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Effective Literacy Programs

Parallel Session A-4

**Mobilizing Resources and
Capacity Building: Improving
Program Cost-Efficiency**

Costs and financing of Literacy in Senegal

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DRAFT**

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ACRONYMS AND ABBREVIATIONS

ASPA: *Association Sénégalaise pour la Promotion de l'Alphabétisation* [Senegalese association for literacy]

CIDA: Canadian International Development Agency

CNRE: *Centre National de Ressources Educationnelles* [National center for educational resources]

EFA: Education for All

GTZ: *Deutsche Gesellschaft für Technische Zusammenarbeit* [German cooperation]

IDA: International Development Association

MSFE: *Modèle de Simulation Financement en Education* [Financing simulation model for education]

NEPAD: New Partnership for African Development

NGO: Non-Governmental Organization

PAIS: *Programme d'Alphabétisation Intensif du Senegal* [Intensive Literacy Programme in Senegal]

PAPA: *Plan d'Appui aux Projets d'Alphabétisation* [Support Programme for Literacy Projects]

PAPF: *Projet Alphabétisation Priorité Femmes* [Women's Priority Literacy Programme]

PDEF: *Programme décennal de l'Education et de la Formation* [10-Year Education and Training Programme]

POBA: *Plan d'Opération et Budget Annuel* [Annual budget and operations plan]

PRSP: Poverty Reduction Strategic Paper

INTRODUCTION

The non-formal education sector in Senegal was marked in the 1990s by major events and decisions:

- The Kolda Colloquium in 1993 and that of St. Louis in 1995 resulted in the definition of a national non-formal national education policy, and in the creation of a Ministry especially tasked with creating, coordinating and planning initiatives in this field;
- The adoption of the decentralization policy in 1996, which sanctions the transfer of literacy work to local administration, in order to give greater responsibility to the communities and simultaneously promotes development at the grass roots;
- The Forum on Education for All (EFA), held in April 2000 in Dakar and which, in line with the objectives of Jomtien, raised non-formal education to the rank of a priority in national education policy.

However despite the clear political will, the fact is that the funding of adult basic education always comes to compete with that of formal education. This competition, whose main referees are decision-makers with a formal viewpoint that is oriented solely to schooling at the expense of community development, has not always favored greater attention to literacy within the education sector. It is the Jomtien Conference in March 1990 that broke the formal education monopoly, placing greater and greater emphasis on non-formal education. Interest in the literacy sector grew for instance through the increasing interventions of development partners, who answered the call of the international community by registering this type of education among their priority actions. More and more funding was injected into a sector that has often subsisted on charity. This is why non-governmental organizations and other representatives of civil society that have re-branded themselves as literacy operators are increasingly specializing in anti-illiteracy programs. At the same time, people are becoming increasingly aware of the need to educate themselves, thus increasing a demand for non-formal education that is growing significantly as it follows demographic trends.

The literacy sub-sector, pillar of and rite of passage for local development and a cross-cutting field of activity in the fight against poverty, must face the financing question that is posed in terms of both volume and sustainability. Analysts agree in stating that the national plans of many countries give relatively trim resources to literacy, namely less than 1% of the education budget and an insignificant share of the national budget.

This is why, taking into account the expectations of literacy and its contributions to the building of human capital, a determining factor in reaching the millennium goals of Dakar 2000, of the literacy decade, and of the poverty reduction strategy, it is necessary for Senegal to give greater consideration to the financing and costs of literacy in order to find lasting answers to this complex issue.

Highlighting the problem should allow us to ask those pertinent questions without which any proposed solution would be inadequate. An overall sketch will subsequently be done in a diagnostic logic, in order to determine the strengths and weaknesses of the volume of funding, of the calculation of costs based on parameters used to assess the quantity and quality of educational services, and of the mechanisms of access to funding, assessment, and monitoring.

Based on the identified potential and constraints that support a determination of the level of subsidy needed for literacy, we will try to propose financing models that integrate strategies

for the generation and diversification of financial and material resources, key factors of success in terms of efficiency and sustainability, and the indispensable mechanisms and tools for proper and transparent management, all based on a program approach.

The interest of this study lies in the model's potential for replication, with a view to finding sustainable solutions on the sub-regional or African scale.

