



**Association for the Development of Education in Africa**

**Biennale on Education in Africa  
(Libreville, Gabon, March 27-31, 2006)**

**Effective Schools and Quality Improvement**

**Parallel Session B-4**

**Reinforcing Capacity Building  
of Schools and Communities  
in view of Improving Student  
Performance**

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Restructuring and consolidating spaces for horizontal  
dialogue with a view to the contribution of parents'  
associations and local communities to the  
achievement of the EFA Goals

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*by Boubacar Niane*

**Working Document  
DRAFT**

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## Abbreviations

- AIF                      *Agence intergouvernementale de la Francophonie* (Intergovernmental agency of the Francophone countries and communities)
- AME                      *association de mères éducatives* (educational mothers association)
- ANAPECO              *Association nationale des parents d'élèves et d'étudiants du Congo* (National Parents' Association – DRC)
- ANPE – Niger        *Association nationale des parents d'élèves – Niger* (National Parents' Association – Niger)
- APEC                      *Association des parents d'élèves Catholiques du Congo* (Catholic Parents' Association – DRC)
- APEEC                      *Association des parents d'élèves et d'étudiants du Congo* (Parents' Association – Rep. of Congo)
- BEPC                      *brevet d'études du premier cycle* (primary education certificate)
- CARESCO              *Coordination des associations et réseaux de la société civile au Congo* (Coordinating Office for Civil Society Associations and Networks – Rep. of Congo)
- CBO                      community-based organization
- CDEPSCOFI          *Comité départemental des enseignantes pour la scolarisation des filles* (Provincial Women Teachers' Committee for Girls' Education)
- CNAPEP                *Conseil national des parents d'élèves du primaire* (National Parents' Council for Primary Education – Burkina Faso)
- CNEFA                      *Coalition nationale des organisations de la société civile pour l'Education pour Tous* (National Coalition of Civil Society Organizations for EFA)
- CNESCOFI              *Comité national des enseignantes pour la scolarisation des filles* (National Women Teachers' Committee for Girls' Education)
- DIB                      *Dynamique pour le développement intégré Bomoto* (Bomoto Movement for Integrated Development – NGO in the DRC)
- ESGAE                      *Ecole supérieure de gestion et d'administration d'entreprise* (Higher School for Company Management and Administration)
- FAPE                      *Fédération africaine des parents d'élèves* (African Parents' Federation)
- FAPED                      *Forum africain des parlementaires pour l'éducation* (African Forum of Members of Parliament for Education)
- FENAPES                *Fédération nationale des associations de parents d'élèves du Sénégal* (National Federation of Parents' Associations – Senegal)
- FENAPET                *Fédération nationale des associations de parents d'élèves du Tchad* (National Federation of Parents' Associations – Chad)
- FETRASSEIC          *Fédération des travailleurs de la science, des sports, de l'enseignement, de l'information et de la culture* (Federation of Science, Sports, Education, Information and Culture Workers – Rep. of Congo)
- GCE                      Global Campaign for Education
- IIRC                      Institute for International Research Consortium
- INGO                      international non-governmental organization
- MAT                      Ministry for Territorial Administration (Burkina Faso)
- ME/DPRE              Ministry of Education, Department of Planning and Educational Reform (Senegal)
- MEB/A                      Ministry of Basic Education and Adult Literacy (Niger)
- MEBA                      Ministry of Basic Education and Adult Literacy (Burkina Faso)
- MEBAM                      Ministry of Basic Education and Mass Literacy (Burkina Faso)
- MEPSP                      Ministry of Primary, Secondary and Vocational Education (DRC)

- MESSRS           Ministry of Secondary Education, Higher Education and Scientific Research (Burkina Faso)
- PDDEB           *Plan décennal de développement de l'éducation de base* (Ten-Year Plan for the Development of Basic Education – Burkina Faso)
- PROGES           *Projet de gestion des établissements scolaires* (School Management Project – Niger)
- RACEPT           *Réseau africain de la campagne pour l'Education pour Tous* (African Network for the EFA Campaign)
- RENATO           *Réseau national pour le suivi de l'atelier d'Oyo* (National Network for Follow-up to the Oyo Workshop)
- SNEN             *Syndicat national des enseignants du Niger* (National Teachers' Union of Niger)
- SYENTER           *Syndicat national des travailleurs de l'éducation et de la recherche* (National Union of Education and Research Workers – Burkina Faso)
- UNAPEL           *Union nationale des parents d'élèves de l'enseignement libre* (National Union of Parents for Open Learning – France)
- UNAPES-B         *Union nationale des associations des parents d'élèves du secondaire* (National Union of Parents' Association for Secondary Education – Burkina Faso)
- UNICEF           United Nations Children's Fund
- WG/NFE           ADEA Working Group on Non-Formal Education

## Executive summary

One of the conclusions reached by the 6th ADEA Biennial Meeting is that existing potential is insufficiently tapped and under-used. It is therefore important to open up new areas in which grassroots stakeholders such as parents' associations and CBOs can take initiatives and assume responsibilities in order to contribute to the achievement of the EFA goals.

This study attempts to meet this need, first of all by assessing the existing potential, that is, the stock of various capacities at the disposal of such organizations. Analysis of the way they operate and the areas in which they operate made it possible to draw lessons from certain promising initiatives mounted by parents' associations and grassroots communities, with a view to outlining ways and means of taking them to scale, or at least of making them sustainable while at the same time expanding them.

Five of the 14 member countries of FAPE (Burkina Faso, Niger, Republic of Congo, Democratic Republic of Congo and Senegal) were visited for the purpose of taking observations in the field and conducting in-depth interviews. In addition to the information collected from appropriate operators, the analyses and assessments in this study draw extensively on a large number of research projects, publications and data sources concerning both the countries visited and other countries within the target region of Francophone Africa. Information on the situations and experiences of the countries not visited, collected at a workshop held to disseminate the preliminary report at the 3rd Congress of FAPE (5-8 July 2005), generally confirms the observations made and lessons learned in the countries that were visited.

Five years after the World Education Forum in Dakar, virtually all the Francophone countries of sub-Saharan Africa now have an EFA plan. Despite considerable progress, varying from one country to the next, the overall results are still fairly mixed, especially where quality is concerned, as shown by the conclusions of the "Dakar +5" forum held in June 2005 in Dakar. The scale of the challenges still facing sub-Saharan Africa is indicated by the finding of the *EFA Global Monitoring Report 2005*: "Thirty-five countries are far from meeting the goals, with EDI values below 0.80. Twenty-two of these countries are in sub-Saharan Africa" (UNESCO, 2005).

What are the niches (areas of concentration) in which the contributions of parents' associations and local communities can be of undoubted value? What situations, tools, resources and skills should the members of parents' associations and other community organizations have or receive in order to be effective?

Parents' associations have long been partners of African education systems, but they have not always had leading responsibilities, particularly in managing the pedagogical and administrative affairs of schools. The involvement of CBOs and other NGOs in improving education systems is a relatively recent development, but is gaining ground fairly rapidly. In any case, parents' associations and CBOs are demanding more responsibility with respect to the formulation, implementation and monitoring of educational development strategies. They have no intention of remaining confined to the sidelines of school systems (see the "Parents' Charter" and the Dakar Framework for Action).

Various types of grassroots organizations work with school systems. In addition to parents' associations, which are organized from the level of individual schools to national federations to sub-regional level (African federation), there are CBOs such as the educational mothers associations (*associations de mères éducatives*) in Burkina Faso, women teachers' committees in Senegal, school-community units or school management committees (*cellules école-milieu*), consultation committees or "tables" (*tables de concertation*), and coalitions of NGOs and CBOs at the national level (e.g. RENATO and CCEB) or continental level (RACEPT).

Clearly, the parental and community movement has potential in the form of human resources. However, this potential is not always put to use in a timely and effective manner. This is due to some extent to these associations' modes of organization, procedures and operational resources, as well as to the types of activities they are engaged in.

The majority of parents' associations have very few infrastructural and logistical resources, despite the financial resources that parents inject into education systems. The flow of information within local and national associations, as well as between national associations, is still inadequate, despite the existence of the newsletter *Nous les parents* and the "L'école des parents" project. NGOs and CBOs use more varied forms of mediation and a more pronounced grassroots approach, which gives them a higher profile than parents' associations.

The parental and community movement has developed a variety of forms of cooperative relationships that attest to its vitality. An analysis of these relationships reveals, however, that these organizations are in fact subject to domination in many respects, particularly with regard to school system authorities and the teaching staff in individual schools.

It emerges from the action plans analyzed and the activities identified that the parental and community movement has limited capacity for production and training. It is more inclined to engage in lobbying and social mobilization. Although its target fields of operation show a high degree of convergence with the main EFA goals, levels of achievement are still very low. The reason given is virtually always a lack of funding.

Parents' associations and CBOs do have comparative advantages, however, that allow them to exercise leadership at the local level. Among other advantages, we may mention their operational philosophy, which is based on solidarity, sharing and volunteer work. They are also closer to local cultures and customs, while their flexibility (in contrast to government services in general) makes it easier for them to adopt innovative approaches.

Parents' associations and CBOs have developed many grassroots initiatives that i) relate to post-conflict situations, ii) illustrate the beneficial effects of local community involvement (community schools in Burkina Faso and Niger, denominational school networks operating under agreement with the government in the DRC, program contracts in Madagascar) and of the empowerment of parents' associations (memorandum of agreement between the state and parents' associations in Chad), iii) involve support for disadvantaged population groups. All of these initiatives favor an enhanced role for parents, and for grassroots communities in general. In so doing, they make it possible for the local community to assume real ownership of its school, and as a result, they are showing encouraging results.

A number of illustrative cases show that the involvement and empowerment of parents and local communities have had a variety of beneficial effects. These cases may well be seen as



the building blocks, or at least the foundations, of a local civil service in the education sector, in a context of incipient decentralization and/or the aftermath of a social conflict. This role would primarily be based on i) the development of local human resources, ii) a common social background and commitment to the socio-cultural values of local communities, iii) sharing of values, experiences, resources, etc. Among other things, these initiatives have brought a) financial contributions on the part of the local population, allowing educational costs to be reduced; b) closer attention to children's schooling on the part of parents; c) better performance by teachers and pupils. These positive outcomes are certainly illustrative of an "economics of the mobilization and involvement of grassroots stakeholders". The involvement of local stakeholders brings substantial gains at little cost, among other things by generating value from local human resources, who are relatively available to share their knowledge, know-how and experience.

Many opportunities and favorable factors for maximizing and building on the achievements of promising grassroots initiatives, with a view to taking them to scale. The action plans of parents' associations, CBOs and NGOs are strongly consistent with the priority elements of the EFA campaign. Mobilization around a local leader and engagement based on shared values have proved to be motivating factors for both teachers and pupils. But it is necessary to ease the all-powerful grip of central government and of its local and regional arms. A reductive view of the concept of partnership in school affairs can cause frustration and/or withdrawal on the part of parents.

The parental and community movement could make an appreciable contribution to the achievement of the EFA goals via a three-pronged strategy: first, obtaining recognition of the legal status of parents' associations and CBOs in order to guarantee them increased independence, while sharply curtailing the powers of the school authorities; second, redynamizing provincial and national federations (an organizational overhaul and efforts to motivate local parents' associations), which requires greater professionalism on the part of coordinating offices; and third, forming broad local coalitions in support of school systems. These coalitions should increasingly become engaged in monitoring schools, with a membership broadened to include private enterprise and religious communities. This would shift the centers of decision-making power, if ever so slightly, or at least would rebalance the statuses and roles of those involved.

## 1. Introduction

In focusing its 6th Biennial Meeting (2003) on the theme “improving the quality of education in sub-Saharan Africa”, the ADEA sought to explore ways and means of maximizing the human, material, financial and organizational resources employed by African states, their development partners and grassroots communities to improve school system performance. The conclusions and recommendations that emerged from the meeting included the mobilization of latent resources for continual improvement of the quality of basic education in sub-Saharan Africa. In other words, it was considered that there was existing potential that was insufficiently tapped and under-used. It therefore became imperative to try to open up new areas for various grassroots stakeholders to take initiatives and assume greater responsibilities. This amounts to asking which conditions and factors of decentralization can encourage the mobilization and real involvement of groups such as parents' associations and other community organizations in efforts to achieve the EFA goals. In other words, we need to see how to identify and implement the basic principles of the productive, dynamic partnership that is needed between schools and their grassroots partners.

Among the conditions and factors of decentralization/devolution that could encourage genuine mobilization and involvement of parents' associations and CBOs for better school performance, several studies (see Biennial Meeting papers at [www.adeanet.org](http://www.adeanet.org)) have identified i) trust, ii) transparency in the decision-making process, and iii) ongoing social dialogue. Such positions could form the basis for an “economics of mobilization”, in the sense that the involvement of local stakeholders is strongly correlated with the emergence of “scholastic citizenship” (Niane, 2003b). In this regard, the *Fédération africaine des parents d'élèves* (FAPE), founded in January 1995 in Brazzaville with a membership consisting of 14 Francophone countries of sub-Saharan Africa (Benin, Burkina Faso, Cameroon, Central African Republic, Chad, Republic of Congo, Democratic Republic of Congo, Côte d'Ivoire, Gabon, Guinea, Mali, Niger, Senegal, Togo), is supposed to be a response and a tool for bringing about concerted management of schools<sup>1</sup>. Moreover, the conclusions of the September 1998 seminar on education for all organized by FAPE in Paris, with support from the World Bank, note the emergence of parents in particular as a source of leverage and, most importantly, as indispensable partners of any educational development in sub-Saharan Africa. The effectiveness and relevance of actions taken by parents' associations in general, and FAPE in particular, depend on how well organized and representative the parents' movement is ([www.adeanet.org](http://www.adeanet.org)). This is also true for local communities, which are increasingly taking an interest in their schools. But how does this expression of interest translate into reality? Although parents are now seen to be indispensable for effective school management, it is important to distinguish between parents and parents' associations, which are not necessarily indispensable to such a process. In other words, the school system has become a competitive arena in which a variety of stakeholders (parents' associations, CBOs, NGOs, etc.) are seeking to become the “spokespersons” of parents. The main question is, who will represent parents and promote their interests most effectively and efficiently: parents' associations, CBOs, or both types of organizations working in synergy?

This study attempts to answer this question, starting with an assessment of the potential, that is, the stock of capacity of various kinds possessed by parents' associations and other local operators in the Francophone countries of sub-Saharan Africa that work to promote education of good quality for all. The second step was to analyze these

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<sup>1</sup> The 3rd Congress of FAPE, held 5-8 July 2005 in Brazzaville, saw the accession of Mauritania as the 15th member.

organizations' modes of operation and fields of activity, in order to evaluate to what extent they are in keeping with, and relevant to, the main goals adopted by the Dakar Forum in 2000 for EFA in general, and more particularly the challenges identified by the *EFA Global Monitoring Report 2005*, which focus on quality. This made it possible, in a third step, to draw lessons from certain promising initiatives mounted by parents' associations and communities, with a view to outlining ways and means of taking them to scale, or at least of making them sustainable while at the same time expanding them

The general approach adopted has two main facets: a) an "institutional analysis" conducted through a diversified system for data collection and analysis; b) a "field analysis" approach emphasizing assessment of the implicit and/or explicit strategies of parents and communities (viewed as social agents), in a context where positioning and competition matter, and in which the principal aim is that of broadening access to and improving the quality of education.

The study is structured on the basis of seven main themes:

- 1) the main challenges facing basic education in sub-Saharan Africa five years after the Dakar Forum, particularly as regards quality;
- 2) the roles that grassroots stakeholders are expected to play in the management and improvement of school systems;
- 3) the socio-professional profiles of these stakeholders and the resources they possess;
- 4) their priority areas of activity (niches) and their achievements, which may lead to the development of a local leadership;
- 5) the capabilities and comparative advantages that allow them to do more, and do it better;
- 6) factors conducive to success or substandard performance with respect to expectations or plans;
- 7) ways and means of making good any shortcomings or dysfunctions.

In attempting to match supply to demand, particularly as regards mobilization of partners at the grassroots and promotion of quality in education, the aim was to detect differences, inconsistencies and areas of convergence that would allow us to identify the determining factors. The lessons learned about the organization, operation and initiatives of parents' associations and local communities made it possible to outline a framework for action that is liable to facilitate or increase the contribution of the parental and community movement to the achievement of the EFA goals in Francophone sub-Saharan Africa and elsewhere.

