British Council, in Nigeria used audio taped learning materials to augment literacy programs delivered to adult learners over a period of 18 months. There were three face-to-face sessions each week lasting two hours each. These were augmented by pre-recorded audio taped lessons which were distributed to the learners and

allowed for additional learning to take place at a pace, time, and location convenient to the learners. Information on current best practices on how functional literacy (e.g., targeting farmers, governance, women, and health issues) was what was recorded on the tapes and this helped to positively transform the lives of the learners living in Nigeria's rural areas. Face-to-face literacy lessons were used to provide interaction with facilitators, develop literacy and numeracy skills. An evaluation of this program concluded that the use of audio taped cassettes proved to be an important auxiliary learning tool and greatly enhanced the quality of teaching and learning processes.

86. The Literacy Enhancement Assistance Program also in Nigeria is a collaborative project funded by USAID and the Nigerian Federal Ministry of Education. It focuses on the states of Kano, Nasarawa, and Lagos and seeks to improve the reading and writing abilities of Nigerian children, as well as their mastery of basic arithmetic by the end of their primary schooling years. Employing a combination of interactive radio instruction and teacher training, literacy and basic arithmetic skills are being taught in the community classrooms. Since this program's inception, primary students living in the three states targeted by the program, have shown a dramatic improvement in reading and arithmetic skills. The FM radio programs particularly improved students' oral, written English skills and arithmetic skills.

87. Other examples include the INADES-Formation program, which focuses on Africa countries such as Kenya, Tanzania, Uganda, Rwanda, Burkina Faso, Chad, and Cote d'Ivoire. It is involved in the development of reading materials in agriculture, health, and community civic education for adult learners. These are combined with the use of facilitators who lead discussions and disseminate information via radio. Government development policies in Kenya, Tanzania, and Mali have been broadcasted to the grassroots through radio, thus producing a citizenry that is more informed about government programs available to them (Siaciwena, 2000). Where the INADES-Formation Project of Jesuits Organization has taken root, many subsistence farmers, village women, community leaders, and adults have gained valuable education, expertise, and knowledge, which they have subsequently applied towards the transformation of their local communities.

6.3.4 Linkages in evaluation of learning outcomes

88. Linkages also exist in the form of evaluation of learning outcomes. Supporters of a more holistic view of education emphasize the need to move away from traditional evaluations of school effectiveness, which mainly looks at achievement tests and results, to assessment methods which are more holistic. Such assessments include other significant aspects such as cultural and socio-economic achievements and the pupils' ability to demonstrate mastery of knowledge acquired in schools by application. These aspects must be considered and retained if critical and transformative educational reform is to take place in Africa. While being successful in the end of elementary school examination is certainly acknowledged in these schools, this is clearly not the only factor which defines educational success within this bi/multilingual education system. The concept of educational success is broadened to include attaining grade level functional literacy and a knowledge base that children and young adolescents can use to actively participate in all socio-cultural and economic activities.

89. The Minister of Basic Education, in Burkina Faso stated that: *“Ecoles Bilingues” have several goals. Four of these goals are specifically related to the promotion of culturally relevant education in schools and communities: Gender equality both as concerns access to school and course content and putting into practice the trades learnt in school- Link between education and production: Pupils' carry out manual activities such as farming, cattle rearing, handicraft, carpentry, related to the local economy. These activities are part of the courses taught and also constitute practical fields for the lessons learnt- Revaluating of culture: Introduction into schools of such positive African cultural values as solidarity, honesty, tolerance, hard work, respect for the elderly, respect for life, as well as fairy tales and proverbs, songs and dances, indigenous music and traditional musical instruments - Participation of parents: Fathers and mothers take part in the drawing up of the school syllabus and*

in the definition of certain aspects of education in school such as production and culture (Ouédraogo (2002:14).

