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Capacity Building : Improving
Program Cost-Efficiency**

**The Financing of Literacy and Non-Formal Education
by the FONAENF in Burkina Faso
- A Case Study -**

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ABBREVIATIONS

| | |
|----------------|--|
| A3F | Acquiring Fundamental and Functional French |
| ABT | Additional Basic Training |
| ADEA | Association for the Development of Education in Africa |
| APRM | Accelerated Participatory Research Method |
| APESS | Association for the Promotion of Animal Husbandry in the Savannah and the Sahara |
| BG | Board of Governors |
| CEB | Basic Education District |
| CEBNF | Basic Education Center |
| CNF | National Financing Committee |
| CPAF | Permanent D4 Literacy and Training Center |
| CPBF | Faso Peasants Confederation |
| CPF | Provincial Financing Committee |
| CRF | Regional Financing Committee |
| DG/CRIF | General Directorate of Centers for Research and Innovation in Education and Training |
| DGLNFE | General Directorate for Literacy and Non-Formal Education |
| DPEBA | Provincial Department for Literacy and Basic Education |
| DREBA | Regional Department for Literacy and Basic Education |
| EFA | Education For All |
| EFA/AP | Education For All / Accelerated Procedure |
| FDC | Foundation for Community Development |
| FENOP | National Federation of Peasant Organizations |
| FONAENF | National Fund for Literacy and Non-Formal Education |
| FUGN | Federation of Naam Groups |
| GA | General Assembly |
| HIPC | Heavily Indebted Poor Countries |
| IGO | Inter-Governmental Organization |
| IL | Initial Literacy |
| LNFE | Literacy and Non-Formal Education |
| MEBA | Ministry of Basic Education and Literacy |
| NGO | Non-Governmental Organization |
| OSEO | Organisation Suisse d'Entre aide Ouvrière |
| PDDEB | Ten-Year Program for the Development of Basic Education |
| SA | Company organized as a Société Anonyme |
| SARL | Company organized as a Société Anonyme à Responsabilité Limitée (limited liability) |
| SCR | Cooperative Capacity-Building Structure |
| STT | Specific Technical Training |
| TFP | Technical and Financial Partners |
| UNDP | United Nations Development Programme |
| WB | World Bank |

1. ABSTRACT

1. The challenges facing Burkina Faso are still, in the main, poverty reduction and the elimination of illiteracy. The 2003 Global Report on Human Development from the United Nations Development Program (UNDP) ranked Burkina Faso 173rd out of 175 countries. Despite the country's macro-economic performance, the social deficit is real and is expressed in the field of education by a high level of illiteracy. This is one of the many problems that are blocking the country's development and holding about half the population in absolute poverty. The challenge for the country's development is thus focused on access to information and on quality training for adults, particularly women.
2. Given the enormous difficulties facing the Burkina education system, non-formal education is an essential alternative. Education policy now acknowledges that adult education has a positive influence on the enrolment of children. For a long time the government devoted less than 1% of the budget allocated to national education on adult education. Now non-formal education is considered to be a priority. The government of Burkina Faso has also taken a number of institutional and strategic measures to ensure basic education and quality literacy programs.
3. Burkina Faso has conducted an inventory of its formal and non-formal education system that has enabled it to implement a 10-year basic education development program (PDDEB), adopted in 1999. The key goals of this 10-year program are to increase the gross enrolment rate to 70% and to raise the literacy rate among people aged 15 and over to 40% by 2015, all instructional languages combined.
4. At the institutional level, the integration of literacy and non-formal education (LNFE) into the national education system has led to the creation of an education office devoted to literacy and LNFE alongside the other general directorates in the Ministry of basic education and literacy (MEBA).
5. Literacy campaigns have led to the recognition of literacy as a powerful means for social mobilization and development. Nevertheless, financing is still holding back the expansion of literacy and non-formal education (LNFE). This is the context that led to the creation of the National Fund for Literacy and Non-Formal Education (FONAEF) in 2002.
6. During the 1999 National Forum, the "faire-faire" ["getting it done"] strategy was adopted, enabling the state and its LNFE partners to distribute the functional roles in the conduct of the literacy programs and non-formal education. The National Fund for Literacy and Non-Formal Education (FONAEF) should make it possible to apply the "faire-faire" strategy on a large scale throughout the country.
7. The present case study is organized as follows:
 - The description of the context in which the FONAEF was created;
 - The purpose, missions, values, and objectives of the FONAEF;
 - The by-laws, organization, functioning and roles of the various partners and participants;
 - The results and achievements of the FONAEF from 2002 to 2005;
 - An analysis of the FONAEF's experience and of quality issues in LNFE.

2. EXECUTIVE SUMMARY

8. The challenges facing Burkina Faso are still, in the main, poverty reduction and the elimination of illiteracy. The 2003 Global Report on Human Development from the United Nations Development Program (UNDP) ranked Burkina Faso 173rd out of 175 countries. Despite the country's macro-economic performance, the social deficit is real and is expressed in the field of education by a high level of illiteracy. This is one of the many problems that are blocking the country's development and holding about half the population in absolute poverty. The challenge for the country's development is thus focused on access to information and on quality training for adults, particularly women. In fact, gender inequality increases as one goes down the poverty scale; literacy rates are correlated positively with living standards. At the rate of current growth, the literacy rate will only reach 40% by 2030, and not by 2010, as hoped for in the Millennium Goals.
9. Given the enormous difficulties facing the Burkina education system, non-formal education is an essential alternative. Education policy now acknowledges that adult education has a positive influence on the enrolment of children. For a long time the government devoted less than 1% of the budget allocated to national education on adult education. Now non-formal education is considered to be a priority. The government of Burkina Faso has also taken a number of institutional and strategic measures to ensure basic education and quality literacy programs.
10. Literacy campaigns have led to the recognition of literacy as a powerful means for social mobilization and development. Nevertheless, financing is still holding back the expansion of literacy and non-formal education (LNFE). This is the context that led to the creation of the National Fund for Literacy and Non-Formal Education (FONAENF) in 2002.
11. Burkina Faso has conducted an inventory of its formal and non-formal education system that has enabled it to implement a 10-year basic education development program (PDDEB), adopted in 1999. The key goals of this 10-year program are to increase the gross enrolment rate to 70% and to raise the literacy rate among people aged 15 and over to 40% by 2015, all instructional languages combined.
12. The adoption of the PDDEB in 1999 by the Burkina Faso authorities reaffirmed the priority that has been given to basic education since the enactment of the education framework law in 1996; non-formal education is the third key component of the PDDEB. At the institutional level, the integration of literacy and non-formal education (LNFE) into the national education system has led to the creation of an education office devoted to literacy and to general directorates in charge of LNFE alongside the other general directorates in the Ministry of basic education and literacy (MEBA).
13. In order to meet the challenges related to literacy and non-formal education, Burkina Faso has organized consultations, for example, the National Forum on Literacy and Non-Formal Education (1999) to consider four basic questions:
 - Given the insufficiency of government financial resources, how can additional resources be mobilized to finance literacy?
 - What strategy should be adopted so that everyone concerned can play their role effectively in developing LNFE?
 - What kind of literacy and what kind of non-formal education should be promoted to help poverty reduction?
 - What kind of partnership arrangements should be built to carry out LNFE activities?
14. During the 1999 National Forum, the "faire-faire" ["getting it done"] strategy was adopted, enabling the state and its LNFE partners to distribute the functional roles in the conduct of the literacy programs and non-formal education. The National Fund for Literacy and Non-Formal

Education (FONAENF) should make it possible to apply the “faire-faire” strategy on a large scale throughout the country.