Five of the 14 member countries of FAPE (Burkina Faso, Niger, Republic of Congo, Democratic Republic of Congo, Senegal) were visited for the purpose of making field observations and conducting in-depth interviews with representatives of parents' associations, CBOs and NGOs, officials from the school authorities, elected officials, etc. (see Appendix 1). The analyses and evaluations presented in this study are based, in addition to this information collected from relevant stakeholders, on a wide range of research, publications, and data concerning both the countries visited and other countries in the target Francophone region. The discussions and exchange of ideas at a workshop held to share the findings of the preliminary report, at the 3rd Congress of FAPE, held 5-8 July 2005 in Brazzaville, provided a good deal of information on initiatives in the countries not visited. The situations and experiences of these countries generally confirm the observations made and lessons learned in the countries that were visited.

## 2. Progress toward EFA in Africa and new challenges

### 2.1. Mixed results

After the Dakar World Education Forum in 2000, the international community called on countries, particularly those of sub-Saharan Africa, to spare no effort to achieve a number of major EFA goals by 2015 (see Box 1). At the time, a broad consensus emerged as to the issues needing to be addressed. Five of these require special attention: i) access and equity; ii) quality, relevance and efficiency; iii) sharing of responsibilities; iv) resource mobilization; and v) the development of a new knowledge base.

Five years after the Dakar Forum, nearly all the Francophone countries of sub-Saharan Africa now have an EFA plan in keeping with this outlook. Despite considerable progress, varying from one country to another, the overall results are still somewhat mixed, particularly where quality is concerned, as indicated by the conclusions of the “Dakar +5” seminar held in June 2005 in Dakar.

#### Box 1: Six priority goals for EFA

- **Goal 1.** Expanding and improving comprehensive early childhood education, especially for the most vulnerable and disadvantaged children.
- **Goal 2.** Ensuring that all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to free primary education of good quality.
- **Goal 3.** Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.
- **Goal 4.** Achieving a 50% improvement in levels of adult literacy by 2015, especially for women.
- **Goal 5.** Eliminating gender disparities in primary and secondary education.
- **Goal 6.** Improving all aspects of the quality of education and ensuring excellence of all.

Source: *EFA Global Monitoring Report 2003-04*.

For sub-Saharan Africa as a whole, further efforts are essential. The *EFA Global Monitoring Report 2003-04* notes that: “No country from sub-Saharan Africa, the Arab States or South and West Asia (except Maldives) is close to achieving the goals.... Forty-two countries have EDI values between 0.80 to 0.94. Countries in this group are found in all developing regions and Central and Eastern Europe.... In most of these cases, there is low achievement across each of the EFA goals, implying multiple challenges if EFA is to be secured” (UNESCO, 2003).

The 2005 Report, which focused on quality, indicates that the countries of sub-Saharan Africa have obtained noteworthy results. As the statement from the November 2004 meeting of the High Level Group in Brazil points out, these results are the consequence of “strong political commitment and well-targeted investment programmes” (UNESCO, 2004). According to the High Level Group, this indicates that poverty (i.e. lack of resources) is not necessarily an obstacle to making appreciable progress toward EFA. It is indeed possible to

improve quality without excessive expenditure. Unfortunately, the Group notes, “massive education deprivation continues to be concentrated in sub-Saharan Africa, the Arab States and South and West Asia” (UNESCO, 2004).

Among the factors and conditions that can offer leverage to reverse this situation, we may mention at least three:

- Actual **learning time**, which should range from 850 to 1,000 hours a year. This requires not only that schools be relatively undisturbed by crises, but also that both teachers and learners attend school regularly.
- The choice of the **language of instruction** used in school has proved to be of the highest importance. It has been observed that initial instruction in the learner's first language improves learning outcomes, significantly lowering repetition and dropout rates.
- The quality and availability of **learning materials** (a shortage of textbooks may, for example, be due to the inefficiency of the distribution system) have a strong impact on the performance of both teachers and pupils (UNESCO, 2005).

## 2.2 Challenges to be met

The scale of the challenges still facing sub-Saharan Africa is indicated by the finding of the *EFA Global Monitoring Report 2005*: “Thirty-five countries are far from meeting the goals, with EDI values below 0.80. Twenty-two of these countries are in sub-Saharan Africa” (UNESCO, 2005). To meet these challenges, special attention should be given to certain aspects and categories of beneficiaries and/or actors in the school system. These include:

- a) the excluded and marginalized; vulnerable groups such as orphans and children with disability, for whom urgent measures are needed because they are often the groups most exposed to HIV/AIDS and child labor; and young girls, who continue to be enrolled in school less often than boys (UNESCO, 2004);
- b) children living in countries in conflict and post-conflict situations, who have the greatest need for education but whose environments are not conducive to effective learning;
- c) teachers, for whom structures for ongoing dialogue need to be created to promote the emergence of a culture of consensus conducive to improvements in quality; attention needs also to be given to improving their status, working conditions and career prospects, which would help to resolve the problem of departures;
- d) a perceptible increase in domestic resources.

This is the price that must be paid if one hopes to promote quality education, which is a source of creativity, “values for democratic citizenship and life skills, as well as knowledge and cognitive skills within a safe and learner-friendly environment” (UNESCO, 2004). To achieve this, it is particularly important:

- i) to increase and diversify domestic resources while promoting effective and efficient use of both these resources and those provided by external cooperation agencies;
- ii) to further step up collaboration with civil society, including NGOs, for the sake of greater transparency and accountability in educational management processes.

In relation to these multiple challenges, which do not conflict with the six main EFA goals, what should be the roles and responsibilities of parental and community organizations? What are the niches (areas of concentration) in which the contributions of parents' associations and local communities can be of undoubted value? What tools, resources and skills do members of parents' associations and other community organizations need to be effective?

### **3. Expected missions and roles of parents' associations and local communities**

#### **3.1 Parental and community organizations in education system management**

The parental movement in Francophone sub-Saharan Africa has a relatively long history, although it has only recently organized as a federation at the sub-regional level. The first national federations of parents' associations were formed in the early years of independence (1960), or even during the colonial period, as was the case in Senegal (1956). Parents' associations for individual schools appeared much earlier, of course, particularly in urban areas.

It goes without saying that parents' associations have long been the partners of African education systems. However, they have not always had leading responsibilities, particularly for managing schools' pedagogical and administrative affairs. Rather, their roles have been restricted to making financial and material contributions, or else to serving as a social interface to contain crises in the school system. In Niger, Senegal and many other countries in the sub-region, parents' associations do sit on school management committees, but these committees do little more than approve operational, equipment and infrastructure expenditures (see below). In view of the many challenges facing African schools, this passive stance must not be allowed to endure.

The involvement of CBOs and other NGOs in improving education systems is a relatively recent development, but is gaining ground fairly rapidly. In sub-Saharan Africa, it stems largely from the changes and restructuring in the social and governmental arena that occurred during the 1980s and 1990s as a result of the so-called end of the welfare state, which was itself due to the poor performance of the economic and social development policies adopted by governments. Stakeholders that had previously been confined to marginal positions not only acquired a sort of right of entry, but gradually became indispensable to public affairs in Africa, and the scope of their activities encompasses virtually all sectors of socio-economic, administrative and cultural life (Maradeix, 1990; Touré and Nangbe, 1998).

#### **3.2 The demand for greater responsibilities**

The challenges involved in achieving quality education for all in sub-Saharan Africa, as well as the main constraints identified (see above), argue in favor of a redefinition of the statuses and roles of schools' main partners, namely parents' associations, CBOs and NGOs. In any event, these organizations are demanding more responsibility and have no intention of remaining confined to the sidelines of school systems.

FAPE, for example, at the conclusion of its 2002 congress, wanted to strengthen its position by actually exercising the responsibilities that it considered essential for participatory promotion of EFA. The resulting "Parents' Charter" (see Box 2) calls for "greater involvement of the community of parents in the operation of the educational system in the context of a partnership that is cordial and well understood by all the different stakeholders". The resolution on EFA adopted by the FAPE congress "recommends commitment to achieving EFA on the part of all parents and their participation in school activities" (*Nous les parents*, No. 6, 2002).

**Box 2: Excerpts from the FAPE Parents' Charter**

**Article 8:** Parents have a responsibility to ensure regular school and university attendance by their children. They should therefore provide the minimum necessary for child care and development, in terms of nutrition, accommodation, clothing, care, and school materials. They should also maintain regular contact with teachers, school managers, guidance counselors, student bodies, and education professionals.

**Article 9:** Parents shall do everything possible to keep girls in school, under the same conditions as boys...

**Article 10:** Parents ... are duty bound to participate in the management and governing bodies of educational institutions. They should also take on the duty of helping to resolve conflicts in schools and higher education institutions....

**Article 12:** Parents ... shall within the limits of their resources assist the educational system materially and financially, to contribute to its renovation and smooth functioning.

**Article 15:** Parents ... have the right to express and to make known their views on the functioning, the weaknesses, and the strengths of the educational system.

**Article 16:** Parents ... shall have access to all information on the educational and training institutions attended by their children. They are entitled to be informed and consulted on the educational and career guidance of their children, and to participate in the formulation of the policies governing the running of institutions attended by their children.

Source: "Charter of Parents of Pupils and University Students", *Nous les parents*, No. 6, 2002

CBOs and NGOs constitute an integral part of civil society, and as such are calling with equal force for such empowerment. In this respect, the Dakar Framework for Action explicitly pledges to "ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development", since these civil society organizations are "in a good position to provide alternative services where state provision is absent or insufficient". When they are well informed about school issues, they can, thanks to their ability to spread and communicate horizontally at grassroots level, serve as watchdog and mobilizing force on many problems relating to the development of education systems ([www.dakar.unesco.org/efa/news](http://www.dakar.unesco.org/efa/news)).

## 4. Existing potential

The various groups active in school-related matters in the Francophone countries of sub-Saharan Africa are clearly important elements in any redefinition of the partnership system supporting schools. But are the resources and potential possessed by parents' associations, other civil society organizations and local communities judiciously used? To what extent can their structures, their operational procedures and resources, and their fields of action facilitate a reorganization of the management of African school systems?

### 4.1 Types of organizations and how they function

#### 4.1.1 Parents' associations

All member countries of FAPE have the same type of parents' associations, which consist of parents (direct ascendants or guardians) having one or more children who are or have been enrolled in a given school. There are also honorary members, supporting members and, fairly often, *ex officio* members (in this case, school principals). The organization chart of association officers is essentially the same in all locations and at all levels, from the local parents' association to the national committee. This is not very realistic and not always practical, considering that certain features are specific to local contexts. This bureaucratic formalism probably stems from excessive faith in the virtues of written by-laws, rules and regulations, the standard models for which are drafted by government officials. Associations must conform to this structure if they wish to be officially recognized.

The general process involved in establishing national federations is as follows: school-level parents' associations, provincial coordinating offices, regional coordinating offices, national office. In other words, members of the national executive body must be elected at the local level. All regions of a country are represented in the national executive bodies, although certain members are not really functional because of their distance from the capital city, where the national headquarters are located.

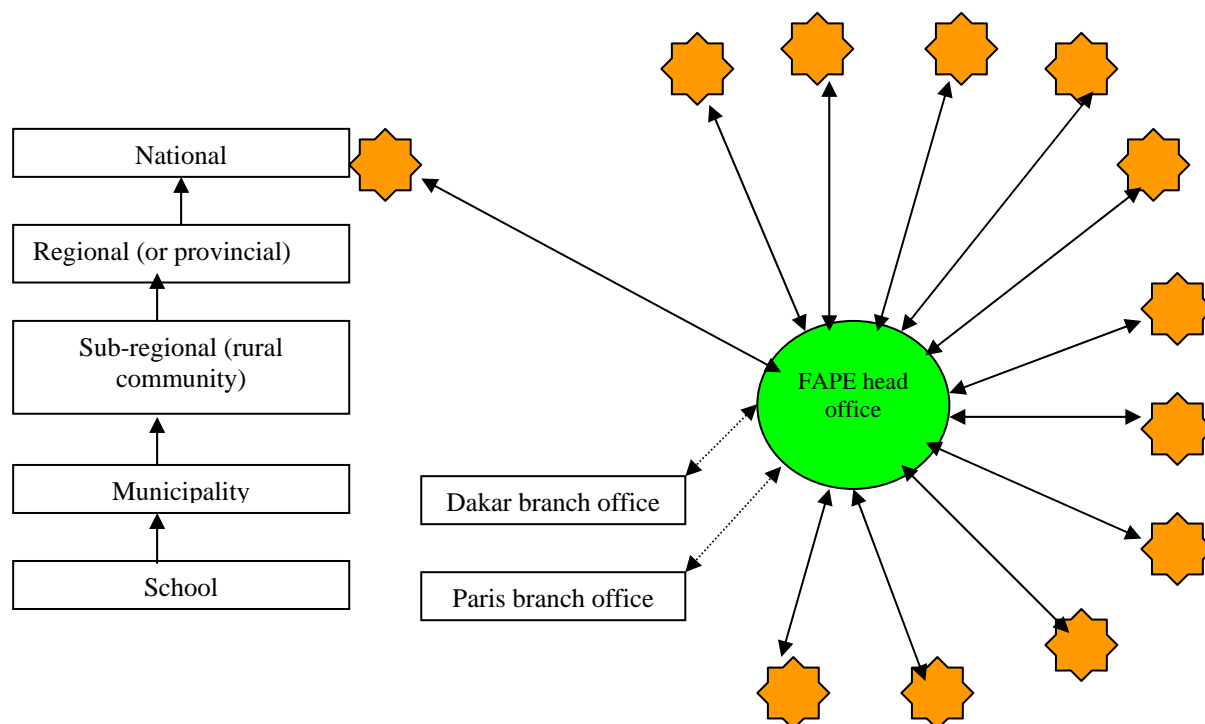
Although the federal structure characteristic of the national parents' associations and FAPE<sup>2</sup> arises from a concern for democracy and representativeness, it nevertheless has its limits. For example, where the coordinating office is relatively strong and local chapters are weak, it is difficult to have an impact on day-to-day matters, with the risk that representative functions will become the primary concern of associations. On the other hand, where the leadership is relatively weak, the work of the association receives very limited dissemination, which ultimately is a cause of frustration and disengagement on the part of local chapters and members (Niane, 2002). In Diagram 1 below, one can easily see the risks of lack of identification with FAPE or weak take-up of its instructions and objectives at the grassroots level (i.e. parents' associations of individual schools) if there are discontinuities in the hierarchical chain (shortage of information, institutional weakness, lack of expertise).

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<sup>2</sup> FAPE has had 14 members since it was founded in 1995. Its Board of Trustees has 12 members, and the Executive Committee, 8 members and 2 statutory auditors.



**Diagram 1: Hierarchical and functional relationships among parents' associations in Francophone sub-Saharan Africa**



To optimize the management of its “portfolio” of international partners and to mobilize and inform the national associations, FAPE has established two branch offices. The Paris office administers the FAPE Web site and serves as FAPE’s representative and facilitator with respect to various bodies (the ADEA, UNESCO, AIF, etc.). The Dakar office handles liaison between BREDA and FAPE, as well as a) publishing and distributing FAPE’s newsletter *Nous les parents*, b) collecting information from national parents’ associations and other organizations, c) compiling and updating databases on parents’ associations.

#### **4.1.2 Educational mothers associations and teachers’ associations**

A number of CBOs composed exclusively of women are active in Francophone sub-Saharan Africa, including the “educational mothers associations” (*associations de mères éducatives* – AMEs) in Burkina Faso, Senegal’s Provincial Committees of Women Teachers for Girls’ Education (*Comités départementaux d’enseignantes pour la scolarisation des filles* – CDEPSCOFIs), and Women Teachers’ Auxiliary Groups (*Amicales d’enseignantes*). The common feature of these organizations is their involvement in promoting girls’ access to education and their retention in school.

- **AMEs**

The AME initiative was launched in 1992 with support from UNICEF and the Burkina Faso education ministry, for the purpose of facilitating girls’ access, regular attendance and retention in school. The pilot phase lasted five years, with the initiative expanding from one province to 20 before full-scale implementation. All schools in Burkina Faso now have an AME. All members of these associations are women, and not necessarily teachers. The purpose of AMEs is to provide support for (or serve as a variant of) traditional parents’ associations. Their membership and structure are similar to those of parents’ associations. A national coordinating office is being formed. Missions from, among other countries, Côte

d'Ivoire, Benin, Chad, Niger, Mali, and Guinea have visited the AMEs of Burkina Faso, which suggests that this type of organization may spread to other countries.

- **CDEPSCOFI**

Following a forum on girls' education held at Fatick (a regional capital in Senegal), women teachers made a commitment to help take up this challenge. This led in 2000 to the establishment (with support from UNICEF as part of the Girls' Education Initiative in Africa) of a National Women Teachers' Committee for Girls' Education (*Comité national des enseignantes pour the scolarisation des filles* – CNESCOFI). This organization brings together some 30 provincial committees working on social mobilization and support for girls' schooling.