1- PROBLEMATIC

Developing countries continue to face the constraints of poverty, which greatly handicap their accession to sustainable development. This is why, since the 1990s, Senegal has taken the challenge and implemented a poverty reduction policy that is based on an integrated inter-sectoral vision and a program approach, elaborated in a Poverty Reduction Strategic Paper (PRSP).

In this context, the human dimension constitutes essential leverage in the fight against poverty. Thus human capital, as a driving-force for endogenous change and development, is greatly constrained in our country by the extent of illiteracy and its nefarious effects. Illiteracy must be eradicated in all its forms in order to ensure the blossoming of the potential, as yet undeveloped, that lies dormant in grass-roots communities. This growth would contribute to the latter's social, economic, cultural, and political liberation, with a view to their active participation in the crusade against poverty.

It must be acknowledged that in Senegal, despite the 40% share of the national budget allotted to education, the literacy sector enjoys less than 1% of this financial package for an adult illiterate population between 15 and 55 years of age estimated at over 3,600,000 people, the majority of them women. Nevertheless we note significant external funding, provided by various bilateral or multilateral partners. The analysis of current financing reveals enormous need, which would require the consolidation of progress made to date and the definition of innovative policies and strategies, for the sector's organization and the generation of credible and effective funding with which to support a significant contribution of literacy to the fight against poverty.

Financing literacy is about need but also the necessity to spend effectively those limited resources that are available. The constraints that burden the development of literacy in Senegal pertain to:

- i) Strong demand for non-formal education expressed by the population.
- ii) An inoperative follow-up and evaluation system, which should highlight the results and effectiveness of literacy programs funded in a context of delegation.
- iii) A weak command of unit costs.
- iv) Competition with other education sectors for appropriate and sufficient funding for literacy programs, and
- v) Increasing poverty which compels the population to meet their subsistence needs at the possible expense of education.

Yet the needs of Senegal with regard to adult education are not only enormous but also continue to grow. These needs are born of the following necessities: i) the development of human capital as an indispensable precondition of social progress and economic growth; ii) fighting illiteracy as a factor of individual and collective wellbeing; iii) demand for education, as it relates to demographic growth but also to the deterioration of enrolment rates in recent years.

In the case of Senegal, the constraints and needs are expressed in a context specific to the literacy sector, which is marked by the State's creation of mediating agents in literacy through: i) delegation, to service provider associations, of the management of literacy programs; ii) massive intervention of development partners on the ground; iii) variable unit costs from one project to another, and a weak command thereof; and iv) an increasingly expressed call for optimization in general, and for that of service providers in particular.

The analysis of strategies, sources, costs, and institutional mechanisms for the financing of literacy must be carried out in order to consider both its needs and constraints. What of financing literacy programs in the light of adult education and its place in sector-wide plans? Is there an indicative framework or a national simulation model for costs? If not, can this be done? What are the financing implications of a program-based approach, in other words how to oversee the transition from project support to budgetary support?

2- PURPOSE OF THE STUDY

In the context of the 2006 ADEA Biennale, this study of the cost and financing of literacy programs will highlight the lessons to be learned from this experience and the possibilities for its replication elsewhere in Africa.

The principal objective of this study consists in a diagnostic analysis of the policies and practices of literacy financing, in order to identify the ways and means of:

- 1- Optimizing the use of the resources allocated to literacy in Senegal;
- 2- Managing these resources efficiently and fairly in order to allow as many men and women as possible to benefit from them.

The study has the following specific objectives:

To identify and analyze the sources and mechanisms of funding in the sub-sector in order to determine the share of literacy in the overall funding of education and the volume of resources allotted to each category of expenses and unit costs.

To explore multi-partner initiatives that aim to develop resource-generation and diversification strategies, with a view to accelerating the implementation of policies supporting literacy, basic education, and adult learning.

To explore financing mechanisms in the context of a program-based approach and thus the transition from project support to budgetary support.

3- ANALYSIS OF COSTS AND FUNDING

The financing simulation model for education (MSFE) of The World Bank will be the analytical tool used to diagnose the financing of education in general and of literacy in particular. Regarding the simulation model and its use, it may be of interest to remind the reader what major decisions define the selection of financing based on a sustainable sector policy.

Several levels open to inquiry can be considered in the MSFE. For the purposes of this analysis, three avenues will be considered with regard to literacy.