90. Pupils were reported to benefit from “Ecoles Bilingues” in Burkina Faso in a number of ways. The economic projects such as cattle breeding served to help students learn multiple subjects and integrate the indigenous knowledge system in formal basic education. In addition, pupils were able to make some financial gains. his activity helped teachers teach subject matters such as social studies, biology (breeding) and mathematics in meaningful contexts. By buying, raising and selling goats, sheep and chickens, children learn how breeding is done in their own culture and in modern context. They learn new methods of modernizing some of the socio-economic activities found in their own community. Schooling, therefore, becomes more relevant not only for children as they learn by doing, but also for the parents who benefit from their children’s contribution to all socio-economic and cultural activities (Ilboudo (2003).

91. In Niger, Bergman and his colleagues reported that parents were particularly in favour of bilingual schools for similar reasons: *these parents, especially fathers, find that teaching in African languages is better than the traditional system because children learn easily. They do not want experimental schools to cross over to the traditional system. The big majority of them want to keep the experimental schools for three major reasons: the development of its own culture, better comprehension of lessons and better learning of how to read and write in the two languages* (Bergman et al. 2002: 96).

6.3.5 Linkages between ECD, Adult Basic Education and Family Literacy

92. There are cases of projects and programs currently experimenting with combining ECD, Adult Basic Education and Family Literacy. Two examples are discussed in this study: the Family Literacy Project (FLG) in Kwazulu South Africa and The Family Adult Basic Education project (FABE) in Uganda. The Family Literacy Project (FLG), in Kwazulu South Africa was established following the realisation that despite training of community based pre-school teachers, there was little or no improvement in the literacy scores of the young children in their care. Thus, a different approach of strengthening parental skills as a way of ensuring that young children had a good start to their literacy development was adopted with the main focus being on the parents and reaching the children through them (Snoeks 2004:35).

93. The project encourages young children and their parents/caretakers to see learning to read as a shared pleasure and a valuable skill. The underlying belief is that it is easier to learn something when actively involved and having fun. Thus, the enjoyable aspects of reading and writing are emphasised. Based in a rural area, plagued by deprivation of social services and other amenities, FLP has so far managed to engage group members in different ways that use their newly developed or improved literacy skills. These include development of books, establishment of a small library for every group as well as weekly book club meetings where members discuss the book they borrowed, communication with pen-friends, maintenance of community notice boards, publication of newsletters and parent and children journalist known as “Umzali Neugane” (Snoeks 2004:38-40).

94. The Family Adult Basic Education (FABE) was designed to address the challenges raised by the UPE program and the National Functional Adult Literacy Program (FAL) in its attempt to break the cycle of poor school performance resulting in low adult literacy. It was designed to provide, to respond and to nurture the motivation of individual parents to support their children’s learning through ongoing help from parents as well as teachers. FABE also tries to stimulate community involvement in schools by equipping parents with parenting, literacy and numerical skills and sensitizing parents and school PTAs on their roles and responsibilities in children’s education. Although the initial approach was for parents to learn and use literacy materials with their children, a Rural Rapid Appraisal undertaken pointed towards broader adult basic education needs, rather than narrowing it to only school content. The review revealed that there was a need to increase parental

awareness of the value of education and their roles towards children's education. This would include material and financial support as well as support to reinforce their children's learning- such as checking schoolbooks, visiting school teachers and helping children with homework. The evaluation also pointed out a need to create favourable educational practices that encourage a link between school learning and community indigenous knowledge and practices (Prichard 2005).

95. A review of The Family Adult Basic Education (FABE) revealed that the benefits that children gain in FABE are linked to the benefits that parents receive from participating in FABE classes. There is evidence that parents' increased interest and understanding of children's learning has an impact on children's achievements both in class and at home. This was observed through the joint parent-child sessions, which showed increased self-confidence in parents, increased communication between parents and children, as well as better relations between schools and parents (Prichard 2005).

7. FRUITFUL INTERACTIONS: LESSONS AND CHALLENGES

This chapter draws on the lessons and challenges drawn from the cases that are discussed in this study.