Women Teachers' Auxiliary Groups (e.g. in the Saint-Louis 1 and Saint-Louis 2 school districts in Senegal) are variants of CDEPSCOFIs. All of them work to promote schooling for girls, while at the same time providing leadership for women teachers and promoting their socio-professional advancement.

#### **4.1.3 School-community units**

School-community units (*cellules école-milieu*), or school management committees, bring together the teaching staff and local partners of a school. They exist in virtually all of the countries studied, though their status and roles vary from one country to another. Generally, they are assigned, among other missions, to formulate, implement, and monitor "school projects". However, teachers and principals play the leading role in these bodies, many of which, in the absence of broad-based participation, are confined to managing the funds raised by the partners of the school. There are virtually no federations of school-community units covering a given territory (rural community, province, or region). In other words, they do not form networks to facilitate exchange of experiences, develop synergies, etc.

#### **4.1.4 Consultation tables**

Most "consultation tables" (*tables de concertation*) were established under ten-year programs for education and/or national EFA plans. In addition to the education authorities, various partners of the education system participate in these bodies.

In Senegal, for example, the national consultation table is a component of the ten-year plan and is chaired by an NGO officer. It brings together many grassroots organizations, NGOs and professional organizations. Regional and provincial branches are under consideration.

In the DRC, a National EFA Consultative Board (*Conseil consultatif national de l'EPT*) was created by ministerial order in February 2002 as a framework for consultation and coordination of the actions of the various operators. Apart from the ministries concerned, the following organizations sit on the board: i) the National Network of EFA NGOs, ii) the Coordinating Office of the National Coalition of NGOs for EFA, iii) civil society organizations, iv) federations of parents' associations (MEPSP, 2004c).

#### **4.1.5 NGOs and coalitions**

Some NGOs and associations, which may or may not be members of school-community units, act in a relatively independent fashion in support of schools. This type of arrangement is very often governed by memoranda of understanding. At the national and sub-regional levels, there are groups formed for the purpose of lobbying in support of schools in general, and certain programs in particular.

- **ANCEFA**

The African Network for the Campaign for Education for All (ANCEFA), one of the most visible of these groups of activists, was established in the wake of the Dakar Forum in 2000. It has branch offices in several countries in the sub-region. In 2002, there were 23 national committees, in 12 Anglophone countries, 9 Francophone countries (Niger, Senegal, Mali, Chad, Burkina Faso, Benin, Congo, Togo and Madagascar) and 2 Lusophone countries.

These branch offices bring together a number of associations that varies from country to country: Republic of Congo, 31; DRC, 45; Senegal, 100; Burkina Faso, 60; Cameroon, 61; Mali, 152; Niger, 152 ([www.ancefa.org](http://www.ancefa.org)). In the Francophone countries, teachers' unions have been somewhat reluctant to join ANCEFA, in contrast to the Anglophone countries where ANCEFA has a presence.

ANCEFA has a federal structure with a collegial leadership style. The executive committee appoints the regional coordinator, who is based in Dakar. The national committees in a given sub-region select a moderator, whose responsibilities include consolidating the opinions and suggestions of the national bodies.

- **RENATO (Republic of Congo)**

The National Network to Follow Up on the Oyo Workshop (*Réseau national pour le suivi de l'atelier d'Oyo* – RENATO) was established in April 2003, following a workshop on Congo's school system held in Oyo with the participation of NGOs, associations, foundations, heads of private and public companies, and development partners such as UNICEF. Its aim is “to provide each learner and/or teacher with a seat (twin desks, chairs or desks) and access to individual and collective learning materials, provide in-service training for teachers, and enable children in difficult circumstances to go to school or back to school” (RENATO, 2003a, 2003b). Among other fund-raising actions, RENATO gives priority to advocacy, working with private firms and organizing revenue-generating activities. It has various bodies at national level: i) the General Assembly of Donors; ii) the Executive Committee (19 members); and iii) the Technical Committee (5 members and a technical assistant). At local (provincial) level, the focal point is the interface between the national level, the province and individual districts.

- **CCEB (Burkina Faso)**

The Coordinating Committee of NGOs for Education (*Comité de coordination des ONG intervenant dans education* – CCEB) has a membership including 25 associations and national NGOs and 11 international NGOs. Fourteen other organizations are either not up-to-date members or are in the process of joining. In addition to the national coordinating office, there are provincial and district-level bodies. The role of the CCEB is “to optimize consultation and coordination among NGOs and associations working in the field of formal and non-formal basic education in order to encourage and enhance their contribution to improving the educational situation in Burkina Faso” ([www.faso-ong.org/cceb](http://www.faso-ong.org/cceb)).

Though not complete, the list of coalitions of NGOs and associations working for education provided in Box 3 gives an idea of the potential which, if tapped effectively, could undeniably help to improve learning conditions in the schools of the countries concerned.

**Box 3: Potential that can be tapped for EFA**

- **Burkina Faso:** CCEB
- **Niger:**
- **Republic of Congo:** RENATO
- **DRC:** National Council of Development NGOs (*Conseil national des ONG de développement – CNONGD*), Consultative Council of Civil Society of the DRC (*Conseil consultatif de la société civile de la RDC – CCSC*)
- **Senegal:** CONGAD
- **Mali:** CAFO

Sources: [www.societecivile.cd](http://www.societecivile.cd); [www.faso-ong.org/cceb](http://www.faso-ong.org/cceb).

To be sure, all of these organizations (parents' associations, CBOs, NGOs, etc.) receive many requests from schools for various types of support, but they are far from being sufficiently involved in the daily management of school affairs, particularly where teaching methods are concerned.

## 4.2 Resources available

### 4.2.1 Profiles of the main stakeholders

Parents' associations unquestionably have a sizeable stock of human resources available, but these resources are not always mobilized. The socio-professional profiles of the leaders of such organizations are fairly diverse, with former government employees predominating. And regardless of their social and occupational backgrounds, leaders of parents' associations are to some degree public figures. A very high proportion of them are advanced in years.

Table 1 shows that the proportion of women in governing bodies is rather low. A similar situation prevails in the membership of local general assemblies.

**Table 1: Proportion of women in executive bodies of several national federations of parents' associations**

Organization	Total membership of executive body	No. of women	Remarks
ANPE – Niger	88	6	Including two women teachers
CNAPEP – Burkina Faso	20	2	
UNAPES – Burkina Faso	12	0	
APEEC – Rep. of Congo	23	0	2 women, 5 statutory auditors
ANAPESCO – DRC	20	2	1 deceased, 1 abroad
FENAPES – Senegal		4	
Togo	5	0	
Rep. Guinea		1	
Gabon	1	5	
Chad	9	1	
<b>FAPE</b>	9	0 <sup>3</sup>	

Sources: Documents provided by national parents' associations; [www.resape.net](http://www.resape.net).

Another characteristic of parents' associations is that members of both local and national executive bodies stay in office for relatively long periods. Although this can be a sign

<sup>3</sup> At the conclusion of FAPE's 3rd Congress (5-8 July 2005), a woman was elected to the Executive Board.

of stability arising from trust in the leadership, it can also result in many forms of bias, which can lead to ossification and various functional problems.

In CBOs and NGOs, in contrast, turnover in the leadership is very high. The leaders of such organizations are also younger on average, and among other things possess social mobilization skills.

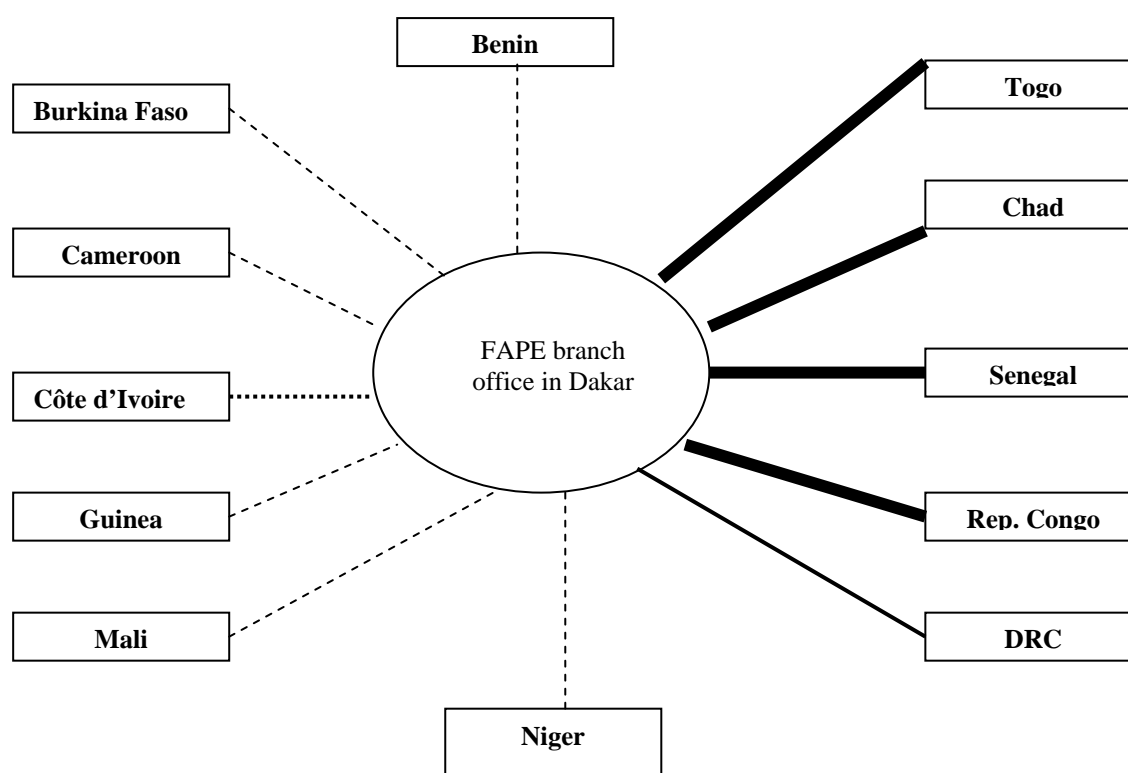
#### 4.2.2 Materials, infrastructure and communication

Most parents' associations are largely devoid of infrastructure and logistical resources, despite the funds that parents inject into education systems (see below). Virtually no national federations of parents' associations own the premises where their head offices are located. Rather, the premises are made available by government or through the support of development partners, or in some cases provided as a personal contribution by the chairperson or a few members.

National executive bodies have practically no logistical resources, and in particular lack means of transport for visiting local bodies to sustain their mobilization. Generally speaking, the bulk of parents' associations' operating costs are borne by the chairperson and/or a few members, with all the risks that this implies.

Information flows within and between local and national associations are still inadequate. The meetings required by their by-laws are held infrequently, although a few members may form an "active core" around the chair. As shown by Diagram 2, flows between the FAPE branch office in Dakar and the member national associations remain relatively light even though information and communication technology was made available (RESAPE, [www.resape.net](http://www.resape.net); [www.fape.net](http://www.fape.net)).

**Diagram 2: Information flows between the Dakar branch office and national parents' associations**



NB: The appearance of the connecting lines depends on the volume and frequency of communication between the branch office and national offices.

FAPE uses several other means of communication, notably the newsletter *Nous les parents* and the radio project “L'école des parents”. Only two issues of the semi-annual newsletter have been published to date, with a print run of approximately 5,000. Its penetration rate is still very low, and its publication calendar highly irregular. Its supply of articles is most inadequate, as the national parents' associations produce very little in writing.

In contrast, the use of radio in the “L'école des parents” project seems more promising, despite the mixed results of the project, which targeted Senegal, Burkina Faso and Madagascar<sup>4</sup>. According to FENAPES officials, the pilot scheme conducted in Matam (Senegal) with the community-based radio station “Tim Timol” had considerable positive impact. “L'école des parents” has four main objectives: i) to inform as many people as possible about the socio-economic advantages of educating children; ii) to help increase the qualitative component in educational demand; iii) to enhance parents' capacities so that they can exercise their educational responsibilities; iv) to provide effective support for reforms of education systems, particularly through information and awareness-raising campaigns (FAPE, 2002c).

CBOs and other NGOs are less numerous than parents' associations and undertake fewer activities on behalf of schools than the parents' movement in general, but they are becoming much more visible. Their communication policy is bolder, and they use more varied forms of mediation, with a more pronounced local approach.

#### 4.2.3 Financial resources

In almost every case, the rules and regulations governing parents' associations specifies how the financial resources derived from members' contributions should be distributed. For example, the bylaws of UNAPES-B stipulate that 5% of the contributions collected by local parents' associations should go to the coordinating offices, which in turn must hand over 10% of their resources to the national office, which in turn must meet its financial obligations as a member of FAPE. In Senegal, according to the *Analyse du secteur de l'éducation*, “Although households do participate occasionally in financing construction and school facilities, the bulk of their contribution falls under the heading of operating expenditure, through the payment of enrollment fees, tuition and transport costs, and the purchase of textbooks and school supplies.... According to Senegal's 2nd Household Survey, households spent 31.9 billion [CFA] francs on education in 2001, a sum representing 1.5% of their total expenditure and 1.6% of their consumption budget” (ME/DPRE, 2004).

Concerning the DRC, the World Bank status report on the national education system notes that “parents' committees in schools are now the most important organizations, because it is they who decide, in consultation with management boards, the amount of the ‘motivation costs’, a contribution by parents to teachers' compensation, which in fact constitutes the bulk of their pay; in addition, these committees are increasingly financing the construction of school buildings. A portion of the contributions paid by parents is reserved for the national organization” (World Bank, 2004).

According to an estimate by the finance ministry of Burkina Faso, reported by the leaders of UNAPES-B, parents injected over 1.3 billion CFA francs to Burkina Faso's education system in 2002. In Chad, parents' contributions amounted to over 48% of the central government education budget in 1997-98. In 2003-04, their contributions totaled 2.5 billion CFA francs, as against approximately 7.6 billion allocated by the central government

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<sup>4</sup> The project was implemented with technical support from the ADEA Working Group on Communication for Education and Development (COMED).

(Nadjilem, 2004b). The contribution made by parents is undoubtedly considerable in other countries of the sub-region as well. In Togo, each parent pays 1,500 CFAF a year at the primary level, 3,000 CFAF at the secondary level, and 5,000 CFAF for tertiary education. In Cameroon, the average is 3,000 CFAF per year.

If we consider the formal elementary education sector alone<sup>5</sup> and assume that for each child in school, the parent pays an average of at least 1,000 to 2,000 CFAF annually (in contributions to parents' associations, enrollment fees, etc.), we may estimate the funds provided by families at some tens of billions of CFA francs (not counting other expenditures for learning materials, school supplies, etc.). Yet, despite the above-mentioned regulatory provisions that allocate a percentage of these funds for the operating expenses of parents' associations, these associations have relatively little money at their disposition. In a good many cases, the principal officer, i.e. the chairperson, bears a large proportion of operating costs if the association receives no assistance from the central government or from development partners. This situation is largely due to the "take-over" of the affairs of parents' associations, or at least over the resources they generate, by the education authorities. Among other examples, the draft agreement between UNAPES-B and the education ministry concerning contributions to parents' associations offers an eloquent illustration of the risk that the school authorities will siphon off the resources of the parents' movement. The draft stipulates that these contributions are to be collected and "managed" by school principals. This leaves the door open for a number of problems, which were mentioned in several countries: diversion of funds to other objectives, misappropriation, etc.

It is a curious situation for an organization to generate financial resources and not be able to use them for its own operations. Moreover, this situation seems to affect not only parents' associations but the coalitions of NGOs and CBOs working with schools as well, since, despite the resources possessed by each of their constituent entities, these coalitions often find it difficult, for financial reasons, to operate independently. This explains their requests for funding from institutional partners. For example, the Partners' Consultation Table (*table de concertation*) in Senegal submitted a funding request to the Educational Planning and Reform Department, which is in charge of the ten-year educational development plan, to cover the cost of a secretary and the purchase of computer equipment. Partners such as parents' associations, CBOs and coalitions must not be relegated to the status of mere subordinate organizations taking a sort of "commission" on the funds they raise.

### **4.3 Working and cooperative relationships**

The parental and community movement has developed a variety of forms of cooperative relationships that attest to its vitality. An analysis of these relationships shows, however, that in many respects it is somewhat subject to domination by its partners.