15. The decisive factors making it possible to create the FONAENF include:
 - The clear political determination shown by high government officials to have a fund specifically for financing LNFE activities;
 - The commitment and agreement among the technical and financial partners (TFP) active in the literacy and non-formal education sub-sector;
 - The existence of the Swiss Agency for Development and Cooperation literacy program;
 - The experience accumulated through association activities in Burkina Faso.

16. The FONAENF’s mission is thus to contribute through LNFE activities to more quickly achieve Education for All (EFA) objectives in Burkina Faso. The FONAENF hopes to help in developing a society devoted to justice and peace, where every social component contributes to make basic human rights effective and to promote local sustainable development. The values adopted by the FONAENF include fairness, quality, usefulness, and responsibility. At its creation, the FONAENF declared its goals to be:
 - Collecting and managing contributions from the government and the public and private partners to finance literacy and non-formal education;
 - To encourage the government and the development partners to increase their financial contributions on behalf of non-formal education;
 - To expand the base of funding sources for non-formal education so as to gather new financial resources from new partners;
 - To build capacities for intervention in the field of non-formal education by granting subsidies in accordance with criteria set out in the procedures manuals;
 - To adopt new forms of financing for non-formal education that favor disadvantaged social groups.

17. The “faire-faire” strategy is the basic principle that guides the actions and functioning of the FONAENF. This requires a clear division and definition of the roles of the various participants, in particular central and local government, the technical and financial partners (TFP) and civil society (private sector, associations and non-governmental organizations in charge of literacy programs).

18. The FONAENF is an association governed by law no. 1092ADP dated 15 December 1992 on the freedom of association. It possesses recognition receipt 2002-233 MATD/SG/DGAT/DLPAP dated 25 June 2002. It has a particular status due to the fact that the central government is a member with the same status as all the other members – the operators, TFPs, and private sector – which holds true at every level of the organization (General Assembly, Board of Governors, National Financing Committee and the Provincial and Regional Financing Committees), so as to ensure fairness. Its voluntary character enables the FONAENF to avoid political and/or moral pressure. This is to ensure a certain stability with regard to the management team and to help develop a culture of permanent consultation that leads to consensus decision-making among all the stakeholders. The heads of the FONAENF are responsible for obtaining results and accounting for their management of the resources.

19. The FONAENF thus enjoys financial and managerial autonomy, which enables the fund to intervene with flexibility and speed; it is a common financing tool that groups the various participants mentioned above, and is an association with a public utility status that gives it certain privileges as well as non-negligible fiscal advantages. This also enables businesses and individuals to join together so as to carry out a non-profit activity within an officially recognized framework.

20. A qualitative analysis of the experience of the FONAENF reveals the following:

- A very rapid growth in LNFE personnel due to the existence of the FONAENF. The number of literate people in centers supported by the FONAENF rose from 7,863 in 2002/2003 to 22,022 in 2003/2004, then to 33,997 in 2004/2005;
 - The FONAENF helped to implement the “faire-faire” strategy at a real scale;
 - There was an increase in the number of literacy operators who benefit from FONAENF support;
 - There were 91 applications accepted in 2002-2003 and 239 in 2004-2005;
 - The existence of a specific ministry as well as general directorates to promote LNFE;
 - The funding mobilized by the FONAENF rose from 1,396,067,980 CFA Francs in 2003 to 2,865,906,470 CFA Francs CFA in 2004;
 - The implementation of the FONAENF gave new impetus to operators and helped build their institutional capacity.
22. The national financing committee noted that some members do not have complete mastery of applications and selection criteria, in particular at the provincial and regional levels. Likewise, there has been a lack of rigor in the selection of applications. Organizational inadequacies and/or the lack of rigor in the choice of operators leads to a loss of time in assessing applications. The financing committees do not actually have guides for the assessment of applications. In addition, the FONAENF selection criteria are beyond the capabilities of some operators, in particular newly emerging ones.
1. With respect to the ways the Fund can intervene, discussion is underway, but it does not currently have mechanisms enabling it to deal with the 9 to 14-year-old age group. With respect to the quality of LNFE, the following criteria and conditions adopted by the FONAENF can be cited:
- Operators must be capable of making an analysis of the milieu and of the capacity-building needs of the communities and learners so as to plan and manage LNFE-related activities;
 - Coordination between literacy and non-formal education programs with other development financing initiatives (local development funds, micro-financing) to ensure that acquired learning is put to use, in particular specific technical training (STT) in the field of local sustainable development;
 - The need to take into account innovations that contribute to the search for quality;
 - The need for a critical mass of LNFE agents (researchers, senior managers, literacy teachers);
 - The need to develop monitoring/evaluation capacities in order to make the monitoring/evaluation mechanism proposed by the FONAENF operational;
 - The availability of standards and benchmarks accepted by everyone involved and actually applied in the course of activities;
 - The disqualification of operators with dropout rates that exceed 40%;
 - In the course of the pedagogical process, the guidelines and principles of the new non-formal curricula, that is 300 hours in 60 days, are taken into account.
2. In order to ensure high-quality, effective programs, the FONAENF plans strategic interventions such as the following:
- building traditional operators’ capacity for intervention;
 - support from the FONAENF for the emergence of new operators in areas where their numbers are insufficient;
 - increasing the number of agents in basic education districts (CEB), the provincial basic education and literacy departments (DPEBA), the regional basic education and literacy departments (DREBA), and the central departments in charge of LNFE.

3. Quality will be improved through the supervision and initial training of basic educators, and the promotion of research and innovations in LNFE carried out by the resource institutions. The FONAENF will develop and disseminate teaching tools in partnership with government bodies, resource institutions and LNFE researchers. Improving the quality of training programs should lead, among other things, to an increase in the transition rate of learners in initial literacy (IL) to additional basic training (ABT) from the current 50% level to 70% by 2015, as well as to a decline in the level of wastage (dropouts, repetition, etc.) of ABT learners.
4. The capacity of LNFE agents will be built through training sessions in planning and in monitoring-evaluation for FONAENF agents, operators, and government agents, as well as through formal and informal meetings (cooperation mechanisms, forums, etc.).
5. The startup of FONAENF operations revealed the need to develop the strategic vision of the FONAENF and its partners with respect to LNFE on a consensus basis. Hence the process of drawing up a medium and long-term strategic plan (2006-2015).
6. There is also an obligation to make available LNFE teaching documents to ensure the quality of LNFE activities, and to build the capacity of those in the field (operators, DPEBA technical services) in terms of financial management and accounting, monitoring and evaluating activities, the analysis and selection of financing applications, etc., so as to enable the different agents to fulfill their tasks competently within the framework of the “faire-faire” strategy.
28. The FONAENF has been an effective instrument for implementing the “faire-faire” strategy and developing a partnership dynamic to promote literacy and non-formal education.