3-1- The inter-sectoral approach: The priority given to the education sector by Senegal

This approach applies to the first level of choice that a country reaches in matters of financing its various development sectors. This 'inter-sectoral' decision affects the degree of priority assigned by a country to a given sector relative to its public resources.

In the case of Senegal, education receives 40% of the national budget since 2003 hence the priority status of this sector, given the State's ambition of sustainable development that rests on the building of human capital.

Sectors	Allocated Percentage of Budget
Agriculture, Farming, Fishing, Health, Sports, Culture, Environment, Defense, Police, Justice, Economy, Foreign Affairs, etc.	60%
Education	40%

3-2-The intra-sectoral approach: Differentiation between various levels and types of education

This approach constitutes a second level of analysis, and concerns the choices made by the State within its education sector, for instance between different levels and types of education. It is thus called here 'intra-sectoral'.

A combined analysis of the general policy document of the education sector and the annual budget and operations plan (POBA) provides information on the close, and even dialectical, relationship between the educational options at various levels and budgetary planning in terms of allocations on an annual basis. The analysis allows us to determine the order of priority of education's sub-sectors relative to the funds allocated to each one, the sources of financing, and the contribution of each donor.

The list below provides an illustration:

- Primary Education	31.97 %
- - Middle and Secondary Education	24.75 %
- - Technical and Vocational Education	2.13 %
- Higher Education	17.31 %
- Early Childhood Education	0.72 %
-Literacy	0.77 %
- Administrative Management	22.35 %
Total:	100.00 %

3-3- Financing through unit costs: The case of literacy

The third level translates to all levels of education and concerns the choice between the volume of resources allotted on average per learner and the total number of learners that could become literate (one hopes of course for optimal learning conditions and a maximal pool of beneficiaries), taking into account the choices made in item 3-2- above.

We should note that there are many possible ways to organize the provision of educational services and to distribute resources between elements such as the salaries and skills/training of teachers, class size, the availability of pedagogical materials for teachers and students, pedagogical support for teachers, student and systemic assessments, and administrative support.

The unit cost is an application of the third level. It consists in an averaged estimate of the fixed and variable costs needed to train a learner according to the objectives of a given literacy program. In the Senegalese context, it is obtained by the ratio of the cost of a sub-project to its number of enrolled students. The 'sub-project' is understood as a minimum unit of classes allowing the enrolment of a given number of learners. For example, a literacy class has on average 30 students (35 maximum, 25 minimum). The size of a sub-project is estimated at between 10 and 20 classes, for a population of 300 to 600 students. However,

new or emerging literacy providers could be assigned a quota of 5 classes relative to their administrative capacity, or could be offered a pairing with an experienced facilitator for training purposes.

The cost structure integrates the elements or parameters to be taken into account in the provision of educational services (all amounts are in CFA Francs).

COST STRUCTURE FOR NFE (ex PAPF), funded by the IDA for a sub-project of 10 classes with 3 cohorts of 300 students.

- 1- Training of personnel: 2,970,000 CFA Francs
- 2- Teaching and learning materials: 6,210,000
- 3- Equipment: 2,160,000
- 4- Follow-up & evaluation: 2,970,000
- 5- Salaries of personnel: 10,000,000
- 6- Operations: 540,000
- 7- Activities supporting sustainability: 800,000
- 8- Institutional support: 1,350,000

Total: cost of subsidy per learner: 30,000 + 2,500 (contribution) = 32,500

COST STRUCTURE FOR PAPA, funded by CIDA for a sub-project of 10 classes with 3 cohorts of 300 students.

- 1- Training: 194,000
- 2- Salaries of personnel: 2,190,000
- 3- Pedagogical materials and office supplies: 769,000
- 4- Textbooks: 744,200
- 5- Reading rooms: 150,000
- 6- Follow-up – supervision: 150,000
- 7- Evaluation: 500,000
- 8- Operations: 150,000
- 9- Institutional support: 9% of the cost

Total: cost of subsidy per learner: 15,000 + 2,500 (contribution) = 17,500

COST STRUCTURE FOR PAIS, for a sub-project of 10 classes with 3 cohorts of 300 students.

- 1- Training of personnel: 200
- 2- Textbooks and supplies: 1,136
- 3- Follow-up – supervision: 130
- 4- Operations: 3,833
- 5- Institutional support: 701

Total: cost of subsidy per learner: 6,000 + 2,500 = 8,500

ANALYSIS AND COMMENTS:

The average unit cost for a literate adult in Senegal is roughly 35,000 CFA Francs. Nevertheless, its level and structure vary from one project to another.