#### **4.3.1 With the school system authorities**

In the main, parents' associations and school authorities have formed fairly stable working relationships. Parents' associations have seats on various committees and bodies (management committee, consultation table, consultative bodies, etc.). Some even have representatives to institutions such as the Economic and Social Council (Burkina Faso, Republic of Congo, DRC, Senegal, etc.). The establishment of CDEPSCOFIs in Senegal, for example, is fostering relationships that strengthen governance at grassroots level. Indeed, inviting representatives of these CBOs to sit on provincial development committees for events promoting schools or the empowerment of women constitutes a recognition of their status as key partners. Several other examples could be given of participation by parents' and

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<sup>5</sup> In 1999, there were 220 million pupils enrolled in elementary and secondary education, according to the *Bilan de l'éducation de base en Afrique subsaharienne, 1990-2000* ([www.nesis.easynet.fr](http://www.nesis.easynet.fr)).

community organizations in development authorities and consultative bodies. Given the number of such institutions and their particularities, however, one must wonder whether parents' associations will always have the human resources needed for steady, effective participation.

Burkina Faso's order 91-133/MEBAM/MESSRS/MAT on the creation of parents' associations, which has not yet been repealed, illustrates the domination of parents' associations by the authorities, although it must be put into perspective as being the product of a certain period in the Burkina political and administrative system. Article 9 of this order stipulates that "administrative, teaching and support staff in service in the school are *ex officio* members". The order goes so far as to codify the distribution of the financial resources of such associations, despite their supposed independence, not to mention the imposition of standardized rules and regulations on all parents' associations. The case of Burkina Faso is far from unusual. School authorities, both central and local, are still all-powerful and dominant in their partnership relations with parents and communities.

#### ***4.3.2 With teaching staff***

The imbalance of power between the partners is also fairly marked in this case, although noteworthy efforts have been made in a few places to redefine statuses and roles. In other words, the presence of parents and CBOs in school management committees does not always mean that they are truly involved in managing the school's administrative and pedagogical affairs. They continue to be kept on the sidelines.

#### ***4.3.3 With trade unions and political parties***

In general, relations between parents' associations and unions are good, particularly since the former often intercede in strikes. Parents' associations are still relatively apolitical. Although some political formations have made attempts to co-opt them, these cases are rare. It goes without saying, however, that many officers of parents' association have political affiliations or are even political leaders.

#### ***4.3.4 With local authorities***

Although decentralization policies are in force in most of the countries concerned, genuine participation by parents' associations and CBOs in formulating local authorities' education policy is not yet accepted. These organizations are still confined to the sidelines of decision-making bodies, being mobilized and involved only when the need arises. In other words, they are not present at all stages. Fairly often, they are merely there for show, or to provide resources. This does not mean, however, that they are not working to secure a suitable position in social and school affairs.

#### ***4.3.5 With development agencies***

Virtually all national parents' bodies have formed partnership relations with development agencies. UNICEF and UNESCO in particular provide substantial support to the parental and community movement (see Boxes 4 and 5).

At the federal level, FAPE is also quite open to partnerships, as shown by the diversity of its cooperative relationships (Diagram 3). Obviously, effective and efficient management of such a network of partners requires considerable human and organizational resources.



**Box 4: Excerpts from the FAPE / BREDA memorandum of agreement**

- Within the framework of EFA follow-up, ensure that parents' associations attend national forums and that FAPE attends sub-regional and regional meetings
- Support the extension of FAPE's activities to other linguistic areas
- Allow FAPE to benefit from the opinions of BREDA's experts and facilitate its contacts with inter-governmental networks
- Printing and dispatching of the newsletter *Nous les parents* handled by BREDA
- Management of FAPE/UNAIDS contracts relating to HIV/AIDS preventive education

Source: *Nous les parents*, No. 5, Dec. 2001

**Box 5: Excerpts from the APEEC / UNICEF Congo agreement**

**APEEC commitments**

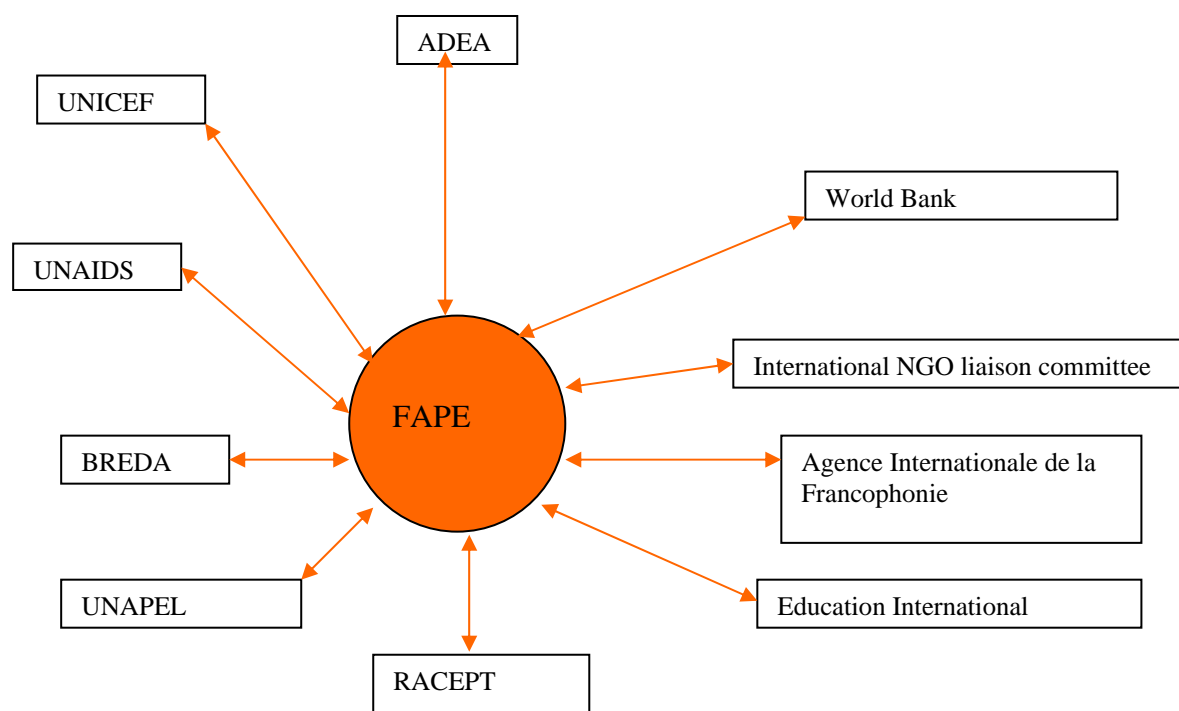
- Helping to implement the UNICEF country program
- Mobilization of educational communities

**UNICEF commitments**

- Helping with implementation of *L'école des parents*
- Enhancing the managerial capacity of national leaders
- Providing assistance for the education of children in difficult circumstances
- Supporting APEEC programs
- Renovating and equipping APEEC's headquarters

Source: Agreement dated 13 Jan. 2003

**Diagram 3: FAPE's network of partners**



Source: Based on report of FAPE activities in *Nous les parents*, Nos. 5-6, 2001, 2002.

Moreover, the same may be said with respect to local parents' associations. Even though Table 2 covers neither all of Senegal nor all the partnerships formed in the regions

concerned, it shows a very clear tendency to seek a diverse range of partners, particularly on the part of parents' associations and CBOs. This entails some risk of dispersion of effort, and hence of inefficiency. It is as if the main evaluation criterion were the number of partnerships formed rather than effective and efficient cooperation.

**Table 2: Network of partnerships in support of schools in three regions of Senegal (Kolda, Tambacounda, Ziguinchor)**

	Partners								
	Total	UN agency	National agency	Development company	NGOs	External cooperation	CBOs	Private companies	Projects
Parents' associations/CBOs	10	60%			20%	20%			
Liaison committees	30	6.7%	3.3%		26.7%	3.3%	6.7%		53.3%
NGOs	2				50%	50%			
Schools	3				100%				
Reg./prov. school inspectorates	7	14.3%	14.3%	14.3%	42.3%				14.3%
Total	52	17.3%	3.8%	1.9%	32.7%	7.7%	3.8%		32.7%

Source: Partnership identification records initiated by UNICEF Dakar.

## 4.4 Programs of action and achievements

It emerges from the various action plans analyzed (see Appendices 2-7), as well as the activities identified and reported on in the 2001 and 2002 issues of *Nous les parents*, that national parents' associations still do not have the resources needed to achieve their objectives. Although the areas targeted for action display strong correlation with the main EFA goals, levels of achievement are still very low. The reason given is almost always lack of funding.

### 4.4.1 Areas of concentration

As in the example of the Gounghin and P. Zinda Kaboré coeducational secondary schools in Ouagadougou (Box 6), all local parents' associations are called on to contribute to various aspects of school affairs. Some are truly an integral part of the school landscape. Depending on how active the local leaders are, parents' associations direct their efforts mainly to:

- strengthening relations between schools and the populace, in particular through school-community units or management committees;
- enrollment campaigns;

- the improvement of the learning environment (infrastructure, furniture, consumables, etc.);
- serving as a regulating influence in schools in order to prevent and/or ease conflicts and tensions.

All of these can only help to improve academic performance.

**Box 6: Achievements having a beneficial impact**

*Parents' association of Kounghin secondary school in Ouagadougou*

- Infirmary open to the local population
- A well that is made available to the local populations as needed
- A school canteen
- Construction of classrooms for the scientific option (series C)
- Improvement of working conditions (computers, fans, air conditioning, etc.)
- Recruitment of teachers handled entirely by the parents' association
- Financial incentive for senior teachers
- Library construction project (funds have already been appropriated)

*Note:* The school has 1,858 pupils, of whom 850 are girls.

*Parents' association of P. Zinda Kaboré secondary school in Ouagadougou*

Covers the cost of: parking costs for bicycles and mopeds, allowances for senior teachers, salaries of 10 short-term supervisory staff, two months' salary for short-term teachers, canteen fees for disadvantaged children, financial support for referred staff problems, etc.

Source: Interviews and visits to schools.

Table 3 presents the respective areas of concentration of national parents' associations, FAPE, lobbying groups, and national coalitions. All of these organizations engage in communication, advocacy, social mobilization, training and dialogue. For national federations of parents' associations, building the capacity of leaders and social mobilization are overriding priorities. Social mobilization is also a high priority for lobbying groups and FAPE. National federations and coalitions place more emphasis on action on the ground, in keeping with their status and roles.

By way of example, the two major programs of FAPE, aside from strong parental involvement in the fight against HIV/AIDS, are implementation of "L'école des parents" and take-up of the Parents' Charter by as many people as possible. As an example of a national organization, Burkina Faso's CNAPEP aims to make rounds of visits to mobilize, train and inform local leaders, to conduct a study on the impact of parents' associations on the country's school system, to acquire a head office and to hold regular meetings of its national-level bodies. According to the senior officer of this parents' organization, this program of activities is hardly carried out at all, owing to lack of funds. Funding requests submitted to donors have not yet borne fruit. It goes without saying that the CNAPEP is far from being the only organization in this situation. In other words, their plans are often merely wishes that are never fulfilled, and the reason is not a lack of will.

**Table 3: Types of activities planned**

	Information, communication	Creation and management of a library	Help with schoolwork	Compliance with teaching credit hour requirements	Supporting school system reform	School management	Regulation and mediation of school affairs	Construction, renovation	Improving the school environment	Social mobilization, advocacy	Building leaders' capacities	Acquisition of physical and logistical resources	Dialogue, cooperation	Studies, research
<b>Executive bodies of national parents' associations</b>	☒	☒☒	☒☒☒	☒☒	☒	☒☒☒	☒☒	☒	☒	☒☒☒☒☒☒	☒☒☒☒	☒☒	☒	
<b>Executive body of federal parents' association</b>	☒☒									☒☒☒☒☒	☒☒		☒☒☒	☒
<b>Lobbying groups</b>	☒☒☒☒									☒☒☒☒☒			☒☒☒	
<b>Local/national coalitions</b>	☒				☒			☒☒☒	☒	☒☒☒	☒	☒☒	☒☒☒	☒

Sources: Action plans of parents' associations and FAPE; *Nous les parents*, Nos. 5-6, 2001, 2002; [www.ancefa.org](http://www.ancefa.org); [www.faso-ong.org/cceb](http://www.faso-ong.org/cceb).

#### 4.4.2 Output of the parental and community movement

According to Coblenz, the viability and effectiveness of an organization depend on its ability to produce, to train and to facilitate. The more it is geared to consumption (instead of production), the less it will be a determining factor in its field of operation. To become and remain a provider of ideas and initiatives, it must have a stock of training that is constantly maintained and replenished. If the goods it produces are not put into circulation and traded, it will be difficult for them to acquire value and be improved (Coblenz, n.d.).

To be sure, a *Guide du responsable APE (Guide for Parents' Association Leaders)* has been produced, an information program ("L'école des parents") designed, and means of dissemination (*Nous les parents*, RESAPE) provided. The information presented in Table 4, however, shows that, with regard to Coblenz's three imperatives (produce, train, facilitate), both the national federations of parents' associations and FAPE display certain weaknesses. These are to be found more on the "reception" side than on the "transmission" side. The training component is still relatively weak, while facilitation (dissemination) would benefit from further development.

In the case of ANCEFA, the predominant activity is information/dissemination (of non-endogenous materials), although some training (see Bamako workshop on advocacy) is provided ([www.ancefa.org](http://www.ancefa.org)). A coalition such as the CCEB in Burkina Faso performs all three functions to a much greater extent. In terms of output (production), in the formal education sector there are school uniforms, classroom construction and equipment, provision of school supplies, textbooks and food, while in the non-formal sector there are literacy programs for young people and adults, particularly in African languages, as well as building on the endogenous knowledge of both parents' associations and the populace at large. The CCEB's training activity relates to building the capacity of members. The creation of a database and website come under the heading of facilitation (see [www.faso-ong.org/cceb](http://www.faso-ong.org/cceb)).

Clearly, the parental and community movement has its limits as regards the production and training functions. If it does not overcome these limits, it runs the risk of becoming weak and fragmented, and of being confined to a passive secondary role.

**Table 4: Activities conducted, 2001-02**

	Total number	Participation in seminar/ workshop on invitation	Executive committee meetings	Information and awareness-raising mission to parents' associations	Internal training seminar	Networked information system	Regulation and mediation of school affairs	Meetings with school authorities	Cooperation agreement	Public statements / Appeals	Mobilization and fundraising	Renovation of schools and facilities
<b>National exec. bodies of parents' associations</b>	48	43.8%	8.3%	4.1%	2.1%		8.3%	12.5%		8.3%	8.3%	4.1%
<b>FAPE</b>	18	61.1%	5.6%		11.1%	11.1%			5.6%		5.6%	

Source: "Echos des APE nationales" section, *Nous les parents*, Nos. 5-6, 2001, 2002.

#### **4.5 Weaknesses and comparative advantages of the parental and community movement**

Analysis of the structure and functioning of the parental and community movement, as well as its areas of operation and its achievements, reveals a number of strengths and weaknesses. Although they are in a position of inferiority in the arena of school management, parents' associations and CBOs are seen to be essential partners.

Parents' associations in particular form a social buffer between the authorities, teachers' unions and pupils. This means that they can potentially exercise leadership at the local level. The CDEPSCOFIs in Senegal constitute a good illustration of this possibility. These organizations are contributing to the emergence of a female leadership, owing in particular to their commitment to girls' education. In certain "pockets of resistance" to schooling in general, and to education for young girls in particular, their members are seen to some extent as models of social and occupational success (Niane, 2003c).

CBOs in general, and NGOs in particular, have adopted a philosophy of action based on solidarity, sharing and volunteer work. They remain close to local cultures and customs. "Owing to approaches that are attentive to the needs and living conditions of disadvantaged groups, these organizations have better access to the excluded and marginalized" ([www.dakar.unesco.org/efa/news](http://www.dakar.unesco.org/efa/news)). As a result, their work in favor of non-formal education programs and their support for community participation and the increased autonomy of native peoples can only be welcomed by the latter.

Another advantage of CBOs is their flexibility compared to governmental bodies in general. This stance makes it easier for them to adopt innovative approaches that give priority to a learning process (action research), which is necessary to the real take-up of the EFA goals.

In all the countries of sub-Saharan Africa, the number of CBOs, NGOs, and parents' associations that are joining forces in support of schools is rising steadily. By uniting so as to speak and act in concert, the parental and community movement is undeniably becoming a force to be reckoned with in national affairs, especially since it is establishing many forms of partnership relations with other national and international organizations.

The above-mentioned constituent elements of strong grassroots coalitions for EFA should not, however, mask certain limitations of the parental and community movement in support of schools. The actions of parents' associations are considerably under-appreciated, owing to these organizations' lack of visibility, in contrast to CBOs and NGOs. Another major handicap of the parental movement is its leaders' lack of capacity, particularly as regards the preparation, implementation, follow-up and evaluation of projects and work programs. In countries where traditional chieftains retain much of their influence, the prominence of the leaders of parents' associations can be a cause of bias, particularly as regards turnover in the associations' executive bodies. The appearance and actions of association officers should be more those of facilitators than of chiefs.