7.1 Lessons

96. There is a growing recognition in some African countries of the need for a more holistic education system within the framework of lifelong learning. As previously discussed countries such as Botswana, Namibia, South Africa and Cape Verde now have education policies which transcend the dichotomy between formal and non-formal education. The existence of such policies has facilitated the establishment of National Qualifications Frameworks (NQFs) and accreditation systems and the recognition of prior learning. Curricula and the divergent paths than can lead to similar goals in learning achievements have been identified. Considerable progress has been made especially in South Africa. Staff working in non-formal adult basic education are recognised and paid a salary and their needs for professional development are addressed by the state together with those in the formal system.

97. There are lessons here for countries whose education policies do not recognise lifelong learning as an overarching framework. Given the current diversity of provisions and different ways of studying, there is need for the establishment of some kind of linkages so learners can move between the different provisions, and there should be a framework within which they would be located. It is also necessary to look at the concept of recognition, which is closely linked to certification. Processes of certification and recognition need to be developed to help locate non-formal education within a well-structured qualification framework as South Africa and Namibia have done.

98. In sub-Saharan Africa, alternative forms of schooling have developed within formal education. Community and Bilingual schools have increasingly been recognised by governments especially in francophone West Africa as alternative systems to the formal school system. Several African governments now use this system of schooling as a tool for decentralizing the formal education system and accept their graduates in the formal schools. Community schools not only form a significant portion of the overall national system in countries like Mali, Senegal and Burkina Faso, they also inform national decentralization strategies for education reform in the countries where they exist. There are lessons here for community schooling in East and Central Africa where they are not as well developed, like in the case of Uganda where they mainly run remedial or compensatory programs meant as bridging programs to the formal education system. .

99. In terms of teaching/learning methodologies community schooling programs use functional bilingualism, flexible schedules, staff, and infrastructure in addition to relevant and culturally sensitive curricula. This has offered increased learning opportunities for children, youth and adults. Evaluations of these alternative forms of schooling have shown that they yield more positive learning outcomes. Learners from community schools in Mali are described as being better able to integrate into the practical life of their villages and contribute to its development while at the same time gaining competencies that enable them to go on to higher levels of education if they so desire.

100. An evaluation of the EBAALAN program in Burkina Faso showed that learners in EBAALAN schools had higher mean scores in all subjects in which they were tested than their counterparts in the formal system. There was also a significant difference in the mean score of EBAALAN students versus the formal school students in all subjects. While it was difficult to explain why EBAALAN students were doing better than their counterparts, two hypotheses for these results were suggested by the evaluation: one is that the use of mother tongue instruction has facilitated more effective learning and student achievement and the other was that the innovative and experimental nature of the school

made it easier for students to learn. Community schools have also gone a long way in addressing the gender gap in formal schooling. By bringing the schools closer to home, more girls have been able to access schooling. There is also evidence in the EBAALAN program in Burkina Faso that girls in the EBAALAN schools had higher mean scores than boys and girls in the formal school system. These results are similar to those obtained in the evaluation of non-formal schools in Mali.

101. Another important feature of community schools is that in addition to offering a more relevant, flexible and culturally sensitive curricula, some of these schools offer complete primary schooling for out-of-school youth in a shorter time. The EBAALAN program offers the complete primary school cycle in four years and gets better results from its students based on using the ALFAA methodology for mother tongue instruction. This suggests that there are some useful lessons for the formal school to draw from the EBAALAN experience. Internal evaluations of the “Ecoles Bilingues” project also indicate that like in the EBAALAN program, after five years of instruction, pupils from this project are ready to take the end of primary school examination. The results of the 2003 and 2004 achievement tests showed that “Ecoles Bilingues” pupils performed better than pupils attending monolingual schools where the language of instruction is French (Ouédraogo 2002).