Example: according to the results obtained in 2000, the unit cost for training a student in the PAPF Project was 33,303 FCFA, of which 95.2% are direct costs, 3.1% capacity-building costs for providers, and the rest for printing and publishing. For PAPA, the global unit cost was 30,272 FCFA. The expenses directly linked to learning are about 91% and those linked to management 9%. This cost serves as a basis for calculating the subsidy for service providers and takes into account the particularities of the sub-project. After completion, a joint statement of financial closure allows the parties to determine efficiency in terms of cost relative to delivered educational products. This cost structure can be understood through its components, from which it is possible to calculate the standard budget for a functional literacy program.

Taken as a whole, the unit costs used in Senegal for the literacy sub-sector allow us to set the internal cost structure around seven major concerns:

- The use of quality staff in the field
- The consequent equipment of centers
- Buying basic office supplies
- Quality and quantity of training materials
- A permanent follow-up, supervision, and evaluation mechanism
- Management and operational costs
- Institutional support for capacity-building of service providers and/or beneficiary communities.

The analysis of the breakdown of literacy unit costs shows the predominance of personnel-related costs. The unit cost increases with the duration of training, and consequently the financing of short programs is more economical.

The specificity of the target and of the technical or operational themes developed may explain the high cost of training per student, and the limited demand entails an absence of economies of scale. Similarly, the standardization of unit costs regardless of scale makes related savings impossible. As a result, at the national workshop organized by Senegal in the context of drafting the action plan for the Literacy Decade it was noted that the unit costs should reflect the capacity of the country. As such the former should be modulated relative to the diversity of supply and the nature of demand, while also determining a basic cost.

3-4- Volume and sources of literacy financing

Over the last five years, just for information and without having all contribution details available, we shall take into account here the principal funding sources.

3-4-1 Domestic funding sources:

a) State budget:

Funds going to local administration annually: 159 million CFA Francs for the State's PAIS.

Annual budget for existing projects: 50 million FCFA.

b) Family contributions:

Community participation: 2,500 FCFA per student.

c) Other sources: sector projects within the technical Ministries (and those for Fisheries, Farming, Social Development, Agriculture etc.), the development agencies (SODEFITEX, SODEVA, SAED etc.), and national NGOs. Financial data is not available.

3-4-2 Foreign funding sources:

a) Bilateral and multilateral cooperation for the decade 1995-2005:

-World Bank: 12.6 billion FCFA

-CIDA: 13.6 billion FCFA

-GTZ: no data available

b) Other sources: not identified

In Senegal, the Government allocates 0.77% of its budget to literacy-related spending, of which 0.31% goes to running costs. State funds are also allocated to the different State projects funded by technical and financial partners, in addition to the provision of management personnel, overall administration of the system (*Cabinet*, National Directorate), and bodies charged with follow-up at the grass roots.

Observation 1: The major share of State funds goes toward management, and only a tiny part is reserved for actual literacy activity: the emphasis is laid on operations.

Observation 2: The funds coming from financial partners amount to over 26 billion CFA francs (from 1995 to 2005) and are used mostly for the learning process. This amount was provided principally by The World Bank, to the tune of 39%, CIDA with 47%, and the German Cooperation (GTZ) with 14% (with a focus on investment).

Observation 3: The private sector and local administrative authorities are almost absent as financing sources.

The technical and financial partners contribute unevenly to the financing of literacy. We note also the weak contribution of NGOs, which confirms that their main role is the provision of educational services and not their financing. Investment expenses in literacy are mostly funded with public funds for development, which also contribute in a non-negligible manner to the running costs of the literacy sub-sector. The analysis of this situation allows us to say that literacy activities rely strongly on foreign funding and that they risk disappearing without external subsidy. This is why it is currently fundamental that the question of financing be raised at the highest level. Is there genuine political will among our governments to actually support literacy, considering the low level of resources allocated to this sector?

Should the State be the main source of financing in a context of limited resources and decentralization? What role should the local level and the private sector play in the financing of literacy activities? In the context of diversification in the supply of education, what is the volume of resources to be gathered in order to meet demand? How to divide resources so as to guarantee a balance between the expense categories related to access to, quality, and management of literacy activities? What coordination and synergies should be developed given the multiplicity of resources coming from almost all sectors in parallel?