The information collected (see Tables 3, 4 and 5) tends to show that the areas of action preferred, consciously or unconsciously, by the parental movement are still infrastructure, equipment, and social mobilization. In other words, the movement needs to find ways and means of increasing its contribution to schools' pedagogical and administrative affairs. Similarly, the analysis of their networks of partners shows that these include virtually no private enterprises. This situation probably stems from the persistence of the notion of a "protected", rather inward-looking school system. The problem, however, is that the material and financial requirements of schools in sub-Saharan Africa cannot be met solely by government and by the traditional partners of the school system, namely parents' associations and CBOs.

**Table 5: Areas of partnership in support of schools in three regions of Senegal (Kolda, Tambacounda, Ziguinchor)**

	<b>Total</b>	<b>Infrastructure</b>	<b>Equipment</b>	<b>Learning materials</b>	<b>Canteen, health, school environment</b>	<b>Literacy, alternative model</b>	<b>Teacher training</b>	<b>Parents' association training</b>	<b>Social mobilization</b>
<b>Parents' associations/CBOs</b>	<b>13</b>	23.1%	7.7%		15.4%				61.5%
<b>Liaison committees</b>	<b>33</b>	51.5%	21.2%	15.2%	3.0%		3.0%	6.1%	
<b>NGOs</b>	<b>2</b>		50.0%		50.0%				
<b>Schools</b>	<b>1</b>					100%			
<b>Reg./prov. school inspectorates</b>	<b>3</b>	33.3%			33.3%	33.3%			
<b>Total</b>	<b>52</b>	<b>38.5%</b>	<b>17.3%</b>	<b>9.6%</b>	<b>9.6%</b>	<b>3.8%</b>	<b>1.9%</b>	<b>3.8%</b>	<b>15.4%</b>

Source: Partnership identification records initiated by UNICEF Dakar.

## 5. Promising experiences

Many grassroots initiatives have been mounted by parents' associations and CBOs. They i) relate to post-conflict situations, ii) illustrate the beneficial effects of community action in support of schools and real empowerment of parents' associations, iii) are concerned with support for disadvantaged groups. Although a proper evaluation of their impact will not be possible for several years, we can at least assess some of their effects.

### 5.1. Situation following social conflicts

Just after its independence in the early 1960s, the DRC (formerly Zaire) had enrollment rates in the vicinity of 100%. The following years brought violent and large-scale social conflict, however, in which the DRC school system inevitably suffered disturbances and poor performance, with two wholly lost years in 1990 and 1991. A great deal of school infrastructure was destroyed or damaged, and the supply of books and programs of instruction was grossly inadequate. The public finances were in such difficulty that the government could no longer pay teachers' salaries nor run schools on its own.

To enable teachers (still unpaid) to come to school, a parents' federation called ANAPECO launched an initiative in which parents covered the cost of transport for teachers. The "transport bonus" gradually gave way, thanks to the work of the Catholic church, to a much more substantial "incentive bonus" that "replaced" their regular salary, and we are seeing a gradual transition in which parents and communities are taking charge almost entirely of schools and of central and local education authorities (operating costs, upkeep, local recruitment of young limited-term teachers, etc.). Involvement on this scale did not fail to have a positive impact, particularly in terms of recruitment and retention of pupils (construction and renovation of schools, provision of books and learning materials, electrification, etc.). It also gave rise to a few distortions, such as the migration of teachers from rural schools to urban schools, where the bonuses are significantly higher.



After the civil war in the Republic of Congo, many parents were reluctant to send their children to school because of heavy damage to school infrastructure. With support from UNICEF, the national federation of parents' associations (APEEC) started a "re-enrollment" campaign under the slogan "Every child in school", which raised the enrollment rate by over 20 percentage points. Working with the French Cooperation Agency, the APEEC also experimented with distributing books for the first two primary grades through local parents' associations. The experiment brought a clear improvement in the availability of textbooks in schools. To cope with a shortage of teachers, parents' associations also initiated experiments in which short-term teachers from the local community were recruited and paid by parents. An example is the Makélékélé district of Brazzaville. Similarly, after the social conflicts of 1979 in Chad, approximately 63% of teachers were paid by parents.

## 5.2 Community involvement and empowerment of parents' associations

Local communities' involvement in schools can be assessed through the following examples: i) community schools in Burkina Faso and Niger, ii) denominational school networks operating under agreement with the state in the DRC, iii) program contracts in Madagascar. These initiatives have had a positive impact on the school systems of the countries concerned, helping to improve a number of indicators.

### 5.2.1 Satellite schools and bilingual schools

Satellite schools and bilingual schools are two types of community schools initiated in Burkina Faso as from 1995 with the support of UNICEF and other technical partners, notably NGOs and CBOs. Currently, there are about 230 satellite schools, which are "partial schools offering the first three years of elementary education, established in villages having no school to take in six- and seven-year-old children who, three years later, will enter the closest regular school, regarded as the 'parent' or 'host' school, which may be 3 to 10 km away". The main goals of the satellite schools are to: a) shorten the distance between children's homes and their school for the first three years; b) promote schooling for girls; c) increase enrollment rates; d) integrate the school into the community, which is responsible for managing its satellite school. Currently, 16,705 pupils, including 6,875 girls (41%), are enrolled in satellite schools (ADEA WG/NFE, 2003).

Bilingual schools, or non-formal education centers, "fully integrate instrumental learning in African languages, acquisition of knowledge and skills for life, and pre-vocational practical training linked to the area's specific needs and its capacity to provide such instruction". In 1995, there were 28 bilingual schools in rural and semi-urban areas, initially run by the state. By 2002-03, many other partners had invested in these schools, bringing their number to 60 (32 public schools, 25 private Catholic schools, 3 private non-denominational schools), spread over 19 provinces. Ten of Burkina Faso's 13 regions have bilingual schools, teaching in seven African languages and French. These schools have a total of 135 classes with 5,104 students, of whom 45% are girls. The system has 109 instructors (including 23 women), all of whom are native to the regions where they teach and hold of a basic education certificate (*brevet d'études du premier cycle* – BEPC); 30 supervisors to provide support to teachers; 109 master craftsmen; 91 technical advisors in agriculture and animal husbandry. Parents "participate in the affairs of bilingual schools through parents' associations: building infrastructure, developing the curriculum, recruiting students and organizing their school experience, assuming some teaching activities alongside the teachers" (ADEA/WGNFE, 2003).

It can thus be seen that the founding principles of satellite schools and bilingual schools are as follows:

- genuine participation of communities and turning their resources to account;

- a broad partnership between families, communities, NGOs, the state and international cooperation institutions;
- the democratization of knowledge through the integration of 9- to 15-year-olds who are out of school;
- acquisition of life skills to facilitate smooth integration into the local environment (see Tankono, 2000).

The same philosophy and approach characterize the community schools set up in Niger in 1990, notably the “Cailloux” school for nomads and the “Waddabé” school for the Fulani people of Abalak. The number of community schools had risen to 96 in 2001, with about 110 classes. They are supported by some ten NGOs, as well as UNICEF and the UNDP (SNEN, 2004).

### **5.2.2 Denominational school networks**

The networks of denominational schools operating “under agreement” with the state (*réseaux d'écoles conventionnées*) in the DRC are the result of an agreement concluded in 1997 between the state and the four main religious denominations (Roman Catholic, Protestant, Kimbanguist and Islamic). Under the agreement, the religious organizations “must provide an education in conformity with the directives of the government. These directives are concerned with curricula, standards for class size, teachers’ qualifications and compensation, and the evaluation system. An important provision of the agreement is that the schools are managed by the churches, although they belong to the state, which is the organizing authority” (World Bank, 2004). In 2002, the total number of pupils enrolled in primary education was 5,455,391, of whom 44% were girls. This total breaks down as follows: 15.2% in schools not participating in the agreement, 43.2% in Catholic participating schools, 26.7% in Protestant participating schools, 3.2% in Kimbanguist participating schools, 0.5% in Islamic participating schools, 11.2% in private schools (MEPSP/DRC, 2003). These networks of denominational schools thus have a dominant position in the DRC education system, accounting for 73.6% of pupils in primary education and 71.5% of all schools at this level. In other words, communities are making a vital contribution to school management.

### **5.2.3 Program contracts**

Program contracts are another example of community engagement in schools. In Madagascar, they are patterned after a traditional legal system (*dina*) based on the principle of scrupulous observance of an agreement among the members of a community, under threat of social sanctions. It became apparent that, to cope with the many constraints and substandard performance of the school system, particularly in rural areas, it was necessary to include the surrounding community more fully in the educational planning and school management process. This led to the creation or revitalization of a number of structures and organizations: parents’ associations, local management committees, school boards, and local steering committees. Each of the contracting parties (village community, teachers, school principal, school district, development partner) undertakes to do its part to achieve the goals identified and adopted by all parties within the framework of a school project. Of the 12,330 functional public elementary schools in Madagascar, about 4,330 (34%) have adopted the program contract approach (Niane, 2003a).

### **5.2.4 Memorandum of agreement between a parents’ association and the state**

In August 2001, the government of Chad and the national federation of parents’ associations (FENAPET) signed a memorandum of agreement (see Appendix 8) at the conclusion of a maturation process that assessed ways and means of strengthening community participation in the management of Chad’s schools. This case offers an example of

differentiated sharing of joint responsibilities. The aim was to indicate clearly the role that each of the parties concerned was expected to play, after having clearly outlined their responsibilities. Although the empowerment of parents is primarily confined to the community schools sector, the memorandum of agreement nevertheless constitutes recognition that parents' associations, when well organized, can contribute to the management of schools.

The government, while continuing to enforce quality and performance standards for all schools and to provide teachers with in-service training (with regular supervision and an evaluation leading to certification), agreed to delegate some of the powers it had exercised to that point: a) arranging school premises and setting schedules, b) solving the operational problems (financial, administrative and equipment management) of the schools concerned. As a result, the state allocates funds (in the form of subsidies) for use by parents' associations<sup>6</sup>; in addition, there are other status-enhancing and facilitating factors such as authorization to administer public funds and granting the status of a public interest association.

Parents' associations, for their part, undertake to: i) be represented at all levels of consultation on educational problems, ii) make real efforts for universal enrollment, iii) participate in the formulation and implementation of the educational project of each school. In addition, they agree to participate in the design and conduct of programs to build their capacity. In this respect, they guarantee that their most suitable members will participate fully, while at the same time initiating actions to develop the organizational and operational capacity of the individual member associations. As the organizations responsible for selecting, recruiting and managing teachers in their community schools, parents' associations sign and renew teachers' employment contracts and ensure their regular attendance and their participation in in-service training sessions.

The mechanics of the memorandum of agreement are recorded in reviewable (subject to agreement by the parties) documents such as the Procedures Manual. For a mechanism of this type to be designed, implemented and, most important, adhered to, it was necessary for FENAPET to be truly legitimate and representative; FENAPET became a social force to be reckoned with, capable not only of enhancing the image of parents' associations but also, and most importantly, of reducing the central and local education authorities' overwhelming power over the management of school affairs. The fact is that the embryonic parents' federation, the Coordinating Office of Parents' Associations of N'Djamena and its surrounding areas, which operated in a more or less formal way, brought about thorough-going organizational changes that facilitated official recognition of FENAPET by the Chadian authorities. FENAPET comprised 3,000 member parents' associations at its creation and now has 6,500 members (Nadjilem, 2004a).

The initiatives presented above all tend to enhance the image of parents and of local communities in general. In so doing, they allow the local community to assume true ownership of the school, which is no longer regarded as a foreign growth or botched graft incapable of drawing vitality from fertile endogenous resources. As a result, these initiatives have shown encouraging results (see Section 6, "Lessons learned").

### 5.3 Support for girls' education

Grassroots communities have mounted many initiatives to promote education for girls, who are still a disadvantaged segment of the school-age population. In so doing, they are contributing to the achievement of one of the priority EFA goals.

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<sup>6</sup> Each year, the government pays 80% of the bonuses of 2,500 community teachers. The remaining 20% is covered by parents' associations (Ministry of Education, Chad, 2004).

The educational mothers associations (*associations de mères éducatives* – AMEs) in Burkina Faso contribute substantially to the promotion of girls' education, which is their main concern. Their programs of activity cover problems of access and retention as well as improvement of the school environment (see Box 7). In the experimental phase of AMEs, the enrollment rate for boys rose by 15% to 20%, and that for girls by 5% to 10%. The percentage of girls in school is continuing to rise as the AME network scales up to cover all primary schools.

**Box 7: AMEs in Burkina Faso: increasing girls' enrollment in school**

Access

- Awareness-raising campaigns (door-to-door, on weekly market days, etc.). Village leaders, traditional chiefs, etc. are mobilized for these activities.

Retention

- Monitoring to ensure regular attendance
- Monitoring of homework
- Supervision of girls in examination years
- Interviews and discussions with older girls
- Clothing (smocks) for the poorest girls, purchase of school supplies
- Interviews with teachers

School environment / other

- Improvement of the canteen via a kitchen garden
- Provision of water jugs
- Covering the cost of newly appointed teachers who are not yet paid a salary

Source: Interview with an officer of the Ouagadougou AME.

In Senegal, committees of women teachers are becoming the “right arms” of local and regional school authorities (inspectors and school principals) for the recruitment and retention of girls in school. They remain active even during the long school vacation. In 2002, for example, the National Committee facilitated the creation of 227 holiday classes for 11,161 children, including 9,381 girls (Report of the CNEPSCOFI National Executive Committee, 2003). In the same country, the Women Teachers Auxiliary Groups of the provincial school inspectorates Saint-Louis 1 and Saint-Louis 2 have taken initiatives (see Box 8) that have strongly boosted girls' enrollment rates in their school districts.

**Box 8: Initiatives taken by women teachers auxiliary groups**

- To promote girls' schooling, “emergency” committees are formed to help families find birth certificates and to sensitize mothers in particular. The sponsoring strategy, in which each pupil is encouraged to help enroll his or her sister, is fairly effective.
- In Guet Ndar, where the (legitimate) daughters of fishermen had not yet been baptised because their fathers did not have enough money, a campaign to enroll children without birth certificates (under provisional names) brought good results.
- To avoid having girls fall into the activity of selling fishery products, they are offered more educational activities, intended as a sort of “firewall”. To keep them from entering the working world too soon, they are provided with recreational activities, guided tours, socio-cultural education, role-playing based on local public figures who can serve as role models making girls determined to get an education.

Sources: Women Teachers Auxiliary Groups in the Saint-Louis 1 and Saint-Louis 2 inspectorates, Senegal.

To combat teen pregnancy and the HIV/AIDS pandemic in North Kivu, the heads of the Islamic schools operating under agreement with the state became involved in managing early marriages in consultation with parents. According to the national head of the Islamic school network, the results obtained thus far are encouraging. In short, when appropriate “social mediators” are brought into play, they make it possible to address certain complex, sensitive problems, particularly in areas that are hostile to the school system.

The tutoring system in Senegal’s Nioro school district is another promising initiative to improve girls’ performance in school. To reverse the trends rendering the educational situation unsatisfactory for girls, in a province with a high illiteracy rate and rather low household incomes, the district inspector rallied parents and communities around a project (see Box 9) that took two years to bring to maturity (identification, negotiations, etc.).

**Box 9: The tutoring system in Senegal’s Nioro school district**

**Option:** \* Volunteer tutors + positive discrimination in favor of young holders of the junior secondary certificate BFEM who are native to the communities concerned or reside in the area

\* Involvement and empowerment of the local population

**Guiding principles**

\* Selection based on academic record

\* Principals were responsible for the experiment

\* Recruitment and management of tutors by a committee formed at school level on which local residents are represented

\* Training of facilitators by a multidisciplinary team including specialists from several government social and administrative departments in the province

**Implementation**

\* Schools targeted: 18 “large schools”, 3 schools in county towns, 8 rural community schools

\* 3 facilitators per school with 12 cl.; 2 facilitators per school with fewer than 12 cl.; 2 facilitators per school in county town

\* Approx. 10 hours of reinforcement and 9 hours of practical activities according to a highly flexible schedule negotiated with the community

\* Medical check-ups for girls in delicate health

\* Wages of 10,000 CFAF per month for each tutor, paid by the school management committee on which local residents are represented

**Tools and procedures**

\* Extension record filled in by the supervising teacher and signed by the principal

\* Technical record of performance of tasks filled in by the tutor, evaluated by principal and returned to supervising teacher

Source: Nioro school district inspectorate, Senegal.