3.INTRODUCTION

29. The challenges facing Burkina Faso are still, in the main, poverty reduction and the elimination of illiteracy. The 2003 Global Report on Human Development from the United Nations Development Program (UNDP) ranked Burkina Faso 173rd out of 175 countries. Despite the country's macro-economic performance, the social deficit is real and is expressed in the field of education by a high level of illiteracy. This is one of the many problems that are blocking the country's development and holding about half the population in absolute poverty. The challenge for the country's development is thus focused on access to information and on quality training for adults, particularly women, who constitute 54% of the active population and the great majority of the agricultural labor force. In fact, gender inequality increases as one goes down the poverty scale; literacy rates are correlated positively with living standards. At the rate of current growth, the literacy rate will only reach 40% by 2030, and not by 2010, as hoped for in the Millennium Goals. The literacy rate among the poorest people is four times lower (11.2%) than among wealthier strata (42.1%): the poorest men are much less literate than the richest (49.8%). This difference is even greater between the poorest women (6.3%) and the richest (34.5%).
30. Given the enormous difficulties facing the Burkina education system, non-formal education is an essential alternative. Education policy now acknowledges that adult education has a positive influence on the enrolment of children. For a long time the government devoted less than 1% of the budget allocated to national education on adult education. Now non-formal education is considered to be a priority. The government of Burkina Faso has also taken a number of institutional and strategic measures to ensure basic education and quality literacy programs.
31. Literacy campaigns have led to the recognition of literacy as a powerful means for social mobilization and development. Nevertheless, financing is still holding back the expansion of literacy and non-formal education (LNFE). This is the context that led to the creation of the National Fund for Literacy and Non-Formal Education (FONAENF) in 2002. This led to the development and implementation of a poverty reduction strategy framework, to the process of decentralization and to the professionalization of producer organizations at the grassroots.
32. Burkina Faso has conducted an inventory of its formal and non-formal education system that has enabled it to implement a 10-year basic education development program (PDDEB), adopted in 1999. The key goals of this 10-year program are to increase the gross enrolment rate to 70% and to raise the literacy rate among people aged 15 and over to 40% by 2015, all instructional languages combined.
33. The adoption of the PDDEB in 1999 by the Burkina Faso authorities reaffirmed the priority that has been given to basic education since the enactment of the education framework law in 1996; non-formal education is the third key component of the PDDEB. At the institutional level, the integration of literacy and non-formal education (LNFE) into the national education system has led to 1) the creation of an education office devoted to literacy and to LNFE alongside the other general directorates in the Ministry of basic education and literacy (MEBA); 2) taking into account LNFE statistics in the statistics established by the MEBA; 3) the development of a publishing policy with the objective of facilitating the supply of schools and training centers with teaching material that is suitable and in sufficient quantity; and 4) texts governing literacy specifications and norms to be used to help develop literacy and non-formal education.
34. In order to meet the challenges related to literacy and non-formal education, Burkina Faso has organized consultations, for example, the National Forum on Literacy and Non-Formal Education (1999) to consider four basic questions: 1) Given the insufficiency of government financial resources, how can additional resources be mobilized to finance literacy? 2) What strategy should be adopted so that everyone

concerned can play their role effectively in developing LNFE? 3) What kind of literacy and what kind of non-formal education should be promoted to help poverty reduction? 4) What kind of partnership arrangements should be built to carry out LNFE activities?

35. During the 1999 National Forum, the “faire-faire” [“getting it done”] strategy was adopted, enabling the state and its LNFE partners to distribute the functional roles in the conduct of the literacy programs and non-formal education. The National Fund for Literacy and Non-Formal Education (FONAENF) should make it possible to apply the “faire-faire” strategy on a large scale throughout the country.
36. The FONAENF was created as a result of concerns about the implementation of the PDDEB and the “faire-faire” strategy, the need to raise substantial funds to finance LNFE, and the need to meet the increasing demand for LNFE.
37. At the current pace, it will be 2030 before a literacy rate of 40% is achieved, and not 2010 as is forecast for the Millennium Goals. In addition, the international community recognizes that the achievement of Education for All (EFA) goals will require additional financial support for the country, the intensification of efforts to aid development, and the reduction of debt so that bilateral and multilateral donors can promote education. This should help release eight billion US dollars each year. It is thus indispensable that new concrete commitments are made financially by national governments and bilateral and multilateral donors, including the World Bank, as well as by the regional banks, civil society and foundations.
38. In September 1999, the National Literacy Forum took stock of and laid the basis for literacy and non-formal education. It determined in particular that the low level of financial resources was a constraint on the expansion of LNFE in Burkina Faso. This is the general context in which the National Fund for Literacy and Non-Formal Education (FONAENF) was founded in 2002.

4. CONTEXT FOR THE CREATION OF THE FONAENF AND ITS GOALS

39. With regard to development policies and strategies, a number of developing countries are in the process of drawing up and implementing poverty reduction strategy frameworks. Burkina Faso, like other countries in Africa, drew up its first poverty reduction strategy framework in 2000, and then revised it in 2002. This latest revision pointed to priorities that included basic education and non-formal education, enabling them to benefit from financing following debt reduction.
40. From the political viewpoint, **the decentralization** undertaken since 1993 reflects a deepening of democracy, and is accompanied by local agents taking greater responsibility in choosing, implementing and evaluating development strategies and action. This process has thus far made it possible to set up 49 elected councils. In the next phase of this process, which is part of the decentralization program law, 300 rural communes will be set up in the country, each of which will have an elected council from February 2006. The decentralization process at the rural and local level constitutes an opportunity for developing LNFE activities to provide rural government and organizations with resource people who can read, write and add and are able to lead discussions of working groups, as well as to set into motion development activities adopted by grassroots communities and help draw up local development plans.
41. The FONAENF and its partners thus need to develop partnership relationships with the representatives of these rural and urban forces and explain to them the possibilities that LNFE can provide them so as to convince them to take the initiative for training their elected officials and local organizers who are illiterate.
42. The policies of producer associations and the establishment of umbrella organizations (the Faso Peasants Confederation (CPBF), National Federation of Peasant Organizations (FENOP), Regional Agricultural Chamber) result from the need to professionalize the producers. **The professionalization of the producers** and their organizations is a vast field in which the FONAENF and its partners can contribute very usefully through literacy and non-formal education. The point here is also to prove that LNFE can contribute to this goal of professionalizing the producers and to develop a genuine collaborative partnership with these organizations and the government technical services in charge of promoting them.
43. The National forum on literacy and non-formal education recommended the establishment of the National Fund for Literacy and Non-Formal Education (FONAENF) with a view to implementing the “faire-faire” strategy on a real scale throughout the country. This should be expressed in civil society taking greater responsibility for the implementation of literacy activities and training on the ground. Heretofore the central government was responsible for seeking financing, opening centers, training organizers and supervisors and assigning them to literacy centers and producing and distributing teaching materials. In addition, the central government was responsible for monitoring these centers physically, administratively and pedagogically, assessing learning, and confirming the results through provincial, regional and national evaluations. As this monopoly did not produce convincing results, the “faire-faire” strategy was adopted by the Forum.