It is undeniable that in order to guarantee equal access to education, that is to say to a basic education of quality for all, an important place will have to be given to non-formal basic education, hence the need for substantial financial resources. To this end, we will have to rely more and foremost on endogenous resources by identifying new sources of funding such as the private sector, the development agencies, patrons etc., through a tutoring or sponsoring system with a significant social marketing network. Non-governmental actors should be able to enlarge their access and seek greater resources; one way of doing this would be to set up special mechanisms of additional funding that could become a financing model.

4- PROPOSAL OF A FINANCING SIMULATION MODEL IN LITERACY

Financing can be understood as the totality of methods and means of settlement used in the execution of a project. It is also the assignment of necessary resources (funds) to a service or company. Most of the elements of this proposal are inspired by the financial simulation model proposed by The World Bank.

4-1- What factors combine for a most appropriate funding model?

The principal characteristic of the MSFE is the determination of factors that explicitly guide the evolution and operating relationships of the different scales considered. These factors identify the quantitative, organizational, and qualitative objectives of educational provision; they are consequently considered as parameters that will vary according to the policies that are followed. The operating relationships are for their part structural and represent a fixed part of the model.

First of all, it should be clear that the elaboration of a financing simulation model in literacy should only be considered *after* the performance of a sufficiently precise diagnosis of the situation of the education sector of a country. It is this analysis that will first identify the relevant structure to use (for instance, what structure of teachers to consider); it will also provide coherent data (this item should not be underestimated) regarding the different

variables included in the structure of the model for the reference year. It will inform finally the different potential relevance of the strategies to be considered for developing literacy in terms of quantity and quality in the various programs (what factors should have priority in improving the quality of literacy training, what choices should address the diversity of demand bearing in mind the diversity of objectives, is it desirable to review weightings in order to integrate and expand income-producing activities, what strategies and choices between quantity and quality of literacy development regarding rural or suburban areas, what preferences between general functional literacy and the integration of a professional dimension?).

4-2- At the crossroads of supply and demand

It should be stressed that a simulation model, by its very nature, has an obvious tendency to align itself with the supply side of education. Yet empirical analyses of educational systems unambiguously show two very important elements.

The first is that the provision of educational services occurs at the intersection of supply and demand factors, and that if constraints exist on the supply side, some may also exist on the demand side and should not be overlooked. For example, weak literacy rates can just as well result from a situation where there is potential educational demand but insufficient supply, as one where supply exists but does not meet sufficient educational demand. Only a prior analysis can clarify this matter by examining whether it is relevant, in addressing the problem, to modify certain characteristics of supply or to intervene more directly on the demand side. This will have obvious consequences on the structure chosen for the model.

The second very important element to note is that the resources themselves, even if wholly sufficient, should be properly distributed among literacy centers and turned into learning results at the local level. Yet major progress remains to be made on both these levels. These management concerns will surely be addressed in the action plans once a global policy is established, but proper measures should nonetheless be taken for the necessary action in this regard to take place.

4-3- A fair marketing plan in the interest of adequate funding

4-3-1 Literacy is a noble cause worthy of investment

Literacy must be promoted and repositioned as a contribution to the achievement of the Millennium Goals, of Dakar 2000, of the NEPAD, and of the Poverty Reduction Strategic Paper (PRSP). Literacy is a local development agent for individual and collective community development, a productive agent in the agricultural, crafts, commercial (informal), and industrial fields for growth and competitiveness, and a 'responsible citizen' that promotes local change.

4-3-2 Literacy is a value-adding social enterprise

Literacy can be considered as a social enterprise whose profitability cannot be assessed in financial terms. The range of prospective interested parties shows a diversity of stakeholders who position themselves according to the interests and expectations that motivate their participation or contribution.

The value created by literacy mostly concerns the human component, which is a driving force of qualitative transformation of the individual and his/her community at the social, cultural, economic and political levels. Senegal, in its policy document and action plan drafted at the Saint Louis Colloquium in 1995, considers that basic education is a factor of social, cultural,

economic, and political liberation, and which therefore largely contributes to the development of democracy and to the exercise of conscious and responsible citizenship.