## 6. Lessons learned

A number of illustrative cases show that the involvement and empowerment of parents and local communities have had a variety of beneficial effects. These cases may well be seen as the building blocks, or at least the foundations, of a local civil service in the education sector, in a context of incipient decentralization and/or the aftermath of a social conflict. This role would primarily be based on i) the development of local human resources, ii) a common social background and commitment to the socio-cultural values of local communities, iii) sharing of values, experiences, resources, etc.

### 6.1 Financial contribution of the parental and community movement

When grassroots communities in general, and parents in particular, are genuinely involved, their participation in school financing can take many forms and be quite substantial, because they feel more concerned and motivated. Several examples will serve to illustrate this point.

In Burkina Faso's bilingual community schools, parents contribute in a variety of ways: participation in the construction of infrastructure (provision of sand, gravel and rubble, labor provided at no charge), helping to teach certain subjects in the school, purchase of school supplies, helping to defray canteen costs, coverage of many operating costs, and of course membership contributions to the parents' association. An estimate of their contributions for 2001-02 reveals that parents bore 17% of school expenditures, as compared with 14% for the central government (ADEA WG/NFE, 2003).

Box 10 provides sufficient evidence to show that the internal rates of return in bilingual community schools are higher than in traditional schools. Moreover, the annual cost per learner is clearly lower in the former category. In short, bilingual education can considerably reduce the cost of education in sub-Saharan Africa. According to one estimate, if bilingual schools had been introduced nationwide during the three experimental phases, the state would have recorded a substantial saving of 22 billion CFAF (Ilboudou, 2003).

#### Box 10: Internal rates of return and costs of the traditional and bilingual schools in the village of Nomgana, Burkina Faso

Indicator	Bilingual school	Traditional school
Chances of obtaining primary school certificate (CEP)	72%	14%
Normal duration of primary ed.	4 school years	6 years
Avg. no. years required for completion	6 pupil-years	37 pupil-years
Cost increase coefficient	1.47%	6.16%
Internal rate of return	68%	16%
Annual cost per pupil	447 CFAF (€18.06)	14,962 CFAF (€60)

Source: ADEA WG/NFE, 2003.

In the DRC, the school system has been primarily financed by parents for the last ten years or so. The amount of funding raised by parents to date can be estimated by reference to the ministerial circular classifying school fees and stipulating which are prohibited and which are chargeable. Ten categories of costs are now prohibited, at least in theory; they include re-enrollment fees, enrollment confirmation fees, fees for admission to higher grades, non-

official evaluation costs, the follow-up costs of the national examination administered at the end of primary schooling, the cost of organizing the examination, the cost of designing and printing items for parts of the examination not held in regular examination sessions, the cost of transport for the chests containing the state examination. Contributions still chargeable include the *minerval* (parents' contribution), the school insurance premium, operating costs, technical services costs, evaluation costs, incentive bonus for teachers and boarding fees (MEPSP/DRC, 2004a). It is difficult to conceive of parents bearing all these costs without a real commitment to the survival of the school.

Another example in which the community and private enterprises were mobilized to help the school is the initiative mounted by RENATO in the Republic of Congo, in which a fundraising campaign collected over 700,000,000 Congolese francs in less than two years. The funds were distributed to disadvantaged schools (see RENATO brochure).

## 6.2 Closer monitoring by parents

Monitoring by parents and the pressure that the community is capable of putting on the school can bring tangible results, but such monitoring and pressure are difficult to bring about without real involvement and empowerment of the parental and community movement.

In Senegal, for example, the report *Analyse du secteur de l'éducation* states that “the people, notably through parents of schoolchildren, thus play a watchdog role to ensure that the school functions properly. The fact that parents keep a very close eye on teachers' punctuality and attendance, ensure that their children are also punctual, regularly ask their children what they do in class, and request the intervention of the provincial inspectorate in case of conflict with the principal – all these are examples of ways the community can bring pressure to bear on the school” (ME/DPRE, 2004: 239). In Madagascar, an improvement in family monitoring of pupils has been observed in schools that have adopted program contracts (the *dina*). Families come more often to the school to speak to teachers about the performance and behavior of their children. Moreover, parental involvement and empowerment have led to improvements in the organization and management of instruction: more realistic schedules, more hours in school per week, more appropriate sequencing of program elements (weekly, monthly, quarterly, annually), etc. (ADEA, 2003b). Along the same lines, the AMEs in Burkina Faso have initiated a process that greatly increases mothers' involvement in monitoring their children's schooling (meetings with teachers, supervision of girls in examination years).

In Burkina Faso, several evaluations have noted “strong social mobilization in 96% of satellite schools, reflected in a remarkable degree of community ownership of satellite schools and massive community participation” (Tankono, 2000). In addition, the activity of parents has considerably reduced absences, tardiness and dropouts. The enhanced monitoring by parents is thought to be largely due to their ownership of the school, owing among other things to the literacy classes they have taken, which make them better able to help their children who are taught in African languages (Ilboudou, 2003).

## 6.3 Improving the performance of teachers and pupils

The involvement of parents and communities has made possible some real improvements in the performance of both teachers and pupils, as is shown by several initiatives.

In schools with program contracts in Madagascar, the average rate of repetition has fallen substantially and the proportion passing the CEPE examination at the end of elementary school has shown an appreciable increase (Niane, 2003b). In Senegal, the tutoring system established in the Nioro school district has helped to increase the pass rate on the elementary

school-leaving examination (CFEE) rose from 43% in 1996-97 (before the tutoring project started) to 52% in 2000 (Nioro school district inspectorate).

In the Republic of Congo, the RENATO support program has helped to facilitate learning and teacher motivation by giving priority to the “school supplies” component to draw in pupils after social conflicts. According to teachers interviewed, in countries having experienced severe social conflict and now going through a post-conflict period, the motivation provided by support from parents' associations (e.g. ensuring security of premises in Congo) is a determining factor of teachers' commitment and pupils' performance (in 2004, the CET de la Paix, a technical middle school which had seen a substantial part of its premises destroyed, obtained the top results on the national qualifying examinations in accounting and secretarial studies, with pass rates of 90% and 71% respectively).

The statistical data show sufficiently clearly that the DRC's networks of denominational schools participating in the agreement with the state are far from showing performance inferior to that of the state-run schools. For 2001-02, the pass rate on the primary education certificate examination for the various categories of schools were as follows: non-participating schools, 77.9%; Catholic participating schools, 78.4%; Protestant participating schools, 73.8%; Kambanguist participating schools, 77.4%; Islamic participating schools, 81.0%; DRC as a whole, 78.3%. In the same year, repetition rates were on the whole lower in participating schools: non-participating schools, 16.08%; Catholic participating schools, 17.9%; Protestant participating schools, 15.7%; Kambanguist participating schools, 14.9%; Islamic participating schools, 12.7%; all public schools, 16.8%; DRC as a whole, 16.0% (calculated from statistical data: UNICEF-DRC; MEPS/DRC, 2003).

According to the ADEA Working Group on Non-Formal Education, studies and theses produced at the University of Ouagadougou, the *Ecole nationale d'administration* and the *Ecole normale supérieure* in Koudougou attest to the “qualitative superiority of bilingual education over traditional schools” (ADEA/WGNFE, 2003). This assertion is confirmed by testing and final evaluations. According to Tankono (2000), “overall averages by subject (French and mathematics) are in all cases higher in satellite schools than in traditional schools”. A special authorization given by the school authorities in 1998 allowed pupils in bilingual schools to take the CEP primary school-leaving examinations, which are administered in French. Their pass rate was 52%, whereas the national average was 42%. In 2002, on the same official examination, the bilingual schools concerned recorded an average pass rate of 85.02%, as compared to the national average of 61.81% (Ilboudou, 2003). Although their performance fell off in 2003 (68.21% for bilingual schools and a national average of 70.01%), owing to a few blocking factors identified by evaluators, the overall results are highly encouraging.

In Niger, a comparative assessment of community schools and traditional schools conducted by the Ministry of Education in 1998 showed that pupils in community schools performed better in terms of cognitive skills both in French and in African languages). In mathematics as well, they outperformed pupils in traditional schools. The repetition rate stands at 2 to 3% in bilingual education, whereas in traditional schools it ranges from 18% in the first primary year to 38.3% in the fifth (ADEA, 2003c).

The comparative advantages presented above are illustrative of an **economics of the mobilization and involvement of grassroots stakeholders**. Involving local stakeholders brings substantial gains at little cost. Among other things, it generates value from local human resources who are relatively available to share their knowledge, know-how and experience. This argues in favor of developing and consolidating the networks of parents' associations and CBOs working with schools.



## 7. Courses of action for building on and disseminating experience

### 7.1 Opportunities for and constraints on a dynamic horizontal partnership

There are many possibilities for building on and maximizing the existing potential and taking many promising grassroots initiatives to scale. A number of constraints will need to be partly or entirely overcome, however, in order to have a hope of initiating an irreversible process.

#### 7.1.1 Opportunities: favorable factors

- ❖ The action plans of parents' associations, CBOs and NGOs have many points in common with the main EFA goals and the recommendations of the 2004 meeting of the High Level Group. This convergence appears to be particularly marked with regard to vulnerable groups, conflict or post-conflict situations, education for girls, mobilization of endogenous resources, and the development of broad partnerships. Similar convergence can be seen between FAPE's action plan and those of national federations.
- ❖ The areas of focus chosen by parents' associations in their effort to improve quality include ensuring compliance with the required annual number of teaching hours and the organization of study support classes. The former requires, at the least, the creation of an organization with which parents are actually affiliated, while the second is inconceivable without genuine mobilization of the human resources belonging to the locality (neighborhood, village, etc.).
- ❖ The support of parents' associations and other grassroots organizations helps to motivate school staff, especially when a certain disengagement (or deficiency) on the part of the central education authorities has been observed.
- ❖ Rallying around a local leader and commitment to shared values help to motivate both teaching staff and pupils, thus improving performance. In this respect, significant mobilization of religious communities, not only for girls' education but also for quality basic education, can help to manage tensions in schools and appreciably reduce the number of school days lost on account of strikes.
- ❖ The visibility of parents' associations' programs of activity and the degree to which they are actually implemented depend on the managerial abilities of association officers and the social and administrative network available to them. In particular, the density of the network of parents' association presidents has a strong impact both on institutional recognition of the association and on its performance.
- ❖ The parental and community movement has shown firm commitment coupled with strong demand for transparent, consultative management. In virtually all contract-based experiences, parents and local communities honored the bulk of their commitments, despite considerable social and economic difficulties.
- ❖ The volunteer status of the leaders of parents' associations is conducive to stability, although it can generate bias in a context of scarce resources.

- ❖ Effective mobilization and involvement of private firms in support of schools can bring in substantial additional resources (see Box 11). In this respect, the introduction of an “educational barter system” would, among other things, make it possible to redeem education in certain areas by providing bursaries for children and/or economic inputs to families for enrolling their children – particularly girls – in school.

**Box 11: Possible contributions of private companies to improvement in quality**

- Contribution to the development and use of life skills in keeping with the local population's needs
- Sponsoring of competitions between schools
- Support for improvement of the learning environment
- Provision of school equipment
- Financial aid to help disadvantaged children attend school
- Support for information and awareness-raising campaigns in local communities
- Etc.

### 7.1.2 Constraints: blocking factors

- ❑ For some socio-cultural strata of the population, the comparative advantages of schooling are somewhat obscured or diminished by the social and economic benefits offered by the informal sector.
- ❑ The vagueness, or rather the diversity, of the components of quality, which vary from one country to the next, is not always conducive to synergy in the activities coordinated by FAPE or coalitions of CBOs and NGOs.
- ❑ One of the social and administrative constraints holding back the development of horizontal partnerships is the fact that all powers are concentrated in the state and its local and regional branches. A rather reductive conception of partnership in schools seems to underlie the reluctance of teachers to involve parents in evaluations. This is probably due to a condescending attitude toward parents, who are mistakenly viewed as incapable of helping to cope with pedagogical problems. Asking parents to contribute financially and excluding them from other involvement, notably in pedagogical matters, is a potential cause of frustration and/or disengagement on the part of parents. And yet, when participatory management becomes the rule, and is known and recognized as such by the entire educational community (cf. Memorandum of agreement between parents' associations and the Government of Chad), it is easy to attract investment in favor of access to schooling in general, and quality in particular (Niane, 2003b).
- ❑ The discontinuity of the parental movement (insufficient permanent contacts among local associations and between local and national associations) renders it weak despite the large number of people it can mobilize.
- ❑ The generation of parents who are prominent local personages has an undoubted symbolic weight. In the current context, however, in which new partners are emerging at grassroots level, with their own operating procedures, it goes without saying that a

failure by the parents' movement to make organizational changes will constitute a severe handicap that could gravely compromise the programs of action planned by parents' associations.

- ❑ As a sort of corollary to the above-mentioned question of prominent local personages, one of the main functions assigned to and/or taken on by parents' associations is to serve as the school system's "firefighters". They must not let themselves be confined to this role alone.

## **7.2 Avenues for improvement or expansion**

The assessment of the various organizations making up the parental and community movement, as well as their various initiatives in and for schools, shows that, first, the potential for grassroots operators exists and can be tapped, and second, many of the initiatives are reproducible. Whether parents' associations and CBOs make a visible contribution to the achievement of the EFA goals will therefore largely depend on whether they can turn these assets to advantage and mitigate the impact of certain handicaps and dysfunctions. The following three-pronged strategy might be used to accomplish this:

- first, obtaining a secure legal status for parents' associations and CBOs in order to make them more independent, while sharply reducing the powers of the school authorities. This amounts to promoting the emergence of a grassroots-level leadership;
- next, activating local parents' associations through stimulus from the provincial and national federations. To accomplish this, greater professionalism at the level of the coordinating offices will be needed;
- lastly, forming broad local coalitions in support of schools.

### ***7.2.1 Institutional and organizational change in parents' associations and CBOs***

- ✓ Drive institutional and organizational change in parents' associations, shifting from reliance on a "prominent figures" stance to a process of "social mobilization".
- ✓ Given the "social agendas" of the leaders of parents' associations, prefer the option of adding a technical team (particularly at national level) to ensure that the programs adopted will be implemented in a coherent manner. Viewed from this angle, parents' associations could have the following configuration: leaders elected for their social legitimacy and lobbying abilities, and an operational team (a group of experts who are not necessarily elected) possessing proven technical skills.
- ✓ To enhance the visibility and strengthen the institutional anchoring of parents' associations, assess the possibility a) of their being granted recognition as public interest institutions, with all the attendant benefits, b) of FAPE's obtaining observer membership status in sub-regional and regional organizations (ECOWAS, AU, etc.) and non-voting membership of the ADEA. The latter would require FAPE at the least to broaden its base by fostering the emergence of new national associations in the Francophone and Lusophone countries and encouraging existing associations to join FAPE.
- ✓ Move toward systematic use of framework contracts with education ministries. These agreements (educational pacts) would resemble program contracts, with a jointly agreed definition of the objectives and responsibilities of each party.

### ***7.2.2 Activation / revitalization***

- ✓ Reinforcement of the parents' movement at the organizational level and motivation of local parents' associations in order to obtain:

- a) more independent financing of national associations and FAPE, in particular by ensuring that the latter actually receive from local associations their share of the contributions paid annually by parents, usually at back-to-school time;
- b) recognition of national parents' associations and FAPE as public-interest organizations. The fact that parents' contributions represent a growing share of education expenditure in virtually all countries of sub-Saharan Africa, not to mention the role of parents' associations as a mediating influence and interface, argues in favor of such a step.
- ✓ Evaluation of a proposed scheme in which retired teachers, under the aegis of parents' associations, "sponsor" young teachers (short-term hires and volunteers), under temporary contractual arrangements: the "sharing of experience" project (mentoring of young teachers).
- ✓ Mobilization and active involvement of as many parents as possible. This could be accomplished via a *Guide for Parents' Association Leaders* in African languages, on audio media and/or broadcasts over community radio stations.
- ✓ Organization of training workshops on the prevention and management of school conflicts for the leaders of parents' associations and CBOs.
- ✓ Involvement and mobilization of parents' associations and CBOs in the provision of textbooks and school supplies ("parents' association areas": bookstores, cyber-centers, etc.).