102. Comparative studies related to monolingual traditional schools which use official languages such as English, French, Spanish and Portuguese as first languages and bilingual schools which use the languages the pupils speak as well as the official languages show that in general bilingual students tend to perform academically better than their counterparts from traditional schools (Alidou, 1997; Ouédraogo, 2002; Bergman et al. 2002; Mekonnen, 2005). Burkina Faso Ministry of Basic Education also conducted a comparative study of the “Ecoles Bilingues” and its regular schools and found that the “Ecoles Bilingues” are significantly more effective than monolingual schools which use French for six years as language of instruction. The first cohort of “Ecoles Bilingues” pupils took the end of primary school examination test in 1998. After only 5 years of instruction in local languages and French, these pupils performed better than their counterparts who had six to seven years of instruction in French. In 2002, 85.02% of “Ecoles bilingues” pupils successfully passed the end of primary school examination (Ilboudo 2003). The national average is 61.81% with six to seven years of instruction in French.

103. In several countries in sub-Saharan Africa open and distance learning has been used to widen access to basic education and to maintain and improve quality in the conventional education system, particularly through in-service training of teachers. It also offers opportunities for linkages in professional development for both formal and non-formal systems. Examples exist in Nigeria, South Africa, Sudan and Botswana where open distance learning has been used in the training of teachers who work in both formal and non-formal systems. The Sudan Open Learning Organization (SOLO) trains polyvalent teachers who function in both formal and non-formal educational programs. The Certificate in Education that it issues after the completion of this training is approved by Sudan’s Ministry of Labour and Ministry of Education. As a result this has enhanced the image of teachers. The teachers training curriculum is broad in that it prepares the teachers to work both with children and adults. So when they graduate in addition to their role in Sudan’s school system, teachers are also paid to engage in programs designed to respond to the educational needs of refugees and adult learners in vocational and life skills acquisition. These initiatives have contributed immensely to the education, social, and economic development of the Sudanese people – particularly those living in the war free states (UNESCO, 2001). Educational technologies such as radios and audio taped learning materials have been used successfully to enhance literacy acquisition in both formal and non-formal systems and among both adults and children.

104. Evaluations of the outcomes of the community schools in Mali run by Save the Children/USA are very promising. With the addition of grades 4-6 to the original three years, community schools become equivalent in grade levels to the formal schools and the main thrust of the program changed to that of providing a school that would benefit children in two ways. The first was that students were better able to integrate into the practical life of their villages and contribute to its development. Secondly, students gained competencies that enabled them to go on to higher levels of education if

they so desired. By the end of the program, the students are literate and numerate in French and capable of integrating into the public school system. An evaluation of this initiative reveals that there have been changes in the community's attitude towards education. Communities now see benefits for their own development which include the immediate use of school learning. Because the curriculum is adapted to community life, students quickly apply what is learned in school at home, such as teaching health lessons to siblings and helping parents by reading papers, letters, etc. to them.

105. The use of local languages in literacy instruction and in other basic education programs facilitates the implementation of learner-centred pedagogy in classrooms and in the case of schools, parental involvement. Bilingual teachers who have utilized active learning pedagogy develop community-based projects that encourage hands-on activities and parental involvement. In light of this report, one can argue that effective teaching in the local language can help convince disfranchised parents and students about the value of school (Ilboudo (2003) and Ouédraogo (2002)). This is an important lesson for many government primary schools across Africa.

106. The bilingual schools in Francophone West Africa demonstrate that the use of local languages is more effective in literacy instruction than the use of a foreign language. The effects of using local languages as languages of instruction have been studied by Bergman and others in experimental schools in Niger where they noted that: *Teachers of experimental schools...create an atmosphere of trust between the pupils and themselves [...]. Pupils in experimental schools, who are not intimidated by their teachers, are more alert, take responsibility, participate more actively in classes and contribute to helping the weaker ones* (Bergman et al 2002:66).

107. Most studies show that the use of local languages has also facilitated the integration of African cultures into school curricula, making bilingual or multilingual education more responsive to the needs of African children and adults. Children who attend schools which use their mother tongues or a familiar language, develop pride in their cultures and languages. In Burkina Faso, Mali and Niger, one of the main goals of the experimental bilingual schools is to help young people develop a deeper understanding of their environment and cultures, as the majority of them are expected to remain in their community and contribute effectively to its socio-cultural and economic development.