The creation of value can be appreciated according to the position of the interested parties, who each have particular expectations whose satisfaction depends on what is on offer and the relevant responses to it. For this reason or requirement, an incentive strategy for stakeholders is an essential condition for mobilizing national energies for the financing of literacy in the long term.

4-3-3 Reinforcement and diversification of funding sources

Clearly, some progress has been made regarding the financing of literacy. However all stakeholders agree that it remains insufficient, hence the need to tap as yet unexploited resources. This calls for a diversification and permanence of financing sources. This new orientation in the search of financing is rich in significance and constitutes an important point to be developed further in this study. Diversification will rely on innovative strategies allowing for investment in unexpected and resource-rich areas.

The diversification of funding sources must also be seen as indispensable to the provision of educational services, and not only from a monetary point of view. Material or in-kind contributions, human capital, and investments offering attractive rates of return all remain to be explored, on the basis of studies carried out seriously in order to banish any possible amateurism.

4-4- A sketch of acceptable cost: Structural elements

1-General basic data:

1-1 Duration of program in terms of:

- i. Number of hours
- ii. Number of months
- iii. Continuous or discontinuous system approach, in the form of sessions or levels

2-Sub-project personnel

2-1 Facilitator or literacy teacher:

-Monthly remuneration (salary)

-Professional training

- Initial training: duration
- Continuous training: duration

2-2 Supervisor

-Monthly remuneration (salary)

-Professional training

- Initial training: duration
- Continuous training: duration

2-3 Manager

-Monthly remuneration (salary)

-Professional training

- Initial training: duration
- Continuous training: duration

2-4 Coordinator (according to the size of the sub-project)

-Monthly remuneration (salary)

-Professional training

- Initial training: duration
- Continuous training: duration

3-Didactic material

3-1 For the trainer

- Documentation: reference manuals

- Management records

3-2 Collectively (for the class)

- Metric compendium,
- Chalk, bucket, reading room or library

3-3- individually (for learners)

- Reading, numeracy, and functional skills textbooks
- Notebooks, pencils, pens
- Calculators

4-Sub-project management activities

Follow-up and supervision

Internal evaluation

Administration: correspondence, reports, personnel management, meetings

Coordination of sub-project activities

5-Institutional support

6-Community participation

ESTIMATION OF FINANCIAL NEEDS:

Subsidy of the roughly 3,600,000 remaining illiterates in Senegal with a unit cost of 30,000 FCFA:

30,000 FCFA x 3,600,000 people = 108,000,000,000 FCFA

Management and other costs:

5% of the global cost = 5,400,000,000 FCFA

TOTAL ESTIMATION: 113,400,000,000 FCFA

4-5- Key factors of success

A) All expenses should support the achievement of results

Each expense category is justified by its relevance, objectives, and quantitative and/or qualitative indicators, hence the need to achieve said goals. This implies a rational, effective, and efficient use of means with an obligation of results and accountability. For a proper rationalization of the use of available resources, it is recommended to correctly assess the use of the funds received to date for non-formal education and

- To check the efficiency and rigor of cost controls made in the course of implementation.
- To establish a ratio system by setting a limit to each expense category not clearly related to the achievement of a quality program.
- To reinforce the coordination of interventions on the ground in the interest of proper harmonization and synergy of actions at the grass roots.
- To make the community the heart of the process by entrusting it with the management of those funds destined to its own training needs, and by allowing it to register its satisfaction with the services rendered by a facilitator, who thus becomes a full-fledged service provider.

B) Safeguard the trust of donors

Ensure the credibility of all actors through healthy, fair, and transparent management. The State must continue to plead with its Technical and Financial Partners to secure greater and greater resources to fund the non-formal education sub-sector, and for their part local administrative bodies should allocate substantial resources in their budgeting and seek financing themselves in the context of decentralized cooperation. The private sector should play an important role in the fundraising system by contributing for example to the construction or the equipment of centers, providing didactic or background materials, or direct financial support. In addition the participation of unions, political parties, patrons, NGOs etc. should be solicited in order to raise funds externally or obtain equipment and so on.

An increased involvement of communities in social mobilization and the search for funds is desirable, and the creation of taxes on all kind of entertainment and the organization of fundraising activities for literacy are both potential sources of funding that must be explored in order for us to secure resources that match our ambitions.

C) Reduce unit costs

A reduction of costs should be made, through enhanced competition in the selection of service providers, based not only on technical capacity but also on financial proposals in the case of those seeking service contracts to deliver literacy classes. Payment could be prorated to results, in terms of students' learning achievements.