### 7.2.3 Strong coalitions

Schools should be open to the outside world. Their insularity is a handicap for them. They should therefore open their doors and share with others. This can and should be done by delegating or at least sharing certain responsibilities hitherto assumed entirely by schools and the education authorities. Mobilizing a range of partners remains an urgent necessity, but it is also important to ensure their lasting commitment to challenges that can be addressed only through steady, long-term effort. If they wish to shift the center of decision-making power, be it every so slightly, or more precisely rebalance the statuses and roles of the stakeholders in education, such coalitions must increasingly become the "watchdogs of the school system", with a membership broadened to include the private sector, religious communities, etc. Among other things, this could:

- a) improve attendance of pupils and teachers (number of actual days of instruction per year), as it has been observed that teacher absenteeism declines and academic performance improves in schools with strong social mobilization;
- b) strengthen means of keeping control over the contribution of parents and local communities;
- c) restore or facilitate control over certain moral values that are conducive to effective learning (as in the DRC, where ANAPECO was a member of the national media commission).

## **Appendix 1: Interviews and contacts**

<b>First name(s) SURNAME</b>	<b>Post / Status</b>	<b>Country</b>	<b>Comment</b>
Barkiré BELLO	Chairman of the Association Nationale des Parents d'Elèves du Niger	Niger	
Harouna KONI	Permanent Secretary of ANPE – Niger	Niger	
Ibra ABOU	PADEB Program – MEB/A	Niger	
Kassoum ISSA	General Secretary of SNEN, Coordinator of the Coordination démocratique de la société civile	Niger	
Ali Sékou MAÏNA	Permanent Administrative Secretary of the NGO Démocratie 2000	Niger	
Garbo DJIBO	Secretary for External Relations, ANPE, former minister of education	Niger	
Alhousseini MAÏGA	General Secretary of ANPE	Niger	
Allassane CHEKARAOU	Advisor to the Chair of ANPE	Niger	
Mouhamadou SAMBOU	PADEB – MEB/A	Niger	
Issaka DAMANA	PROGES – MEB/A	Niger	
Martin ITOUA	Chair of FAPE	Rep. Congo	
Albert ELENGA	Member of parliament and Vice-Chair of the Association des Parents d'Elèves et Etudiants du Congo (APEEC)	Rep. Congo	
Christian Grégoire EPOUMA	Vice-Chair of APEEC, Technical Assistant of RENATO	Rep. Congo	
Daniel MOUKOKO	Secretary for organization, FETRASSEIC	Rep. Congo	
Thomas NSONDE	Secretary for technical and vocational training, FETRASSEIC	Rep. Congo	
APEEC	Members of BUCONA and BUCOCO	Rep. Congo	
Dr. Jean Michel NDIAYE	UNICEF Representative in Congo	Rep. Congo	
Antoine MAKONDA	Administrator of the UNICEF Education Program	Rep. Congo	
Gaston DZONDHAULT	ADEA focal point, Ministry for Technical and Vocational Education	Rep. Congo	
Pierre Michel NGUIMBI	Ministry for Technical and Vocational Education	Rep. Congo	
Mme Rosalie KAMA NIAMAYOUA	Ministry for Primary and Secondary Education, with responsibility for Literacy	Rep. Congo	
	Director-General of ESGAE	Rep. Congo	
Bernard MBATCHI	Chair of the Education Committee of the National Assembly, Chair of Congo chapter of FAPED	Rep. Congo	
Moïse BALNGO SA	Director of Research and Planning, Coordinator of EFA Program	Rep. Congo	
Albert ELENGA	Member of parliament, Vice-Chair of APEEC with responsibility for training		
Inspection de Makélékélé and Bacongo	Construction of infrastructure by parents' associations	Rep. Congo	On-site visit + discussion with leaders
School 5 chemins	Idem.	Rep. Congo	Idem.
CET de la Paix	Idem.	Rep. Congo	Idem.
Lycée de la Révolution	Idem.	Rep. Congo	Idem.
Thaddée ONOKOKO,	Chair of the Association Nationale des Parents d'Elèves et Etudiants du Congo	DRC	
Institut Salongo de Bandal	Construction by people's action committee (Comité d'initiative populations)	DRC	On-site visit
Mohamed M. Fall	UNICEF Education Program Officer	DRC	
Constant NDOM NDA OMBEL	Minister of Primary, Secondary and Vocational Education	DRC	
Daniel LUKUBAMA	Secretary General, MEPSP	DRC	

**ADEA Biennale 2006 – Restructuring and Consolidating Spaces for Horizontal Dialogue with a View to the Contribution of Parents' Associations and Local Communities to the Achievement of the EFA Goals**

ANAPECO officers	25 national, provincial, and community-level association officers	DRC	
Officers of teachers' unions	FENECO/UNTC, Fédération Enseignants EPSP, COSEL/EPSP, SAFAP/EPSP, SYNECAT, Front syndical/EPSP, SELCO/EPSP, UNELO, SEC	DRC	
Ali KABENGELE	National coordinator of Islamic participating schools	DRC	
Mukonda DIYA ZOLOLUA	National coordinator of Kimbanguist participating schools	DRC	
Justin KAPASA	Secretary-General, DIB NGOs	DRC	
Zénon KIPULU	Chair, Association des Parents d'Elèves Catholiques	DRC	
Sub-regional coordinating office for the Catholic schools of Makélélé (Kinshasa)	Offices built and made available by local association of Catholic parents, which has its headquarters there	DRC	On-site visit
Matété ORT kindergarten + primary school (Kinshasa)	Built by parents	DRC	On-site visit
Institut de la Fraternité Matété (Kinshasa)	Participation by parents' association	DRC	On-site visit
Ndjili ITM (Medical Technical Inst., Kinshasa)	Private school with parents' association participation	DRC	On-site visit
Idrissa TRAORE	Vice Chair of FAPE and Chair of UNAPES-B	Burkina Faso	
Salifou CABORE	Chair, parents' association of P. Zinda Kaboré secondary school in Ouagadougou	Burkina Faso	
Ali SAVADOGO	Principal of P. Zinda Kaboré secondary school in Ouagadougou	Burkina Faso	On-site visit
Mme Monique ILBOUDOU	Parents' association officer	Burkina Faso	
Soumane TOURE	Member of parliament, member of FAPED	Burkina Faso	
Eloi BAMBARA	Secretary-General, MESSRS	Burkina Faso	
Hervé KABORE	Permanent Secretary, PDDEB	Burkina Faso	
André CAMPAORE	Chair, CNAPEP	Burkina Faso	
Eugène SENI	Officer of CNAPEP	Burkina Faso	
Mahamadou OUEDRAOGO	Secretary-General, MEBA	Burkina Faso	
Parents' association officers	Gounghin coeducational secondary school (Ouagadougou)	Burkina Faso	On-site visit
Principal	Gounghin coeducational secondary school (Ouagadougou)	Burkina Faso	On-site visit
Cyprien TOUKOUMA	Officer of SYNTER	Burkina Faso	
Moumouni Maurice YAMEOGO	Officer of SYNTER	Burkina Faso	
Mamour Ndiogou BA	Head of the FAPE branch office at BREDA – Treasurer of FENAPES	Senegal	
Bakary BADIANE	Chair of FENAPES, Vice Chair of FAPE	Senegal	
Cheikhou TOURE	Education Section, UNICEF Dakar	Senegal	
Bouna DIOUF	Chair, Provincial Union of Parents' Associations, Fatick	Senegal	
Alioune DANFA	Executive Secretary, ADEF/Afrique, Member of the National Consultation Table	Senegal	
Aïssatou Dieng Sarr	Head of the Communication and Partnership Division, ME/DPRE	Senegal	
5-8 July 2005	Workshop to disseminate preliminary report of the study	FAPE Congress	

## Appendix 2: FAPE action plan 2002-05

FAPE's action plan for 2002-05, which is in the process of being finalized<sup>7</sup>, will have three components:

- institutional strengthening of FAPE and national parents' associations,
- contribution to national and sub-regional EFA plans as part of the follow-up to the Dakar Forum aimed at qualitative improvement of demand for education and expansion of enrollments,
- contribution to national and sub-regional EFA plans as part of the follow-up to the Dakar Forum aimed at improving the quality of education.

To implement the actions provided for in the plan, parents' associations and FAPE cannot count solely on membership contributions to ensure their financial independence; they must also mount initiatives to enhance their financial capacity, specifically by carrying out micro-projects and encouraging community participation in development projects.

Within the framework of the "Parents Charter", parents' associations still need to negotiate for regular material and financial support from their national supervisory authorities.

### 1. First component: Institutional strengthening of FAPE and parents' associations

#### a) Parents' Charter

The charter adopted at the Abidjan congress – a contractual foundation that is part of the follow-up to the Dakar World Education Forum and aimed at regulating relations between parents of pupils or university students and the government – should lead to the adoption of national charters.

#### b) Training activities

Training for the officers of parents' associations is essential to allow them to mobilize more parents in order to render their various initiatives in support of schools more effective.

- Republish and update the guide for officers of parents' associations and leaflets to be used by trainers;
- Organize, in collaboration with other associations or NGOs, a training seminar for national trainers;
- Implement national training plans.

#### c) Communication and information activities

*Nous les parents*: the semi-annual newsletter is a communication medium used to inform all institutional and grassroots partners, as well as the business sector, about FAPE and the national parents' associations.

RESAPE: all parents' associations should contribute content to the Internet-based network of parents' associations, which should ultimately become the instrument for communication among parents' associations and create a database that can be used by the national federations that are members of FAPE. The development of the network depends on the creation of national Web sites and hence on the continuation of the investment plan being conducted with help from the FIT.

#### d) Representation activities

Presence of parents' associations in the inter-governmental and non-governmental organizations and collectives involved in the EFA campaign, and development of national associations' presence in national forums.

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<sup>7</sup> The three components were finalized at the workshop scheduled for the summer of 2002 in Togo on parental participation in school affairs.

Expansion of the Dakar branch office, which is responsible for contacts with BREDA and for all associations headquartered in Dakar.

Continuation of initiatives to broaden FAPE's base to include parents' federations in non-Francophone countries.

## **2. Second component: Expanding enrollments**

### **a) FAPE activities and projects in the context of regional plans**

#### **\* “L'école des parents”**

FAPE plans to mobilize leaders of parents' associations to establish an “Ecole des Parents” (“school for parents”), by means of meetings, publications (posters, brochures, press, etc.) and in particular radio broadcasts (not only national radio stations but also rural and community stations broadcasting in African languages).

The “Ecole des Parents” is assigned four major objectives:

1. to inform parents on the need to send children to school;
2. to contribute to the qualitative improvement of demand for education;
3. to help parents meet their educational responsibilities;
4. to support and explain reforms of the education system.

The project was refined at the request of the World Bank, which is financing experiments in three countries (Burkina Faso, Guinea, and Senegal).

#### **\* *Organization of awareness-raising seminars***

A general activity for mobilization and awareness-raising, conducting in conjunction with the ADEA and Education International.

### **b) Activities and projects of national parents' associations in the context of national action plans**

#### **\* *Specific actions to promote girls' schooling***

These include:

- school canteens,
- support to mothers (wells, grain mills) and other micro-activities,
- improvement of the school environment.

## **3. Third component: Improving the quality of education**

### **a) FAPE activities and projects in the context of regional plans**

#### **\* *AIDS preventive education***

FAPE has a duty to help sensitize parents on this subject, in order to have a direct impact on children in their families and to contribute further to the combat against sexual violence.

#### **\* *Education in countries emerging from crisis***

FAPE is planning to publish a brochure describing the concrete achievements of parents in certain countries and, in partnership with other NGOs, is organizing a sub-regional workshop on the role of parents' associations in countries emerging from crisis.

#### **\* *Collaboration with teachers***

FAPE wishes to step up its cooperation with teachers at the local level and with teachers' professional organizations at the national and international levels, in particular through the organization of meetings on specific topics.

#### **\* *Study on devolution of school premises to parents' associations***



With a view to decentralization, is it possible and desirable to entrust not only the management but also the ownership of school property to parents' associations or to local organizations of which parents' associations are members? FAPE proposes to undertake a comparative study on the property status of schools and how it is changing in the countries of the sub-region.

b) Activities and projects of national parents' associations in the context of national action plans

*\* Creation of school libraries*

*\* Organization of extracurricular activities*

*\* Activities in support of pupils' studies*

### **Appendix 3: Niger ANPE action plan (2001-04)**

The congress of Niger's Association Nationale des Parents d'Elèves (ANPE), held in Niamey, 4-6 October 2001, adopts the following action plan for the three-year period 2001-04 and requests the National Executive Board as well as the regional and sub-regional committees to use this plan as a guide for their actions during the period considered.

**PART ONE** Parents' commitment to improving the education system.

1. Parents' associations undertake to continue their traditional support to the operation of schools. This includes:

a) contributing, in the public education system, via the payment of a modest annual contribution per pupil, the amount of which is set judiciously by the school;

b) participating in the construction and/or renovation of classrooms and other school structures and facilities (fencing, watchman's cubicle) by providing building materials (sand, gravel, water, etc.) and volunteer labor. Pupils shall also contribute.

2. Parents' associations wish to be increasingly involved in improving educational quality and educational development through specific actions aimed at:

a) making every effort to ensure adherence to the prescribed annual number of hours of instruction: adherence to scheduled dates for the beginning of the school year, combating absenteeism of teachers and pupils, adherence to the schedule for the school year;

b) supporting all measures to ensure that girls are enrolled in school as often as boys at all levels: primary, secondary, technical, vocational and higher education. To this end, parents' associations shall support any initiatives that tend to shelter girls from temptations to leave school: hostels managed by communities, special rates for bursaries and allowances, etc.;

c) taking sustained action in the area of support for children's studies, in conjunction in particular with neighborhood leaders, with the participation of former pupils, university students and retired people as coaches, and opening study halls to extend class time and allow pupils to review their lessons and do homework;

d) participating if necessary in the provision of textbooks and school supplies.

3. Parents' associations request the greatest possible transparency in the grading of competitive entrance examinations and other examinations. They would like the questions on the primary school-leaving examination (BEPC) and, even more important, on the *baccalauréat* examination at the end of secondary education, to be selected in a responsible manner by teachers who are thoroughly acquainted with the official programs and instructions.

4. Parents' associations wish to form partnerships with NGOs and aid agencies to take responsibility for certain activities: renovation of premises, expansion of schools, school garden.

**PART TWO** Strengthening associations and helping them to function better by training association officers at all levels.

Parents' associations undertake, with the support of aid agencies, to make every effort to continue and increase training for local, sub-regional, regional and national officials by organizing training sessions specifically for them. To this end, a number of national and regional seminars will be scheduled each year. A task force will also travel to all regions to hold awareness-raising meetings and check on the way local organizations operate.

**PART THREE** Constant efforts to inform and train parents. The reform (or overhaul) of the Niger education system provided for by Act 98-12 and the many innovations and strategies adopted to increase enrollment, particularly in rural areas, entail an upheaval in customs and mindsets that parents find it difficult to understand and accept.

Parents' associations will initiate a permanent activity, led by their officers and conducted through meetings and radio broadcasts. Their main objectives in this respect are:

1. to provide information constantly on issues of schooling, guidance counseling, and the development of the education system;
2. special support for rural mothers, who are often without resources as regards schooling for their children;
3. information on the new school and the changes in attitude required if parents are to integrate it into the community and feel responsible for keeping it running.

The strategy adopted will involve the use of all means of communication and the production of materials.

ACTIVITY	PARTNERS	OBSERVATIONS
Round tables	ORTN	
Magazines	Regional radio stations	
Broadcasts	Rural radio stations	
Advertising announcements	Private radio stations	
Chats	Scholastic radio stations	
Micro-programs	INDRAP	
News articles	The written press, both public and private	
Calendars, caps, T-shirts	Publishers	
Leaflets, posters	Print shops	
	INDRAP	
Ballets / fairs		
Theater	Actor and community activity leaders	
Skits		
Songs		
Films		

## Appendix 4: APEEC action plan, 2004-09

On conclusion of the meeting of the National Council, held 7-8 August 2004 in Brazzaville, and taking into account the commitments given by said Council,

The National Coordinating Office of APEEC has adopted an action plan for the 2005-09 period and requested all of its intermediate-level and local structures to consider it firmly as a guide to their activity during the reference period.

The ten pillars of this plan are as follows:

### 1- Partnership

- Popularization of the Parents' Charter;
- Activation and strengthening of partnership in the three education sub-sectors (general, technical, and higher) and in private education sectors;
- Contribution to the establishment of a National Commission (comprising education authorities and parents' associations) in order to consider a preliminary draft of a document on educational partnership in Congo.

### 2- Cooperation

- APEEC contacts with other civil society organizations, private and public institutions, and United Nations agencies;
- Lobbying activities and increased cooperation with other partners (existing and new);
- Advocacy directed toward United Nations agencies, national and international institutions, and the private sector.

### 3- Awareness-raising campaign for communities

- Information and awareness-raising campaign for communities;
- Based on the watchword "every child in school" and on the rights and duties of communities;
- Awareness-raising campaign on HIV/AIDS and STIs generally.