5. THE FONAEF MISSION AND GOALS

44. For a large-scale implementation of the “faire-faire” strategy, it is essential to have a tool at the national level to mobilize and manage financing. This is needed to provide the development of substantial LNFE support by financing operators for the actual performance of literacy activities. The implementation of the Ten Year Basic Education Development Plan contributed to the creation of the Fund in order to ensure the financing of the non-formal part of the PDDEB. In practice, the central government is contributing less than 1% of the MEBA budget to financing literacy and non-formal education, whereas official education policy in Burkina Faso states that this should reach the 7% level by 2010 – hence the need to encourage the government to make a greater effort. This was also one of the motives for creating the FONAEF.
45. Among the factors behind the creation of the FONAEF, there was therefore the political desire of leading officials to have a fund specifically to finance LNFE activities so as to meet mass demand for LNFE, while respecting the commitments undertaken at the international level with regard to Education for All and the Millennium Goals. Also contributing to this was the commitment of the technical and financial partners (TFP) who are active in the literacy and non-formal education sector. The experience accumulated in the field by the literacy program of the Swiss Agency for Development and Cooperation (SDC) and its understanding of LNFE also helped boost the creation of the FONAEF. Finally, the experience accumulated through voluntary sector interaction was decisive for the creation of the FONAEF within the context of the “faire-faire” strategy, as this required seasoned, confirmed operators.
46. Generally speaking, the creation of the FONAEF was a response to the need to mobilize substantial financing to meet increasing demand for LNFE due to demographic factors and the inadequacies of the formal education system. Mobilizing this financing had to be done by involving new sources of financing and by identifying new ways to finance the sub-sector.
47. The mission of the FONAEF is to help accelerate the achievement of the Education for All (EFA) objectives in Burkina Faso through LNFE. Values are the benchmarks and the references for an organization. Here what the FONAEF wants to promote with its partners is an ideal of social development. These values, which are dealt with every day by all the members, help them assess their actions, provide responses to problems and make decisions that are beyond reproach. These values include:

Fairness, which refers to the idea that education (formal and non-formal) is a right for everyone, and that anyone requesting training should receive it, without discrimination.

Quality is the guarantee of the sustainability of LNFE in the Burkina education system. It is a constant reminder to everyone involved of the need to have qualified resource people, and proven, attested curricula. This value highlights the responsibility of the public administration for the definition of standards and benchmarks for LNFE, and for monitoring-controlling all the LNFE programs and agents.

Usefulness refers to the needs of the learners. It is a reminder that LNFE must respond to a need that the learner is lacking in their daily life, that is, the practical application by the learner of the knowledge acquired in their everyday activities for the social development of their local community and their own economic activities.

Responsibility shows up in particular in the actual participation of everyone in good governance. It is expressed through transparency in financial management, the recruitment and management of human resources, the establishment of frameworks for cooperation, the periodic distribution of information, and regular accounts of activities.

6. FONAEF STRATEGIES AND AREAS OF INTERVENTION

48. The objectives declared by the FONAENF at its creation were to collect contributions from government and the public and private partners to finance literacy and non-formal education and to encourage the government and the development partners to increase their financial contributions on behalf of non-formal education. Another FONAENF goal is to expand the sources of financing for non-formal education, to build capacity for intervention in the field of non-formal education by providing subsidies in accordance with the criteria set out in the procedures manuals, and to adopt new forms of financing non-formal education that favor disadvantaged social groups.
49. There is a certain flexibility to these criteria when a women's association is involved. When being enrolled in the centers financed by the Fund, it is required that 60% of those enrolled are women. With regard to programs proposed by the partners, the FONAENF recommends negotiating with the learners so as to take into account women's concerns about scheduling and the subject matter of training. Time is also set aside for discussion about women's social, economic and cultural roles. Almost all performance indicators used to monitor activities are broken down into women and men as part of the FONAENF's arrangements for monitoring/evaluation. The gender dimension is also taken into account in the constitution of the FONAENF's personnel.

6.1. FONAENF STRATEGIC PILLARS FOR 2006-2015

50. The six pillars for FONAENF intervention can be summarized as follows:

PILLAR 1: to help promote quality LNFE education programs for all men and women. This pillar consists of facilitating the access of disadvantaged and vulnerable groups to literacy. Access involves both supply and demand activities. The point is to provide the needed support, especially financial, to operators (NGOs and voluntary groups) to open and operate the maximum number of centers.

PILLAR 2: to help develop high-quality literacy that is suited to local development. Through this activity, the FONAENF finances specific technical training with a view to improving the know-how and skills of learners so as to raise their productivity. The FONAENF also ensures that, whenever necessary, the government updates the curricula so that it is suited to the socio-economic realities of the people. A literacy or training program can never be high quality if the first-line agents, in particular the organizers and supervisors, are not well trained and qualified. Training and refresher courses also concern the DPEBA and DREBA organizers, supervisors and agents.

PILLAR 3: to help build the capacity of the operators. The point here is to develop support activities that help the operators, particularly newly emerging ones.

PILLAR 4: to set up reliable, sustainable arrangements for the mobilization of the resources needed to finance LNFE: this is the basic *raison d'être* of the FONAENF. The point here is to carry out negotiation activities to expand the FONAENF pool of technical and financial partners at both the national and international level. The goal is also to diversify the funding sources (public and/or private) of the FONAENF.

PILLAR 5: to support strategies for social mobilization on behalf of LNFE.

This point groups all actions involving advocacy, awareness-raising and communications with a view to changing the mentality of various social groups (privileged and/or disadvantaged) in favor of LNFE. Some actions will help influence education policy to take better account of non-formal education.

PILLAR 6: to carry out the gradual institutional transformation of the FONAENF.

51. Actions should help to decentralize the FONAENF by creating regional branches and to cooperate with specialist bodies in monitoring and providing support for operators.

6.2. AREAS OF INTERVENTION OF THE FONAENF

52. The areas of intervention and eligible activities of the FONAENF include initial literacy (IL), additional basic training (ABT), specific technical training (STT), and acquiring fundamental and functional French (A3F). The FONAENF expects to become involved in support for alternative formulas (CEBNF, bilingual schools, community schools, schools for shepherds). It also hopes to promote the written media in national languages, linguistic research, and post-literacy documents. The FONAENF will take charge of areas such as collective learning materials, furniture and equipment; the handling of organizers, supervisors, coordinators and trainers; the training and retraining of agents; as well as institutional support for operators.

7 . THE STATUS, ORGANIZATION AND FUNCTIONING OF THE FONAENF

53. The FONAENF is an association governed by law no. 1092ADP dated 15 December 1992 on freedom of association. By association is meant “any grouping of individuals or businesses, national or foreign, on a permanent non-profit basis, with the purpose of accomplishing a common objective, in particular in the cultural, sports, social, spiritual, scientific, professional or socio-economic field”. The FONAENF possesses recognition receipt 2002-233 MATD/SG/DGAT/DLPAP dated 25 June 2002. The FONAENF has a particular status due to the fact that the government is a member with the same status as the other members (operators, TFPs, private sector).
54. The four categories of members (government, operator, TFP, private sector) are found at every organizational level (General Assembly, Board of Governors, national financing committee, regional and provincial financing committees), thus ensuring that fairness is one of the values of the FONAENF.
55. The reasons for choosing the association form stem from the desire for financial and managerial autonomy, which gives the Fund a certain flexibility and speed in its interventions. This formula is also dictated by the need to have a common financing tool grouping the different forces, that is, the government, the technical and financial partners, the associations and the private sector. The status of public utility association gives the Fund certain privileges as well as non-negligible fiscal advantages. It enables individuals and business to join together to carry out a non-profit activity within an officially recognized framework. The association form also has the advantage of ensuring that no pressure (political and/or moral) can be put on the FONAENF. This facilitates a certain stability in terms of the managerial team and consensus-based decision-making among all the stakeholders. The association form places a duty on the FONAENF heads to obtain results and to report on the management of resources.
56. The members of the FONAENF association include: 1) central and local government, 2) the bilateral and multilateral technical and financial partners, 3) literacy and non-formal education operators (NGOs and associations), and 4) the private sector. The honorary members form a committee.
57. There are, however, certain signs of dissatisfaction on the part of the government, which wishes to have greater representation on the different bodies of the FONAENF (financing committees, Board of Governors). The government fears being marginalized in the process of development of the FONAENF, which accounts for a strategy of members fighting for positioning to control the power and resources of the FONAENF. Note that the communities trail behind the operators and are not genuinely in control of literacy and non-formal education activities.