108. Various forms of partnerships currently exist in the provision of basic education. As previously noted, part of the appeal of community schools for governments is that they contribute to decentralizing the formal school system by encouraging local input (e.g. parent involvement) into the education system. These forms of partnerships benefit both the government and the communities involved. Evaluations and yearly data collection activities based on community schools in Mali reveal that benefits from this cooperation include among others, the community's autonomy in managing its own school. Community members gain confidence and become involved in their children's education. Secondly, the validation of community competence: through the use of local teachers and community members in the classroom (such as artisans, chiefs, etc.), communities contribute to their children's education. The community schools work collectively and cooperatively to support the school, and are open to more innovative ideas for community development, such as creating village pharmacies. We also assist at the democratization of education: formerly marginalized children now have an opportunity to go to school and are experiencing their right to education (Keita 1999).

109. Furthermore communities have learned how to organize and unite around the community schools which provide practical experience and a unique opportunity for mobilizing to meet village needs. The leaders of the SMCs present new ideas to villagers to debate concerns about the development of education. Once the school is built, there is room to incorporate new tasks into the community that reinforce its capacity. For instance, SMC members receive training in literacy, democracy, and management. This has resulted in diminished fears among villagers towards authorities. Communities have more contacts locally and nationally, and gain knowledge of their rights. There has been a change in the communities' attitudes towards education. Parents in the village are paying money to send their children to school and for teachers' salaries, whereas before communities resisted sending children to the formal school that were free. The community schools generated a renewed energy

toward education, and people cooperated to make this alternative education model work. Women have learned that they can play an important role in the education of their children's education. The SMCs encourage women to become members. Women generally managed girls' activities in Mali, it is therefore considered important for them to be part of a decision-making mechanism to help manage school activities. As women gained more confidence in their role as leaders, they found opportunities to practice these new skills as members of the SMCs. People speak regularly of the importance of girls' education and how they will have a better future after years in school, learning how to read, write and calculate, and how to stay healthy or be better mothers.

7.2 Challenges

110. There are attempts in several African countries to establish NQFs. The challenge this raises is whether it is viable, especially where these efforts are coming ahead the establishment of a more holistic education policy. Another challenge this raises is that in countries where formal and non-formal education fall under different government ministries what implications do these two scenarios pose for the establishment of a framework of assessment and qualifications, the basis of the various curricula and the divergent paths that can lead to similar goals in learning achievement? Other issues that will arise will include the identification of critical competencies required by different groups of learners and the need to establish whether these competencies can be achieved irrespective of the path to learning that is taken. The issue of who defines these competencies, through what means/authority and the salient yet profound differences between equality of opportunity and equity of outcomes are all important considerations in the development of an overarching framework of this kind. It is also necessary to look at the concept of recognition, which is closely linked to certification. Processes of certification and recognition will need to be developed to help locate non-formal education within a well-structured qualifications framework.

111. Since the introduction of the NQF in South Africa very few learners indeed have been able to exploit the linkages between the two sub systems to the full. There are some ongoing debates regarding the degree to which the NQF, and indeed the Guidelines for Adult Basic Education and Training (ABET) for example encourage an over-formalization of adult education. Some feel that standardizing ABET, particularly at literacy and post-literacy levels, has restricted its development. Another critical issue is that there is also evidence both in South Africa and elsewhere that unschooled workers develop complex task related skills over time that allow them to operate efficiently, including in such literacy linked activities as making judgments in relation to volume, quantity and cost and in interpreting diagrams that include literacy. This suggests that a focus on the conventional transmission of standard literacy in adult classrooms is bound to lag behind the complexity of social forms of communication as they develop within communities undergoing dramatic change. The message of such a perspective is that alternatives to centrally designed programming will help to encourage diversity of meanings which adults create from texts and situations in a post –literacy environment (Prinsloo and Breier (1996) in Wagner2000: 30).