### 4- Contribution to implementation of the Dakar Framework for Action (EFA)

- Organization of EFA advocacy weeks;
- Seminars on EFA;
- Strengthening of coalitions;
- Contribution to implementation of the national EFA plan.

### 5- Building the capacity of institutions and of APEEC

- Visits to revitalize provincial and community coordinating offices;
- Organization of seminars and campaigns to raise community awareness;
- Organization of a "public school week".

### 6- APEEC membership campaign

### 7- Organization of extracurricular and school-related activities

### 8- Organization of social services activities during the back-to-school period

### 9- Contribution to preparations for the beginning of the school year

### 10- Contribution to implementation of the FAPE action plan

### 11- Preparations for the 3rd FAPE congress

### 12- Funding of APEEC activities

- 13- Health in schools and universities
- 14- Contribution to the drafting of a bill creating the High Council for Education and Training
- 15- EFA seminar
- 16- Study visit abroad

Brazzaville, 20 January 2005

## **Appendix 5: ANAPECO action plan**

### **I. About ANAPECO**

1. Founding: ANAPECO was founded in 1969 and obtained its legal status through Presidential Order 80-121, dated 30 April 1980.
2. Objectives: Its objectives are:
  - To work for better education and training for all Congolese children;
  - To collaborate and cooperate with all those interested in the education and training of young people.
3. Scope of action: ANAPECO conducts its activities in all schools in the Democratic Republic of Congo and in the DRC's consular schools abroad.
4. Governing bodies:
  - a) Deliberative bodies: A national council that meets every three years, and provincial, district, territorial and municipal councils that meet every two years.
  - b) Executive and administrative bodies: national, provincial, district, territorial, municipal committees, as well as committees at the level of individual schools or regional education authorities.
5. Members:
  - Any parent or guardian of a pupil or university student who observes ANAPECO's by-laws and its rules and regulations, and agrees to pay membership dues regularly, is a full member of ANAPECO;
  - Any parent or guardian of a pupil or university student is an associate member;
  - There are also honorary and supporting members.

It may be said without exaggeration that ANAPECO is the largest not-for-profit association in the Democratic Republic of Congo.

### **II. Difficulties**

Despite its size and broad representativeness, ANAPECO currently faces a large number of difficulties. These are mainly due to the social context, which prevents it from achieving the objectives laid down in its by-laws. It is struggling, virtually unassisted, to ensure that:

- public schools will cease to be as expensive as private schools;
- the government stops the odious practice of paying incentive bonuses to teachers, which is currently driving exponentially increasing numbers of Congolese children out of school;
- teachers' pay and employment conditions improve;
- girls have the same right to education as boys;
- early marriage of girls and child labor in mines are ended;
- unhealthy schools, without benches, poorly lighted, without roofs, etc., are forbidden;

- immorality in schools and education authorities are ended;
- the budget allocated to the education system will no longer be merely symbolic;
- parents are in a position to demand that all their children enjoy the right to an education;
- the quality of schooling is improved, etc.

### **III. Action plan**

To reverse the current major trends in education, ANAPECO plans to undertake actions aimed at the organizing authority of the education system, namely the government of the Democratic Republic of Congo, and at the parents who are members of its various committees. It is understood that it will not be able to carry out the planned activities without assistance from partners capable of funding them. The following activities are planned:

1. Reproduction and distribution of official school programs, which are unavailable in many schools in the DRC;
2. Advocacy for improved pay and employment conditions for Congo's teachers;
3. Making parents' presence on school management committees stronger and more effective;
4. Capacity-building workshop for ANAPECO officers on the Dakar 2000 Framework for Action (Education for All);
5. Campaign for the implementation of the Memorandum of Agreement signed with the government in April 2002 to reduce fees in public schools;
6. Campaign against early marriage of girls and gender discrimination in the enrollment of children in the provinces of Kasai, Equateur and Katanga;
7. Campaign against child labor in the mines of the provinces of Kasai, Kivu, Maniema and Orientale;
8. Construction of latrines in the many schools that have none;
9. Renovation of school buildings in war-torn provinces in the east, north-east, south and center of the country;
10. Involvement of parents in the AIDS campaign in schools in Kinshasa and the provinces;
11. Renovating and equipping ANAPECO's national headquarters, which is currently in a state of total dilapidation.

Kinshasa, 26 May 2003

## Appendix 6: UNAPES-B program of activities

After the reading of Title II of order no. 91/133, and Articles 4 and 5 of the by-laws of the *Union Nationale des Coordinations des Associations des Parents d'Elèves du Secondaire du Burkina* (Burkina Faso National Union of Coordinating Offices of Parents' Associations in Secondary Education), it was agreed, in the light of the experience of the provincial offices, to draw up a list of activities that could be devolved to the *Union Nationale des Coordinations des Associations des Parents d'Elèves du Secondaire du Burkina*.

### PROGRAM

The activities are as follows:

- Making every effort to obtain legal recognition of the *Union Nationale des Coordinations des Associations des Parents d'Elèves du Secondaire du Burkina*;
- Finding the financial and material resources needed to support grassroots associations in building school infrastructure;
- Monitoring and evaluating these building projects in conjunction with donors;
- Coordinating the activities of provincial offices of parents' associations;
- Staying in constant contact with the authorities, teachers' unions and pupils;
- Participating in the design and implementation of national education policy;
- Ensuring that laws and regulations concerning the school system are actually implemented;
- Participating in the management of school funds through the provincial offices;
- Participating in the establishment of unfinished provincial-level bodies;
- Collecting information on secondary school teachers' needs from provincial offices in collaboration with school principals, with a view to making contact with the central education authorities to find workable solutions at the beginning of each school year;
- Looking for building lots for headquarters of the national and provincial offices in collaboration with the Ministry of Secondary and Higher Education and Scientific Research;
- Working for the creation of technical vocational schools;
- Encouraging the recruitment and compensation of short-term teachers in collaboration with school principals, resources permitting;
- Working with schools where relations between the parents' association and the school founders or principal are marred by misunderstanding;
- Setting up health stations in schools to improve children's health and allow them to avoid wasting time in seeking health care;
- Scheduling visits to regional and provincial education departments;
- Helping to resolve the logistical problems facing some schools at examination time;
- Seeing to it that the conclusions of the Bobo-Dioulasso Colloquium are implemented.

## Appendix 7: FENAPES action plan

DOMAINES STRATEGIQUES	OBJECTIFS STRATEGIQUES	ACTIVITES	CIBLES	BUDGET	PLANNING D'EXECUTION
1. SURVEILLANCE DE LA MISE EN ŒUVRE DES DROITS A L'EDUCATION (par les Parents, la Communauté et l'Etat)	<ul style="list-style-type: none"> <li>Mise en place d'un OBSERVATOIRE DE L'ECOLE SENEGALAISE</li> <li>Mobilisation Sociale et Plaidoyer autour de l'Education</li> </ul>	<ul style="list-style-type: none"> <li>Consommation d'une Banque de données sur l'Ecole</li> <li>Surveillance des indicateurs critiques</li> <li>Implication dans tous les programmes publics et ou privés en direction des écoles.</li> <li>Mobilisation quantitative et qualitative des Parents/ Antenne des Parents/ Embarcours radio/4x4/voitures/ CONGRES</li> <li>Activités de plaidoyer auprès des Autorités et des Bailleurs (Voir AIDES des Acteurs du doc 1)</li> <li>Diffuser la charte des parents</li> <li>Incitation et implication pour l'élaboration et la mise en œuvre du PLAN de l'EPT</li> </ul>	<ul style="list-style-type: none"> <li>toutes les structures (MBN, FA, IDEN, Ecoles, Etablissements, Universités, Centres, Bourses, Centres médias-écolaires)</li> <li>APE, Collectivités locales</li> <li>Autorités administratives, scolaires</li> <li>Personnalités nationales et internationales, institutions</li> <li>ONG, ONG, Partenaires au Développement, Coopération internationale et le secteur communautaire</li> </ul>	<p>5 000 000</p> <p>20 000 000</p> <p>500 000</p> <p>500 000</p> <p>26 000 000</p>	
2. CONTRIBUTION POUR LA QUALITE DE L'EDUCATION ET AU RENDEMENT SCOLAIRE (par les Associations des Parents d'élèves)	<ul style="list-style-type: none"> <li>Contribuer au maintien des élèves en difficulté à l'école</li> <li>Contribuer à la baisse des abandons, des excusations et du redoublement</li> <li>Contribuer à un meilleur rendement interne de l'école</li> </ul>	<ul style="list-style-type: none"> <li>Doter les écoles en commodités (eau, électricité, toilettes) en élaborant des requêtes</li> <li>Développer des services santé-nutritionnels (Centres, mutuels de santé) en rapport avec les Services des Centres, de la Médecine scolaire et des Collectivités locales) REQUÊTES</li> <li>Organisation de cours de Renforcement ( Protocole MEN/FANAPES BAILLEURS/ AGENCIE D'EXECUTION</li> <li>Appui en Fournitures, Matériels et Equipements didactiques (Bibliothèques) et implication dans la conception/élaboration</li> <li>Organisation de parrainages d'élèves, de professeurs, d'adultes et d'établissements (Requêtes)</li> <li>Fourniture en personnel d'apprenti aux Centres des Tout-Petits (100 en 3 ans)</li> <li>Organisation Conférences, Débats, Journées pédagogiques pour la Formation continue des Enseignants</li> <li>Création de classes alternatives (Rep)</li> <li>Utilisation des opportunités du service de l'orientation scolaire</li> </ul>	<ul style="list-style-type: none"> <li>Ecoles et établissements scolaires</li> <li>Ecoles et établissements péri-urbains et ruraux</li> <li>Elèves et écoles des zones démunies (Rurales et péri-urbaines : 100 classes urbaines et 100 classes rurales X 3 ans)</li> <li>Ecoles, établissements et élèves néo-scolarisés (Ecoles, Ecoles communales et 200 écoles démunies)</li> <li>Cours des Petites et établissements post-scolaires publics</li> <li>Enseignants de tous les cycles</li> </ul>	<p>120 000 000</p> <p>60 000 000</p> <p>5 000 000</p> <p>185 000 000</p> <p>1 300 000</p>	
3. CAPACITATION DES APE	<ul style="list-style-type: none"> <li>Rendre les dirigeants capables de la bonne gestion de la FENAPES</li> <li>Rendre les APE capables d'assumer correctement leurs rôles</li> </ul>	<ul style="list-style-type: none"> <li>Formation des Responsables FENAPES et Management et en Bureautique</li> <li>Formation des APE en Médiation, Négociations</li> <li>Formation des APE en collecte de données, zéro-taux</li> <li>Formation des APE en Elaboration et Gestion de Projets éducatifs</li> <li>Edition et Distribution du Guide des Responsables APE</li> <li>Projet RISAPES</li> <li>Echanges APE au niveau national et international</li> </ul>	<ul style="list-style-type: none"> <li>Membres du Bureau exécutif FENAPES</li> <li>Toutes les APE</li> <li>- - -</li> <li>- - -</li> <li>- - -</li> <li>- - -</li> <li>- - -</li> </ul>	<p>3 000 000</p> <p>3 000 000</p> <p>6 000 000</p> <p>8 000 000</p> <p>11 000 000</p> <p>53 140 000</p>	
ESTIMATION DU COÛT DES ACTIVITES PREVUES A L'EXCLUSION DE CELLES OBJET DE REQUÊTES SPECIFIQUES : DEUX CENT QUARANTE QUATRE MILLIONS CENT QUARANTE MILLE FRANCS ( 244 140 000 Fcfa)					

## **Appendix 8: Memorandum of agreement between the Government of Chad and parents' associations**

### **MEMORANDUM OF AGREEMENT BETWEEN THE GOVERNMENT OF THE REPUBLIC OF CHAD AND PARENTS' ASSOCIATIONS**

#### **Preamble**

- Whereas parents' associations play an increasingly important role in the education system of Chad, particularly as regards the financing and extension of the school network;
- Considering the need for parents' associations to have responsibilities and capacity commensurate with their role in order to make community participation in the development of the education system more effective;
- Considering the importance of defining a partnership framework in this respect that legitimizes and strengthens community participation as a major asset of the education system;
- Considering the need to create a legal framework that clearly sets forth the responsibilities and roles of each of the parties involved in the partnership between the Government and parents' associations;
- Whereas parents' associations are represented at national level by the FENAPET;

The parties have agreed to the following:

#### **Title I Responsibilities and roles of the Government**

Article 1: The Government is responsible for national education policy. As such, it sets the various objectives assigned to education through school curricula.

The Government also defines the structure and operating procedures of the various levels and bodies that contribute to the achievement of educational goals.

Article 2: Within the partnership framework, the Government undertakes to delegate responsibilities to parents' associations so that the latter have latitude for decision-making over:

- adapting the school grounds and school hours to local needs;
- meeting various needs relating to the proper functioning of schools.

Article 3: The Government is responsible for financing education. Considering its objective budget constraints, it shall seek the cooperation of various national and international partners in order to obtain the additional funding needed to satisfy the social demand for education.

Article 4: Within the partnership framework, the Government undertakes to grant subsidies to parents' associations that employ community teachers so that they can regularly cover the cost of this category of teaching staff.

Article 5: The Government is responsible for ensuring equitable access to education of good quality for all children, girls and boys, rural and urban. To this end, the Government sets quality norms and standards for the performance of all schools, irrespective of their nature, and guarantees them the support needed to achieve the expected academic results.

Article 6: Within the partnership framework, the Government undertakes to provide community teachers with:

- in-service teacher training leading ultimately to a level of professional qualification equivalent to that of other teaching staff trained in the same educational stream;



- an evaluation leading to certification that recognizes the value of this training and enhances their social and occupational status, thus giving them additional motivation;
- regular supervision of teachers designed to support, in schools and classrooms, the development of their professional skills and the improvement of their performance.

Article 7: In discharging its assigned responsibilities and roles, the Government undertakes to consult and involve parents' associations in the formulation and implementation of decisions and policies concerning education. In addition, the Government will make arrangements to conduct management audits of parents' associations.

## **Title II**

### **Responsibilities and roles of parents' associations**

Article 8: Parents' associations assume the responsibility of participating actively in children's schooling. To this end, they mobilize and organize the community participation needed to achieve universal enrollment and to improve the quality of the education provided.

Article 9: Within the partnership framework, parents' associations undertake to work toward the following ends:

- representation of parents at all levels (central, regional and local) of consultation on educational problems;
- mobilization of parents to contribute to the goal of having all children complete primary education;
- organized participation by parents in the formulation and implementation of the educational project of each school.

Article 10: Parents' associations are responsible for the financial, administrative and material management of community schools. They also participate in the running of other schools.

Within the partnership framework, parents' associations undertake to ensure the proper use and sound management of the resources provided to schools by the Government.

Parents' associations also undertake to raise additional funds to meet specific school needs that are not met by the state.

Article 11: Parents' associations are responsible for the selection, recruitment and management of community teachers and for regular payment of their bonuses.

Article 12: Within the partnership framework, parents' associations undertake to:

- attend to the signature, fulfillment, and renewal of contracts with community teachers;
- ensure the regular attendance at work and the proper behavior of community teachers;
- ensure that community teachers participate in the training sessions organized for them.

Article 13: Parents' associations are responsible for ensuring that their organizations have an appropriate structure and mode of operation in order to guarantee the quality of their activities in schools.

Article 14: Within the partnership framework, parents' associations undertake to:

- participate in the design of capacity-building programs intended for them;
- ensure that appropriate persons participate in the training sessions organized as part of such programs;
- take internal initiatives to develop the organizational and financial capacities of parents and to enhance their ability to take action in schools.

### **Title III**

#### **Government support to strengthen parents' associations**

Article 15: The Government undertakes to legalize parents' associations in order to give them a legal personality.

It undertakes to enact all legal and regulatory provisions necessary to operationalize the terms of the partnership between the Government and parents' associations, specifically in order to authorize the latter to administer public funds and to give the opportunities for initiative in the management, organization and operation of schools.

Article 16: The Government grants public-interest status to any national Federation or Union having a recognized legal existence.

Article 17: The Government grants facilities to parents' associations for all matters pertaining to their activities in support of schools and helps to build their capacity through training.

### **Title IV**

#### **Additional provisions**

Article 18: The procedures for implementation of the partnership between the Government and parents' associations are set out in detail in the documents appended to this memorandum, which are to be updated periodically.

Article 19: This memorandum of agreement comes into effect as from the date of signature and may be modified by mutual agreement of the parties.

Executed in N'Djamena, 23 August 2001

For the Government

The Minister of Education

Abderahim Bireme Hamid

For parents' associations

The Chairman of the FENAPET

Bamaye Mamadou Boukar

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