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Country Case Study
Senegal

Decentralizing the Management of Education
and Diversifying Supply:
The "Faire-Faire" Strategy

Ministry of Education

Ministry of Public and Private Vocational Training, Literacy and National Languages

Department of Literacy and Basic Education (DLBE)

Thematic Coordinator
Boubacar NIANE

National Coordinator
Alassane NDIAYE

Members of the Technical Team
Ibra DIOP
Waly FAYE
Cheikh Pathé GUEYE
Salim HENAINE
Mamadou MARA
Boubacar NDIAYE

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DRAFT

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The document is a working document still in the stages of production. It has been prepared to serve as a basis for discussions at the ADEA Biennial Meeting and should not be disseminated for other purposes at this stage.

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Acronyms and abbreviations

ADEA	Association for the Development of Education in Africa
ALPHA- Femmes	Functional Literacy Project for Women
WB	World Bank
CAF	Functional Literacy Center
CAL	Leisure and Reading Center
CCS	Coordination and Monitoring Team
CETF	Women's Technical Instruction Center
CFEE	"CFEE" end of primary school certificate
CHIPA	Committee to Coordinate Literacy Program Activities
BFEM	"BFEM" end of middle school certificate
ADEF- Afrique	Association for the Development of Education and Training in Africa
ENS	ENS higher education institute
CNCAT	National Committee for Coordination and Technical Support
ARCJ	Association for the Rebirth of Joola Culture
CNEA	National Committee to Eliminate Illiteracy
CNOAS	National Committee of Literacy Operators in Senegal
CNRE	National Center for Educational Resources
CPSS	Strategic Planning and Monitoring Team
CREPA	Regional Multi-skills Center for Adults
CRETEF	Regional Center for Women's Technical Instruction
DADS	Division to Support Sector Development
DAEB	Department of Literacy and Basic Education
DFP	Department of Vocational Training
DPEV	Planning and Evaluation Division
DPLN	Department for the Promotion of National Languages
ECB	Local Community School
ECB-A	Coordinated Local Community School
ECRAF	Central Research, Action and Training Team
EFI	Teacher Training Institute
ENDA- T. M	Environmental Development Action in the Third World
ENR	National Regional School
FEMP	Practical Middle School Centers
GTZ	German Technical Cooperation
IA	Academy Inspectorate

IDEN	National Education Départementale Inspectorate
MARP	Participatory Action Research Method
MCFPPPALN	Ministry for Public and Private Vocational Training, Literacy and National Languages
MINEDAF	Conference of the Ministers of Education of African Member States
NGO	Non-Governmental Organization
PADEN	Literacy Project for Local Elected Officials and Personalities
PAIS	Intensive Literacy Program for Senegal
PAPA	Action Plan Support Project
PAPF	Women's Literacy Initiative
PDEB	10-Year Basic Education Program
FCR	"Street corner" Training
PEES	Partnership for an Effective Senegalese School
GDP	Gross Domestic Product
PIEA	Integrated Adult Education Program
GNP	Gross National Product
RDA	Départemental Head of Literacy
RRA	Regional Head of Literacy

1. EXECUTIVE SUMMARY

1.   The impact of globalization has accentuated the inability of governments to resolve development problems, especially in the less developed countries.

2.   The education sector, which is the foundation for most responses, has been hit hardest. Educational systems have proved ineffective in meeting the requirements of our countries with regard to education and training. Hence any search for adequate solutions must draw on all segments of society in order to give our national educational system the capacity to actually play its role.

3.   The General Conference on Education and Training ("EGEF"), convoked in 1981, set out an initial landmark. Its conclusions enabled the National Commission for the Reform of Education and Training ("CNREF") to formulate recommendations to the government.

4.   At the international level, the Jomtien Conference in 1990 on Education For All and MINEDAF-6 constituted the second landmarks, which inspired the vote on Orientation Law 91-22 dated 16 February 1991, which reinvigorated the non-formal education sub-sector, among others.