112. Community schools are often treated and viewed differently at the national level depending upon the country and the national education authorities' opinions of them. As Miller- Grandvaux and Yoder (2002) point out, in some countries such as Chad, which has *écoles spontanées* (spontaneous schools), the government does not encourage their development because they do not think that they are of high quality, even though they are strongly supported by certain villages. Miller-Grandvaux and Yoder (2002) suggest that the success of a community school in Africa, depends on several factors these include: recognition of community schools legally and integrating them into the national education system; governments paying for teacher salaries, teacher training, improving teachers' working conditions, and professionalizing community school teachers; ensuring that local and central government agencies monitor and support community school teachers; governments providing textbooks and teaching materials; governments paying a portion of construction costs; local

government becoming responsible for community schools; upholding community management of schools; identifying and supporting local community leaders; supporting capacity building for parent committees and committee federations; encouraging continued NGO involvement in education; developing close relationships with public schools; paying school fees as a collectivity rather than having parents pay for each student; continuing to offer alternative education, including practical subjects in the curriculum; and forming regional networks of exchange.

113. Much of what is mentioned by Miller-Grandvaux and Yoder creates an expectation of a greater role to be played by the government in the evolution of the community school, this may interrupt the process that community schools set out to establish – building the capacity within the community to design, implement and monitor their own school system in the spirit of reconnecting the formal learning environment to practical rural development efforts. Miller-Grandvaux and Yoder (2002) essentially say that the more the community school complements the government school model, the more likely it is that it will be sustained. However, the more the community school follows the national education system, the less it is able to address the concerns of the village, especially when its ideas for school improvement do not fall under the umbrella of the national education system.

114. While open and distance learning offers tremendous opportunities, the cost of investing in infrastructural development maybe out of the reach of many poor African countries. Considerable investment is also required in the training of those who use the system and those who operate it. Government ministries need to recognise the potential of ODL in enhancing access and quality of education together with its potential to enhance the quality of the teaching learning process.

115. Implementation of successful curriculum innovations will require the reorientation of many teachers in Africa. It also requires changes in the teacher training curricula to ensure the integration of new teaching learning methodologies. There is need to devise new and innovative ways of involving parents and other community members in the school. The example of the bilingual and community schools in relation to the use of local languages is an exciting one especially in regard to the learning outcomes that they are able to accomplish. The challenge would be how to bring them to scale at national level. Both the human and financial resources required would no doubt be considerable, especially at the beginning of the process of scaling up.

116. There is ample evidence to show that the use of local languages in literacy instruction is the way ahead. Unfortunately, even where there are policies to support this approach, there have been problems of implementation. Countries where there are very many local languages pose a challenge. Most of the time these are not even written languages, so the development of reading materials would have to start from scratch. Another challenge is that teachers in some countries would have to be reoriented to the use of mother tongue in teaching literacy.

8. RECOMMENDATIONS

117. This study concludes that several cases exist of fruitful forms of integration and linkages between formal and non-formal education. Most of them however are at programmatic and institutional levels and are not yet fully integrated at the systems level. While many of the cases from Francophone West Africa reflect a bottom up approach to the establishment of a holistic system with pressure coming mainly from the communities, Anglophone countries have taken a more top down approach starting with the development of policies and frameworks. A lot is to learnt from both approaches which should be viable as long as the ultimate goal is the formation of a holistic education system.

118. Only a holistic and genuinely expanded vision of education and learning can cope with the major challenges currently facing sub-Saharan African countries to make Basic Education and Lifelong learning for all children, youth and adults a reality.

119. The study recommends therefore that:

5. More governments in Africa need to put in place policies and mechanisms that promote a more holistic system of education,
6. Within this overarching framework, differentiated sets of provisions should be promoted for learning within which the conventional school is only one of the forms but is by no means the only one,
7. There is need to develop a supportive infrastructure that offers administrative and professional services and that is accessible to all educational and training provisions within the system,
8. There is also a need for a funding framework that ensures acceptable equity in access to state subsidies, as well as an overall quality assurance system that enables diverse forms of provision to develop within a frame of strict criteria for access and quality.

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