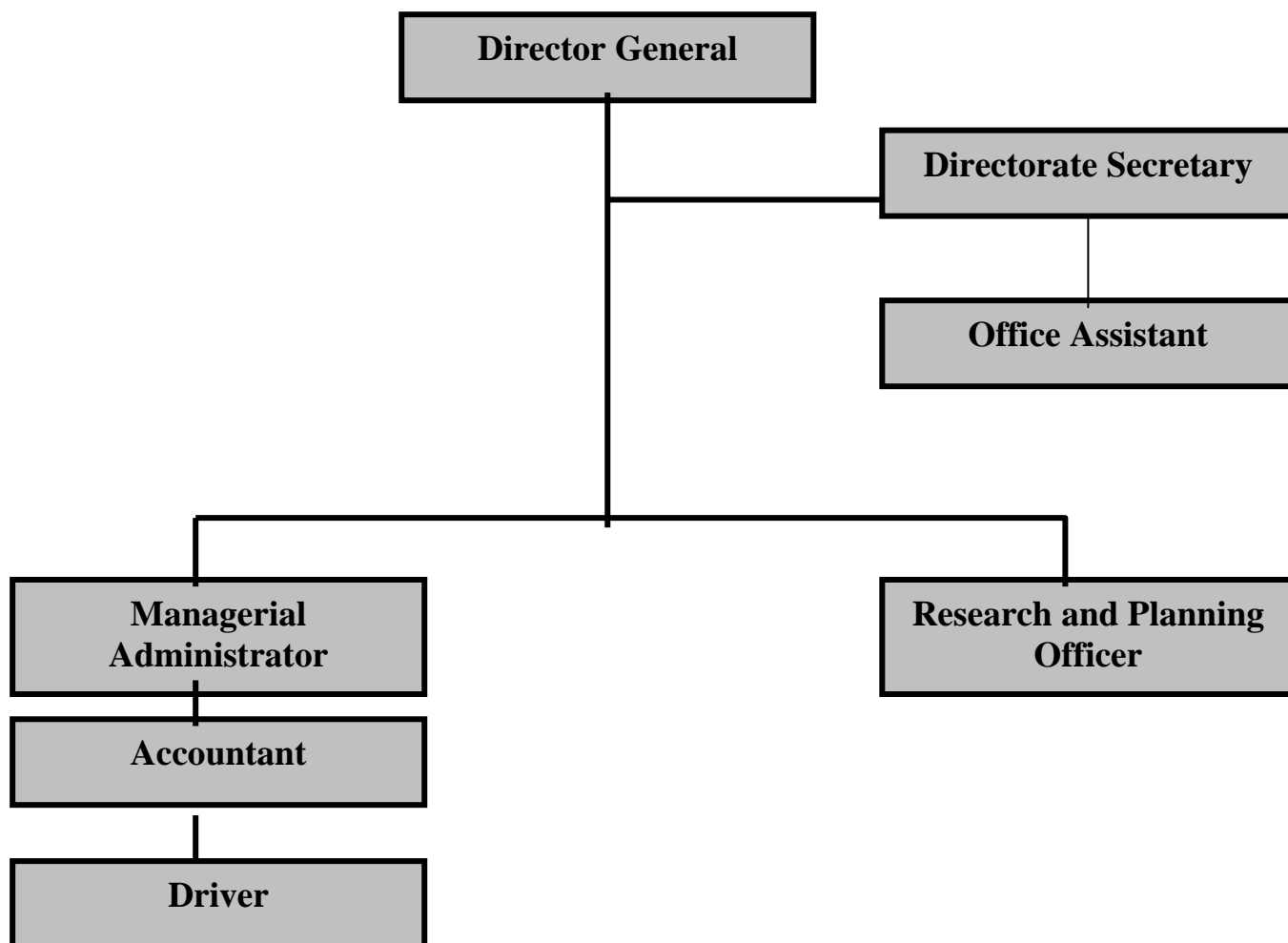
7.1. FOANENF DECISION-MAKING AND GOVERNING BODIES AND STRUCTURES

58. In accordance with the by-laws and internal regulations, the structures of the FONAENF include: the General Assembly, the Board of Governors, financing committees at the national, regional and provincial level, and the committee of honorary members. The General Assembly meets once every three years and has the remit of deciding the general orientation of the Fund's activities in accordance with government goals and policies concerning literacy and non-formal education. It also adopts the multi-year programs and budgets and the accountability reports on them. It is in charge of confirming the appointment of the honorary members and the selection of the governors called upon to sit on the Board of Governors of the Fund. Finally, it formulates directives sent to the Board of Governors aimed at improving the functioning of the Fund. The General Assembly is made up of representatives of central and local government, the private sector, operators and the technical and financial partners.
59. The Board of Governors is responsible for implementing the directives and recommendations of the General Assembly, for drawing up annual and multi-year programs and budget for the Fund, and for the accountability reports on these programs, which it submits to the General Assembly for their approval. It sets the conditions for granting subsidies, seeks to develop new sources for financial contributions, authorizes any borrowing by the Fund, approves any investments in financial institutions, decides on the acquisition, transfer or sale of the Fund's property and non-property assets, supervises and checks on the activities of general management, and identifies and nominates individuals, institutions and organizations to be members of the *comité d'honneur* of the Fund. The Board of Governors reports to the General Assembly on any important activity or decision. It is composed of eleven members, including two representatives of the central government, one from local government, three from the TFPs, three from the operators, and two from the private sector.
60. The committee of honorary members consists of well-known figures from Burkina Faso and African and international organizations. The committee of honorary members is a consultative and advocacy body whose main tasks are to foster social mobilization at the national and international level and generate interest in non-formal education activities, and in literacy in particular. It also seeks to encourage private, national and multinational companies to invest in literacy activities and to become members of the Fund. The committee of honorary members would benefit from adding several resource people so as to give the Fund more ability to analyze, for example, the development of literacy and technical training, innovations and alternative research in LNFE, and literacy in an urban environment.
61. The Fund financing committees are responsible for examining and approving files submitted to the Fund that concern the budget, which is set annually. The regional financing committee issues documented opinions to the national financing committee on all requests for financing for literacy and non-formal education. The same is true of the provincial financing committee, which gives its opinion on any requests for literacy and non-formal education financing, which are addressed to the regional financing committee. The committee members are chosen based on their aptitude and experience in non-formal education or in management. An analysis of the situation in 2004 and 2005 shows that 337 and 410 application files, respectively, were considered by the national financing committee. The number of applications will increase in coming years. To enable the Fund to analyze applications quickly, it is important that it is decentralized to the regional level to facilitate the study of applications, to improve the monitoring of financing contracts, and to reduce the volume of work that falls on Fund management.
62. The Fund General Directorate is the executive body of the Fund. It is in charge of implementing the decisions made by the Board of Governors and the mandates with which the Board entrusts it in the field of literacy and non-formal education. It manages the funds. It is in charge, in particular, of ensuring the execution of decisions of the Board of Governors, of mobilizing resources for the Fund, and of managing these. It also ensures that the Fund's intervention programs are carried out based on the approved applications and the available resources. It prepares and submits for the approval of the Board of Governors the annual budget and program for Fund activities as well as the financial accounts and an inventory of the property and non-property assets of the Fund. The General Directorate also proposes to

the Board of Governors any studies needed to improve the activities and performance of the Fund.