5.   In order to meet the need for a thoroughgoing discussion of the policy to be implemented, the new ministerial department organized two colloquia, in Kolda in 1993 and in Saint-Louis in 1995. These meetings led to defining a general policy and action plan to plan, invigorate, and coordinate various activities with regard to literacy and the promotion of national languages. This policy represented a breakthrough, the choice of an option that from now on would call for greater participation and empowerment of grassroots actors. The administrative reforms already underway at that time provided an appropriate framework for implementing this option.

6.   This innovation relies on a partnership between government and organizations from civil societies to decentralize the management of education and diversify educational supply. It involves a balanced, functional distribution of roles and responsibilities and consensus-based mechanisms and management procedures.

7.   After more than a decade of experience, this strategic option, which in French is called the "faire-faire" strategy (roughly translated as "making things happen"), has proved significant enough to be presented to the ad hoc group of the Association for the Development of Education in Africa (ADEA) as a contribution to "the challenge of learning: improving the quality of education in Sub-Saharan Africa".

8.   The many studies that have been conducted to demonstrate this strategy's validity have resulted in lessons that highlight the fundamental points that guarantee the quality of learning in this kind of experience. These include:

- the development of partnerships that are based on coordination, support, sharing and participation. The frameworks for cooperation constitute the basic tools of the partnership and are to a large extent the guarantee that this strategy will be successful.

- The nature of an innovation that is being implemented in an extremely complex and rapidly changing sector makes it essential to build capacities. Paying attention to the second pillar of the strategy has helped to develop and strengthen national expertise in managing and implementing the program. In a word, the operators have become professionals. Their ranks have grown from 90 in 1995 to more than 500 today.

- The mechanism for close monitoring-evaluation is based on four functions: information, control, the search for quality and multifaceted support. It has led to more extensive monitoring and improved the conduct of the programs.

- Strengthening logistics and financial resources has, thanks to a fruitful partnership, helped implement most of the missions involving supervision, control and training. It has also helped make available about 20 billion CFA francs for the sector.

- Diversifying the educational supply involves more than a dozen adult functional literacy programs and alternative models for young people's education. These various programs have made it possible to enroll more than a million learners, with has led to reducing the level of illiteracy from 68.9% to 46.1% and decreasing gender disparities, with a positive gap among men of 19.2% and among women of 25.5%. In addition, they have generated about 6,953 annual temporary jobs and significantly improved the environment of the beneficiary communities.

9.   The experience has also revealed several shortcomings, the most significant of which is the lack of involvement of local government, despite a transfer of power that gives them full responsibility for managing literacy at the local level. There are also problems with setting up databases at the central and decentralized levels and building the capacities of their managers.

10.   The "faire-faire" strategy thus stands out as an innovative approach that leads to a new type of relationship between government and civil society organizations as they work together to manage and deliver programs. It opens a range of possibilities in that it constitutes a new paradigm, the goal of which is improving the quality of learning. In this regard, it can be hoped that it will play a fundamental role in the search for solutions to "the challenges of learning: improving the quality of education in Sub-Saharan Africa".

2. INTRODUCTION

11.   It would be difficult for the education and training systems in Sub-Saharan Africa to escape the impact of globalization. Indeed, it is having a greater and greater effect on them and is increasingly exposing all the world's citizens to the laws of competition. This is taking place even, or rather, above all, in the field of knowledge. The learning framework thus now faces a situation where it is required to produce results in terms of effectiveness and efficiency in acquiring suitable skills, if it is not to disillusion everyone involved with education.

12.   Africa cannot avoid this process. Logically, it must seek the right strategies to raise the level of education for all learners to the highest quality standards if it wishes to overcome its underdevelopment and achieve an honorable position in the sphere of decision-making.

13.   This sets the background for issues of educational quality in Sub-Saharan Africa, which can generally be termed "the challenge of learning".