D) Adopt a permanent funding approach:

Set up an Executive Agency with local-level representation. In order to arrive at a harmonization of programs, setting up an Executive Agency with a local presence should achieve a national consistency of both programs and unit costs. This Agency will support local administrative bodies technically and financially, in the latter's formulation and implementation of local plans to eradicate illiteracy. The delivery of high-performance educational goods: diverse and relevant supply.

E) Improving the internal efficiency of literacy classes

It has been shown that most promising approach is the inter-sectoral approach. This allows for the placement of literacy at the heart of development, from which it can build functional ties with other development poles. The synergy of actions occurs primarily at the grass roots, to the benefit of the community. Thus, the goals of poverty reduction, health, nutrition, and education are achieved with the necessary relevance and coherence. One of the positive effects of this approach is a decrease in the cost of literacy, as learners are spread across different related programs and follow-up is shared by all parties. Thus all sectors interested in literacy participate in subsidizing the global cost and this has a positive influence on the quality of the program developed.

F) Improving evaluation and follow-up systems

The 'delegation strategy', which delegates management to autonomous private entities, requires rigorous monitoring on the part of the administration in order to maintain the standards and quality of teaching but also compliance with the norms and judicious use of public resources. The organization of the bodies in charge of such follow-up must be reviewed, and adapted to the requirements of the latter's mandate.

5- MANAGEMENT OF FINANCING IN THE CONTEXT OF THE 'FAIRE FAIRE' STRATEGY' AND THE PDEF

A framework as above will be achieved through the establishment of the Senegalese association for literacy promotion (ASPA) and of the national center for educational resources (CNRE). Their management shall be based on a programmatic approach. On behalf of the Ministry and with the authority to act as a general contractor, an institution called an Executive Agency shall be selected and instructed to implement a plan for the mobilization and management of funds allocated to non-formal education. The Executive Agency must have the following characteristics:

- Legal status
- Expertise in managing small contracts and project implementation
- Technical (skilled and experienced personnel), financial (financial network and bank account), and logistical (means of transportation, functioning offices, and equipment) capacity
- Good knowledge and proven practice of the State's and its technical and financial partners' financial regulations

- Have available or propose local representatives for program management in the targeted areas
- Have governing bodies that are autonomous and bring together the State, civil society, and the private sector in a strong and inclusive partnership.

The Government, in agreement with its various partners, shall set up a fund, a foundation, or an association with the following characteristics:

- Administrative and financial authority
- It is administered by a representative administrative board where relevant Ministries, civil society organizations, program beneficiaries, local administrators, and the private sector all have a say according to an open format and the realities of the country (as in the case of Senegal with the establishment of the CNRE as a technical and financial Executive Agency)
- It is managed by a director appointed by the administrative board on the basis of competitive recruitment procedures
- At least three departments are generally in place: technical operations, administrative and financial management, and marketing and communications
- Its mission is to mobilize financial resources (State budget, contributions, credits, donated services or marketing products, investments with good returns) for the program and to manage them on behalf of the Government
- It applies streamlined procedures and ensures transparency and teamwork in financial management.

In the context of decentralization it is desirable to have local supporting funds, which can be supplemented from classical financing sources, endogenous sources, private sector resources, patronage, decentralized cooperation, and so on.

The financial Executive Agency shall have local representatives in order to manage its operations in the field. These local contacts will have the following tasks on site:

- Open local accounts for the Agency (if necessary)
- Organize at the local level the selection of requests for subsidy
- Enter contracts with the facilitators selected in that locality
- Make payments and control expenses
- Ensure the implementation and funding of follow-up and evaluation activities in concert with the local agents of the Ministry
- Raise funds at the local level
- Produce progress reports on the program
- Transmit to the Agency financial reports and progress reports for that locality.

CONCLUSION

This study on costs and financing is an interesting *problematic* and places us in an action research framework in search of concrete solutions to the problems of financing and costs regarding the delivery of literacy programs in proper quantity and quality. It brings together all literacy planning, teaching, learning, and management factors in a global and coherent vision of an effective and efficient system that would allow the education sector to address its marginalization.

Promoting a literacy financing simulation model is a key to success for literacy in the service of development, as it would support sufficient and appropriate funding based on demand and a healthy diversification of supply.