63. It is up to the General Directorate, in cooperation with its partners, to draw up and make available to the operators and services the basic tools and references that are essential for its support (guide to analysis of applications, conditions governing the profession of operator, changes in the reference costs of CPAF training and equipment, etc.). The FONAENF has proposed developing a system of communications and monitoring-evaluation that would enable it to monitor the activity of cooperating resource institutions and the results and achievements of all its partners (government, operators, TFPs, resource institution) on behalf of its members.
64. The FONAENF General Directorate expects to draw on the services of cooperating organizations to help build the capacities of LNFE players, in line with its concerns about the quality and effectiveness of activities upstream and downstream from literacy activities.

65. The organizational chart of the FONAENF General Directorate:



7.2. OPERATING METHODS AND MANAGEMENT

66. The functioning and management of the FONAENF are governed by a manual of administrative and financial procedures, as well as by a field manual for the operators. There are regulations covering the selection of financing applications. In June or at latest July, two mailings are sent to the decentralized technical services and to operators in order to launch the campaign.

67. A model application, a guide and the tools used to select applications are drawn up and made available to the operators and the regional and provincial financing committees. The CPFs examine the files, which are then sent to the CRF, which is authorized to reject or accept the applications, while providing an explanation. All the accepted or rejected files are then sent to the national financing committee (CNF), together with notes about the selection. The national committee meets after a meticulous analysis by consultants. The final list of accepted applications is signed and published in the press. Contracts are then signed with each operator whose application has been accepted. Disbursements take place in two steps, 70% to 90% for the first payment and the remainder after justification of the first payment. Two auditors check on management: one representative from the Ministry of finance and the budget and one representative of the TFPs, who together check the FONAENF accounts every year. The **DPEBA** accountants are responsible for checking on the operators.

68. The FONAENF’s main partners and other organizations are found among the central and local levels (region, province, department). The sovereign power in the country, the central government, is responsible through its central, regional and provincial bodies particularly for the definition and periodic revision of policy on non-formal education. It also handles, among other things, the monitoring and control of operators and efforts for cooperation with other development sectors. It sets the priority zones and targets and deals with conflicts between partners at the local level. It is responsible for checking the quality and certification of learning, training and retraining of the operators’ organizers and supervisors.

69. Operators include all the providers of training services in the field of non-formal education: NGOs, independent associations, peasant organizations, village groups, projects, service providers, religious faiths, the private sector, etc. The operators are responsible for: a) the social mobilization of local communities, rural organizations, peasant organizations, and private enterprise, b) literacy activities and technical training in the field, the opening of centers, c) promoting programs among potential beneficiaries, d) keeping sub-project accounts using the management model set out in the manual of financial and accounting procedures, e) studying the local milieu using a participatory method such as the accelerated participatory research method (APRM), with a view to adapting programs to local needs, f) the monitoring and pedagogical supervision of the centers, and g) taking charge of the teaching personnel (coordinators, supervisors).

70. The organized local community will act as the project manager for the training activities and for the identification of learners. In this respect, this group will be the signatory of the training contract with the operator and the FONAENF. It is responsible, among other things, for the identification of its LNFE support needs. The community could seek aid from development agents (from the central government or the operators) and MEBA agents. It is in charge of choosing the operator, identifying learners and setting up a management committee for the center during training campaigns. The organized community will take part in financing the program (in kind and/or cash) based on minimum thresholds set in the procedures manual, as well as in evaluations of the learning centers organized by the FONAENF or by central or decentralized government bodies or the TFPs in their village.

71. The private sector is positioned as a potential FONAENF contributor. The private sector must in fact take part in social mobilization on behalf of LNFE in the work environment. The experience of the partnership for non-formal education (PENF), which is being transferred to the FONAENF, could facilitate the involvement of business in the FONAENF’s activities to develop urban workers’ skills.

72. **The technical and financial partners** include the government, the bilateral and multilateral cooperation agencies, the regional inter-governmental organizations (IGOs), and the international and national NGOs. In the context of implementing the “faire-faire” strategy, the role of this group includes participation in political dialogue with the government, participation in coordination with different players, and providing the FONAENF with the financial contributions needed to carry out the three-year operational plans. Depending upon the needs expressed by the Fund, the TFPs also provide technical assistance with institutional and operational capacity-building for the administration, the operators and the FONAENF, as well as for monitoring/evaluation of this process.

8. ACHIEVEMENTS AND RESULTS OF THE FONAENF FROM 2002 TO 2005

8.1. ACHIEVEMENTS WITH RESPECT TO LEARNING FROM THE QUANTITATIVE AND QUALITATIVE VIEWPOINT

Number of centers opened with FONAENF support

| Year | IL Center | ABT Center | STT Center | A3F Center | Total |
|------|-----------|------------|------------|------------|-------|
| | | | | | |

ADEA Biennale 2006 – The Financing of Literacy and Non-Formal Education by the FONAENF in Burkina Faso

| | | | | | |
|----------------------|-------------|-------------|------------|-----------|-------------|
| 2003 | 984 | 226 | 27 | 2 | 1239 |
| 2004 | 1793 | 1029 | 66 | 34 | 2922 |
| 2005 | 3029 | 1684 | 115 | 56 | 4884 |
| 3- Year Total | 5806 | 2939 | 208 | 92 | 9045 |

Source: FONAENF technical and financial report, first half-year 2005

Change in enrolment in the FONAENF centers

| Year | Number enrolled | | | | Total/year |
|--------------|-----------------|--------|------|------|------------|
| | IL | ABT | STT | A3F | |
| 2003 | 31,618 | 7,863 | 2045 | 52 | 41578 |
| No. of women | 12,309 | 3,717 | 629 | 43 | 16698 |
| 2004 | 55,280 | 22,022 | 2101 | 1139 | 80542 |
| No. of women | 33,247 | 12,856 | 1090 | 427 | 47620 |
| 2005 | 89,084 | 33,997 | 3424 | 1336 | 130161 |
| No. of women | 54,662 | 19,637 | 2045 | 453 | 78547 |

Source: FONAENF technical and financial report, first half-year 2005

Change in literate enrolment in the FONAENF centers

| Designation | 2002-2003 | 2003-2004 | 2004-2005 |
|---|---------------|---------------|---------------|
| No. who are declared as literate (ABT) | 7863 | 16,148 | 26.462 |
| No. of women | 3717 | 8905 | 14,885 |
| Success rate | 87.73% | 73% | 78% |
| No. of women | 84.61% | 69% | 76% |

Source: FONAENF technical and financial report, first half-year 2005

8.2. ACHIEVEMENTS IN TERMS OF FINANCING IN CFA FRANCS

| Designation | 2002-2003 | 2003-2004 | 2004-2005 |
|--------------------------|--------------------|----------------------|----------------------|
| Financing mobilized | 1,396,067,980 | 2,865,906,470 | 3,183,640,062 |
| Financing of operators | 600,000,000 | 1,280,413,592 | 2,835,597,035 |
| Support contribution | 76,000,000 | 105,000,000 | 186,753,480 |
| Equipment and operations | 119,650,657 | 83,954,952 | 149,477,717 |
| Total spent | 795,650,657 | 1,489,368,544 | 3,183,640,062 |

Source: FONAENF technical and financial report, first half-year 2005

*Budget forecast

8.3. UNIT COSTS OF FONAENF SUPPORT

Average cost per learner in CFA francs

| Designation | 2002-2003 | 2003-2004 |
|-------------------------------------|-------------|---------------|
| No. of learners (IL+ABT+STT+A3F) | 41578 | 80542 |
| Total expenditure | 795,650,657 | 1,469,368,544 |
| Average cost per learner (CFA) | 19,136 | 18,244 |