14.   In short, the quality of the education and training system, its setting and the motivations of its actors and resources and their strategic relationships must all come together to yield a single result: creating conditions for successful learning.

15.   Understood in this way, each variable to be examined is important and can play a key role, depending on the situation.

16.   In this effort to create the conditions for successful learning, the Senegalese experience acquired within the framework of the "faire-faire" strategy has proved significant enough to be presented as one of the priorities of the ADEA ad hoc group in its efforts to prepare to "summarize the state of understanding and develop a framework for formulating interventions aimed at improving educational quality in Sub-Saharan Africa".

17.   The country has more than a decade of experience with this strategy. It has mobilized substantial resources and involved people at every level, testing different policies with regard to educational access and quality. Various studies have been conducted to test the strategy's validity and draw the relevant lessons.

18.   It should also be pointed out that the Senegalese government, conscious of the innovative character of its strategy, has treated this as a vast workshop for research and action.

19.   In this regard, this study also seeks to develop an analytical perspective on the issue of decentralizing and diversifying systems. Like all the educational systems inherited from the era of colonialization, the Senegalese system was deeply marked in every field by the centralization of decision-making. It was only toward the "days of 1972" that some efforts at decentralization/deconcentration were undertaken at the level of regional and local government. The attempt at change did not, however, make much impact on the management system or on social demand in the field of education and health. A determined policy effort to deal with the problems and contradictions arising from the failure to apply reform did not take place until between 1993 and 1996.The study will draw in particular on the results of actions conducted with regard to basic education for adults and young people, based on literacy programs and local community schools.

2.1.   Goals

20.   The study generally aims to shed more light on the contribution of the "faire-faire" strategy to improving the quality of learning in non-formal basic education (literacy and community schools).

21.   This means more specifically:

- presenting the basic mechanisms and procedures of the "faire-faire" strategy,

- identifying the lessons acquired through the "faire-faire" experience,

- identifying the determinants of quality in the "faire-faire" strategy.

22.   The expected results were:

- Presentation of the mechanisms and procedures of the strategy.

- Identification of success factors as well as handicaps.

- Identification of the determinants of quality in the "faire-faire" strategy.

23.   The methodology consisted of:

- **Establishment of a multi-disciplinary team** responsible for conducting the case study under the supervision of a national coordinator.

- **Sharing workshops**
  - sharing information and the work contract among team members and the theme coordinator
  - sharing the study objectives and strategies with other partners in the sector.

- **Design workshops**
  - on information-gathering tools (interview guides, analytical grids, operating grids)
  - on strategies to collect information (review of the literature, surveys, interviews, panel, etc.)

- **Sampling**

24.   Given the qualitative nature of the study (which requires analyzing opinions, documentation, databanks, experience, etc.), **non-random methods** were chosen, with emphasis on **typical-units** representative of the cases to be observed. The targets included:

- the most significant projects (PAPA, PAPF, PAIS, PLCP)

- the 3 regions where these projects were implemented, often test regions in pedagogical terms [Thiès (PAPA), Kolda (PAPF, area of concentration for the "1,000 classes" project), Kaolack (central region, implementation of PADEN, Alpha – Femme, PAIS)]

- the National Committee of Literacy Operators in Senegal (CNOAS), the Community Development Department (encompasses women's groups), the Department of Vocational Training.

- Persons – resources that took part in designing and implementing the "faire-faire" strategy.

- Collecting information on the ground, panels, database banks, documentation, etc.
- Workshop to sort, process and analyze the data gathered
- Workshop to produce a preliminary report
- Seminar to share and validate the preliminary report with partners
- Workshop to integrate observations and produce the final report
- Interactions between the technical team and the theme coordinator.

3. CONTEXT AND REASONS FOR THE STUDY

25.   The global economic crisis in the 1970s and the consequences of various structural adjustment policies in the 1980s posed new challenges to the governments and peoples of the third world in general and to Africa in particular.