Source: FONAENF technical and financial report, first half-year 2005

Average cost per literate person in CFA francs

| Designation | 2002-2003 | 2003-2004 |
|----------------------------------|-------------|---------------|
| No. of literate (ABT+STT+A3F) | 9,960 | 19,388 |
| Total expenditure | 795,650,657 | 1,469,368,544 |
| Average cost per learner (CFA) | 79,885 | 75,788 |

Source: FONAENF technical and financial report, first half-year 2005

84.-COMMENTARY ON THE QUANTITATIVE RESULTS

73. An examination of the results indicates very rapid growth in LNFE enrolment thanks to the FONAENF. The number of people declared literate as a result of FONAENF-supported centers rose from 7,863 in 2002/2003 to 22,022 in 2003/2004, then to 33,997 in 2004 /2005. Thanks to the FONAENF's actions, the number of people having successfully followed literacy programs at the national level rose from 23,362 in 2001 to 67,472 in 2004-2005. The national literacy rate, which was 24% in 2000, rose in 2004-2005 to 28.4% due to the existence of the FONAENF. The FONAENF's activity has made it possible to develop an LNFE perspective by drawing up a 2006-2015 strategic plan. FONAENF support made it possible to implement the "faire-faire" strategy concretely throughout the country, while taking into account gender and regional inequalities. From the quantitative viewpoint, the contribution of the FONAENF to literacy and non-formal education has been significant in these past few years. There has been a rapid increase in the number of literacy operators who

have benefited from FONAENF support. The number of accepted applications rose from 91 in 2002-2003 to 239 in 2004-2005.

74. The number enrolled in the centers has grown at an increasing pace at every level. Women's participation, at over 60%, is significant. The FONAENF contribution relative to total enrolment at the national level rose from 20% in 2003 to 31% in 2004. Forecasts indicate this level will exceed 80% by 2015. The IL success rate is 75%, and 87% for ABT. However, the success rate for women is still low compared with men at every level. The wastage rate has been falling constantly at every level.

8.5. ACHIEVEMENTS WITH RESPECT TO PARTNERSHIPS

75. There has been significant progress in developing synergies in implementing LNFE activities, including, among others: the construction and development of various levels of partnerships (FONAENF-operators, government-TFPs, operators-local communities). The private sector is a potential contributor to the FONAENF, as more and more companies understand the importance of LNFE for building their employees' competences. **The experience acquired by the partnership project for non-formal education is being integrated into FONAENF activities.** There are thus cooperative efforts, such as those between the DREBAs, the DPEBA and the FONAENF in the selection of LNFE-related programs for financing, that between the DPEBA and operators for setting up programs to meet local community needs, and the partnership between the central government and the TFPs, which has helped develop more appropriate new curricula. One concern of the FONAENF has been to harmonize costs and practices, and an effort is now being made to achieve a consensus around these points.

9. ANALYSIS OF THE FONAENF'S EXPERIENCE AND THE ISSUE OF QUALITY IN LNFE

9.1. THE FAVORABLE FACTORS

76. An analysis of the FONAENF's experience reveals a certain number of achievements, including: the existence of a ministry delegate as well as general directorates for the promotion of LNFE, and the doubling of literate enrolment in the FONAENF and its partners. IL enrolment rose from 41,578 in 2003 to 130,161 whereas ABT enrolment rose from 7,863 to 26,462. The finance mobilized by the FONAENF also rose, from 1,396,067,980 in 2003 to 3,183,640,062 CFA Francs in 2005.
77. With the existence of the FONAENF, every year the government contributes more than 400,000,000 (four hundred million FCFA) to finance LNFE activities on the ground, whereas previously it limited itself to handling the salaries of government officials responsible for LNFE. The Fund has generated an increase in supply and demand for LNFE training, along with a new dynamism among operators and efforts to build their institutional capacity.
78. Opportunities that the FONAENF could seize to further its growth include:
- a) The adoption by the international community of the "Education for All" strategy, which requests governments to do whatever they can to ensure access to basic education for all;
 - b) The existence of networks, groups and foundations that support basic education policies, including in the non-formal sector;
 - c) Development and implementation of the poverty reduction strategy framework, which identified priorities including the formal and non-formal basic education sectors and enabled them to benefit from financing from the HIPC initiative.
 - d) The existence of the ten-year basic education program, which confirmed the priority of formal and non-formal basic education and invited the partners to give financial and technical support to every initiative that furthers the development of basic education;

e) The process of decentralization, particularly at the level of the rural communes, which constitutes a source of significant demand for LNFE, so as to provide local government with resource people who are able to read and write.

9.2. FACTORS LIMITING FONAENF INTERVENTIONS

79. The analysis of the FONAENF experience also revealed inadequacies and limitations in its activities. The annual financial mobilization among certain TFPs does not put Fund financing on a secure basis, preventing it from making long-term plans. There has been insufficient effort to mobilize financing from the private sector, which is still only weakly involved. The costs proposed by the FONAENF are underestimated (tables, benches, payments to literacy instructors). The Fund procedures manual gives little explanation about the financing of alternative non-formal education formulas (community schools, CEBNF, etc.). The contents of the Fund procedures manual is not familiar to all.
80. The monitoring conducted by the DPEBA and DREBA is essentially administrative (control). It does not include the pedagogical monitoring of instructors to ensure quality control of literacy work. The FONAENF has difficulty ensuring the post-alpha use of achievements by learners in their daily lives and in their economic activities. Communications plans were drawn up, but were not prepared for implementation due to a lack of coordination between the communications plan of the FONAENF and that of the MEBA. This has limited the visibility of FONAENF activities among the general public. Government officials are able to play only a limited role in monitoring and checking the quality of operators due to the lack of material and transport resources.
81. The national financing committee noted that some members, particularly at the provincial and regional level, did not completely master the application files and selection criteria. Likewise, there was a lack of rigor in the selection of applications. A lack of organization and/or rigor in the selection of operators leads to delays in examining applications by the national financing committee. The financing committees do not have a guide to assessing applications. The FONAENF selection criteria are beyond the reach of some operators, in particular newly emerging ones. This situation means that a critical mass of operators has not been attained in all the provinces.
82. The Fund does not currently have any way of dealing with the 9 to 14-year-old age group. Discussion is underway about how to include this age group among the FONAENF targets due to its numerical importance and out of concern for fairness. The advocacy strategy is not sharp enough with respect to the government and the TFPs.

9.3. THE CONCEPTION OF LNFE QUALITY ACCORDING TO THE FONAENF

83. For the FONAENF, “quality” is a cardinal value that must characterize any literacy and training activity, and it is the guarantee of making LNFE sustainable in the Burkina education system. Quality is a constant reminder to everyone involved of the need to have qualified resource persons, and proven, confirmed curricula. Finally, this value highlights the responsibility of LNFE players for defining standards and benchmarks for LNFE, for monitoring-checking all LNFE players and activities, and the quality of material and human resources, as well as the relevance of the activities undertaken with respect to the learners’ everyday concerns and experience, and for the performance of the products and results achieved by the LNFE programs. All these concerns are taken into account by the Fund to ensure the quality of the literacy and non-formal education programs.
84. The following criteria and conditions help ensure that FONAENF-supported programs are effective and of high quality:

Operators must be capable of making an analysis of the milieu and of the capacity-building needs of the communities and learners so as to plan and manage LNFE-related activities;

Coordination between literacy and non-formal education programs with other development financing initiatives (local development funds, micro-financing) to ensure that acquired learning is put to use, in particular specific technical training (STT) in the field of local sustainable development;

The need to take into account innovations that contribute to the search for quality;

The need for a critical mass of LNFE agents (researchers, senior managers, literacy teachers);

The need to develop monitoring/evaluation capacities in order to make the monitoring/evaluation mechanism proposed by the FONAENF operational;

The availability of standards and benchmarks accepted by everyone involved and actually applied in the course of activities;

The disqualification of operators with dropout rates that exceed 40%;

In the course of the pedagogical process, the guidelines and principles of the new non-formal curricula, that is 300 hours in 60 days, are taken into account.