26.   In Senegal, this situation was reflected in, among other things:

▪ a deterioration in government finances, following sluggish growth in GDP, which fell from 2.6% between 1984 and 1988 to 1.7% between 1989 and 1992. In 1994, this resulted in a 50% devaluation of the CFA franc relative to the French franc.

▪ the spread of poverty: this devaluation led to a fall in GNP per capita from 710 dollars to 456 in 1994. This placed Senegal in the group of countries with the lowest incomes (cf: CMDCEBLN, 1998; PDEB, "Politique Générale et Plan d'action", page 8).

Table 1   Change in components of the education budget

Type of spending	88/89	89/90	91/92	92/93	93/94	94/95	95/96	96/97
	Before devaluation					After devaluation		
Education budget (FCFA billions)	50,202	54,698	61,682	67,008	74,777	76,852	84,437	87,421
Portion of the gov't budget	22.1%	24.5%	27.4%	32.8%	27%	28%	33%	34%
Salaries	73.1%	69.1%	70.4%	66.9%	67%	68%	69%	69%
Materials and maintenance	3.3%	3.7%	4.2%	6.1%	3%	3%	5.5%	6.5%
Transfers	23.1%	27.2%	25.4%	27%	30%	29%	25%	24%

(cf: CMDCEBLN, 1998; PDEB, Politique Générale et Plan d'action, page 27)

27.   The fall in the economic growth rate, along with galloping population growth and rampant urbanization, resulted in increasing demand for social services, in particular in the fields of education, health care, infrastructure and public facilities.

28.   The scarcity of resources allocated to development and problems noted in their use led donors and other development partners to come up with new forms of bilateral and multilateral cooperation.

29.   In the course of this, a structural adjustment policy was implemented by Senegal, which went hand in hand with the government's withdrawal from vulnerable sectors like education, health care, agriculture, etc.

30.   This new approach to development aggravated the inability of the Senegalese educational system to solve problems related to access, quality and the management of constantly rising demand for education. With an enrolment rate of 59.7%, Senegal had one of the lowest levels of access to education in Africa (African average: 79%). With regard to quality, inputs were below requirements: in terms of teaching personnel, there was a ratio of 59 pupils per teacher, and in terms of supervision, one inspector for 90 teachers. In addition, the EFIs replaced the ENRs, meaning the duration of the function fell from 4 years to 1 year. This resulted in a low success rate on exams (30% on the CFEE). In terms of infrastructure, distribution was not always rational. Out of the 3,530 schools, 68% did not provide a full cycle. This made it extremely difficult to satisfy demand. Half of the facilities were in a very poor condition, and 100,000 school

desks were lacking (cf: CMDCEBLN, 1998; PDEB, "Politique Générale et Plan d'action", page 20, 21).

31.   In this situation, the supervisory and decision-making authorities noted constant dissatisfaction among both educators and beneficiaries. Thus, following the conclusions of the General Conference on Education and Training held in 1981 to mark out a new direction to follow, the Ministry of Education undertook a vast program to overhaul the educational system in general, drawing on the recommendations of the National Commission for the Reform of Education and Training.

32.   This new approach was reinforced by the World Conference at Jomtien (1990) on education for all, and was re-scaled in accordance with the economic and socio-cultural environment in the African countries by MINEDAF-6. The process took a step forward with the Orientation Law No. 91-22 dated 16 February 1991, which emphasized four points:

- priority development for elementary education to nip illiteracy in the bud;

- affirmation of the central role of non-formal education: literacy programs and local community schools;

- coordination of the formal and non-formal education sub-sectors;

- the development of national plans for basic education.

33.   This prepared the ground for the development and approval of Orientation Law 91-22 dated 16 February 1991, which set out the profile of a new type of person to be promoted, who would be capable of resolving the existing economic, social and cultural problems, promoting the nation's values, laws and rules, acquiring the knowledge and tools required for social integration, and developing the judgment and understanding needed to take part in the progress of science and technology in the world today. The school model needed to produce this type of human being would:

- link school to life, theory to practice and teaching to production;

- democratize teaching;

- achieve literacy and continuing education;

- develop instruction in national languages and African history and culture, while ensuring openness to French influence and to the main trends in the contemporary world and the values of universal civilization.