9.5. THE MEASURES TAKEN TO PROMOTE THE QUALITY OF LNFE PROGRAMS SUPPORTED BY THE FONAENF

85. In order to ensure high-quality, effective programs, the FONAENF plans strategic interventions such as the following:

building traditional operators' capacity for intervention;

support from the FONAENF for the emergence of new operators in areas where their numbers are insufficient;

increasing the number of agents in basic education districts (CEB), the provincial literacy and basic education departments (DPEBA), the regional literacy and basic education departments (DREBA), and the central departments in charge of LNFE.

86. LNFE will take root in all the departments and villages of Burkina Faso by means of partnerships to be established with the MEBA technical services, the operators and the other sector services that are active in the countryside (agriculture, animal resources, environment, etc.), rural government, business, etc. The quality will be improved through research and innovations as well as by building the capacity of the agents working in the literacy services (training and in travel resources).

87. Finally, the FONAENF will develop partnerships with government bodies, resource institutions and LNFE researchers for the initial training and supervision of basic educators, to develop and disseminate instructional materials, and to provide assistance to the FONAENF on any issue related to the quality of training programs.

88. Improving the quality of training programs should lead, among other things, to an increase in the transition rate of learners in initial literacy (IL) to additional basic training (ABT) from the current 50% level to 70% by 2015, as well as to a decline in the level of wastage (dropouts, repetition, etc.) of ABT learners from the current level of 30% to 15% by 2015. Building the capacities of LNFE players should be expressed in the organization of educational sessions in planning and in the monitoring-evaluation of FONAENF agents, operators, and government officials, and in support for the creation of a dynamic framework for formal and informal meetings (consultation framework, forum, etc.). This also requires a communications system enabling the FONAENF and its partners to inform each other about ongoing programs.

89. In order to maintain its light structure as a financial instrument, the FONAENF will take charge of building the capacities of the operators and government services and the monitoring-evaluation of programs, in cooperation with its partners.

9.6. LESSONS LEARNED AND CHALLENGES

90. The following lessons have been learned through setting up the FONAEF and carrying out its activities:
- The need to better organize on a consensus basis the strategic vision of the FONAEF and its partners with regard to LNFE, hence the effort to draw up a medium and long-term strategic plan (2006 - 2015) adopted by the FONAEF bodies;
 - The need to make LNFE teaching materials available and accessible in order to ensure high-quality LNFE activities;
 - The need to build the capacity of players in the field with respect to financial management and accounting, monitoring-evaluation of activities, analysis and selection of funding requests, etc., in order to enable the various players to carry out their tasks and responsibilities effectively within the “faire-faire” strategy framework. This requires support from the FONAEF through a cooperative capacity-building structure;
 - The pressing need to develop an LNFE database starting from a less expensive, effective monitoring-evaluation system;
 - The need to strengthen partnerships between the various services involved in the “faire-faire” strategy.
91. Among the main challenges that the FONAEF must meet in order to develop high-quality literacy and non-formal education programs, there is the need to overhaul the curricula to adapt them to the learners’ concerns, to ensure the qualification of the coordinators, literacy instructors and supervisors, and to build the capacity of government agents in order to ensure quality monitoring and control. There is also a need for the certification of the training provided so that the literate person becomes a genuine actor in development and change. Mobilizing financial resources on a sustainable basis to increase training supply and access also represents a challenge. The FONAEF must also strive to provide geographically proximate services by decentralizing some of its structures to lower levels. Finally, there is a need for post-literacy support so as to avoid the return of illiteracy.

10. CONCLUSION

92. It is necessary to affirm the relevance of the decision to create the FONAENF at the National forum on literacy and non-formal education (September 1999). The FONAENF has been an effective instrument for implementing the “faire-faire” strategy and developing a partnership dynamic for the growth of literacy and non-formal education. During its three years of existence, the FONAENF has made significant achievements, and its experience has revealed lessons that have led to significant advances for non-formal education in Burkina Faso.
93. To be effective, the “faire-faire” strategy also relies on building the capacity of all those active at every level. The FONAENF also gives particular emphasis to capacity-building with the help of competence centers, whenever necessary.
94. The FONAENF has developed a strategic plan (2006-2015) in order to organize its vision and its activities, which, as it is implemented, should enable the FONAENF to meet the expectations and challenges related to the expansion of quality literacy in the service of the fight against poverty.

Table 1: The achievements of the FONAENF

| DESIGNATION | 2002-2003 | | | 2003-2004 | | | 2004-2005 | | |
|--------------------------------|---------------|--------|--------|---------------|--------|---------|---------------|--------|--------|
| | TOTAL | WOMEN | MEN | TOTAL | WOMEN | MEN | TOTAL | WOMEN | MEN |
| Number of IL ABT centers | 1210 | | | 2822 | | | 4757 | | |
| Number of IL enrolled | 31,639 | 19,309 | 12,330 | 55,280 | 33,247 | 22,033 | 89,084 | 54,662 | 34,422 |
| Number evaluated IL | 28,024 | 17,216 | 10,808 | 45,763 | 27,754 | 14,320 | 78,951 | 49,201 | 29,750 |
| Number admitted | 20,485 | 11,927 | 8,558 | 34,402 | 20,082 | 14,320S | 62,695 | 37,867 | 24,828 |
| Success rate | 73.09 | 69.27 | 79.18 | 62 | 60 | 65 | 72 | 69 | 75 |
| Wastage rate | | | | | | | 28 | - | - |
| Female's participation rate | | | | | | | 61.36 | | |
| Number of ABT enrolled | 7863 | 4146 | 3717 | 22,022 | 12,856 | 9166 | 33,997 | 19,637 | 14,340 |
| Number of ABT evaluated | 6678 | 3483 | 3195 | 18,514 | 10,480 | 8034 | 29,848 | 17,212 | 12,636 |
| Number of ABT admitted | 5859 | 2947 | 2912 | 34,402 | 20,082 | 14,320 | 26,462 | 14,885 | 11,577 |
| Success rate | 87.73 | 84.61 | 91.14 | 73 | 69 | 79 | 78 | 76 | 81 |
| Wastage rate | | | | | | | 22 | | |
| Female participation rate | | | | | | | 57.8 | | |
| Number STT enrolled | 2045 | 1416 | 689 | 2181 | 1090 | 1091 | - | - | - |
| Number A3F CMD enrolled | 52 | 43 | 9 | 1139 | 427 | 712 | - | - | - |
| Number of benefiting operators | 91 | - | - | 174 | - | - | 239 | - | - |
| Financial amount raised (CFA) | 1,396,067,980 | | | 2,865,906,470 | | | - | | |
| Financing of operators | 600,000,000 | | | 1,280,413,592 | | | 2,035,000,000 | | |

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