34.   The government sought to continue, strengthen and improve this process to move closer to its targets for this sub-sector by creating a Ministry for Literacy and National Languages (1993).

35.   While continuing along the path already laid down, the new department showed great dynamism in conducting activities to expand the framework for analysis and cooperation to define and manage the various policies.

36.   The Ministry organized two major colloquia to respond to the need for in-depth coordinated analysis of the policies to be implemented in the sub-sector: Kolda in 1993 and Saint Louis in 1995. These took an approach based on an integrated, decentralized, participatory and interactive educational policy grounded in a broad national consensus.

37.   These two meetings provided an opportunity to review the Senegalese choice of a steady and prudent but irreversible policy of decentralization, which was marked by several key dates:

1972: Creation of the rural communities;

1990: Transfer of management of the rural communities to the Presidents of the rural council;

1996: Adoption of Law 96-06 on the Code for local communities.

38.   With the implementation of regionalization starting in 1997, the Senegalese public authorities chose in favor of an effective participatory democracy, a keystone for good governance, where local communities and grassroots socio-economic groups are called on to play a key role in promoting sustainable human development.

39.   To this end, the law provided, among other things, for the transfer of significant powers concerning literacy to local government, which was given responsibility for designing, programming and implementing action for economic, educational, social and cultural development at the various levels concerned.

40.   The meetings in Kolda and Saint Louis also led to taking decisions that represented a rupture, based on a participatory approach, decentralization, empowerment and "faire-faire". In addition, they helped the Ministry in particular to develop for the first time a document on general policy, an action plan and a reference framework for initiating, guiding, coordinating and planning the conduct of various activities in the fields of literacy, basic education and the promotion of national languages.

41.   In many respects, the policy initiated by the Ministry can be seen as a precursor of decentralization, in that it adopted guidelines and an approach designed to promote the involvement and empowerment of all those concerned with achieving development objectives in a spirit of dynamic and consensus-based partnership.

42.   The above-mentioned reference documents were to help provide a suitable response to the lack of clarity concerning actions taken in the sub-sector, which is characterized by:

- a high level of illiteracy (73.1%);
- unsupervised change in the sector;
- poor understanding of the various actors' capacities for intervention;
- a lack of clarity about the quality of programs;
- a notorious dispersion of the efforts of the various actors.

43.   Thus various programs were initiated as part of implementing the general policy and the action plan, in particular the "1,000 classes" project (1993), PAIS 1 and 2 (1994 and 1995) and, starting in 1996, large-scale projects such as PAPF, PAPA, PADEN and ALPHA Femmes.

44.   The Ministry drew lessons from the reluctance of financial partners regarding the results of literacy programs and, to convince them, gave greater power to civil society (NGOs, economic interest groupings, associations, etc.). This led to setting up a partnership framework based on "faire-faire", a transversal strategy that could help bring into being the solidarity required to win the crusade against illiteracy by developing quality basic education. The educational system is composed of two sub-sectors:

45.   Formal education includes:

- pre-school education for children aged 3 to 5. This includes 18,513 children, 65% of whom are in the private sector.
- elementary education lasts six years and covers children aged 7 to 12. The statistics for 1997 show 954,758 pupils with an enrolment rate of 59.7%.
- in 1995/1996, there were 32 middle schools, 51.8% of which were private. They have an enrolment of 149,439, 21.6% of the age group covered.
- general secondary education lasts three years. It enrolls 40% of those who finish middle school, in 95 schools, 56 of which were private in 1995/1996.
- technical and vocational secondary education consists of 20 schools, 11 of them public.
- higher education consists of two universities, which include various public and private higher institutions. Enrolment rose from 1,012 in 1960 to 23,001 in 1993, i.e., an annual growth rate of 7.69%.
- teacher training institutes:
    - the EFIs enroll pre-school and elementary teachers after a competitive entrance exam (80% BFEM holders and 20% BAC holders);
    - the ENS trains professors and supervisors (cf: CMDCEBLN, 1998; PDEB, "Politique Générale et Plan d'action", pages 13 to 17)

3.1.   Non-formal education

46.   This sub-sector covers literacy programs and community schools

4. PRESENTATION OF THE "FAIRE-FAIRE" STRATEGY

47.   Thanks to an international environment that is marked both by a renewal of education for all and the emergence of civil society, Senegal has adopted a strategic response to the challenge of illiteracy that reflects its political determination and ambition to eliminate this blight, which is viewed as one of the main factors limiting sustainable development. After having met the challenge of developing a general consensus-based policy, the authorities opted for the "faire-faire" approach and implemented an action plan drawn up with the involvement of all partners.

48.   Given the rupture it makes with previous principles, institutional arrangements and management mechanisms and procedures, "faire-faire" is clearly an innovative strategy for providing educational services, which offers an alternative to the limitations noted in previously established arrangements, which were characterized by centralized management by the government and its branches.

49.   "Faire-faire" can be defined as a strategy based on a partnership between government and civil society, managed by a balanced, functional distribution of roles and responsibilities and consensus-based tools and mechanisms for managing the implementation of policy.

4.1.   Fundamentals of "faire-faire"

50.   The "faire-faire" strategy is based on a series of hypotheses whose actual implementation serves as a guarantee of the system's performance:

- the development of customized, non-standardized programs
- the empowerment of professional bodies in carrying out the programs
- the establishment of arrangements for internal and external monitoring-evaluation that favor hands-on effective supervision
- building the capacities of various actors
- the establishment of a partnership based on dialogue and sharing
- the actual empowerment of beneficiaries
- the development of democratic arrangements for access to resources
- the mobilization of extra-governmental resources
- the use of local potential
- a new equilibrium in educational supply and demand

4.2.   Guidelines for "faire-faire"

51.   The guidelines underlying the "faire-faire" strategy include:

52.   **A partnership approach**: The government has established a partnership with civil society organizations (NGOs, associations, development agencies, etc.) and the citizenry based on coordination, support, sharing and participation, with a view to mobilizing and optimizing resources.

53.   **A new distribution of roles and responsibilities**: Starting from the principle of "everyone wherever they excel", the government has proceeded with a functional distribution of roles and responsibilities that is complementary and not conflicting. In this regard, the government retains responsibility for orienting, coordinating, initiating, and mobilizing resources, as well as for regulation, monitoring and evaluation.

54.   Civil society organizations are responsible for designing and implementing programs and building community capacity and research-action to improve the quality of learning. The population takes an actual part in drawing up actions by expressing their needs, and taking part in and developing local arrangements for management and follow-up.

55.   **Participation**: This is reflected in the involvement of all partners in the process of discussion both at the policy level and at the level of the functioning of established mechanisms and procedures. This arrangement leaves great room for maneuver to the local populations, who enjoy the tools and resources needed to fully exercise their roles in designing, monitoring and evaluating sub-projects.

56.   **Decentralization**: The design and implementation of literacy programs is a responsibility of local government. Senegal has implemented "faire-faire" using a project approach based on the gradual empowerment of local government for certain tasks and experimenting with total management with PAIS, while technically and logistically strengthening the regional and départemental inspection system of national education, the technical arm of local government in this area.

4.3.   "Faire-faire": Presentation of the institutional arrangements, tools and procedures

57.   Implementing this strategy in the Senegalese context has led to a new configuration in the general arrangement for policy management, including a new distribution of roles and the implementation of new managerial procedures.

4.3.1.   The main actors

58.   Institutional arrangements are structured on four levels:

59.   *The political level*: This involves the office of the Minister, which essentially plays the role of formulating guidance and strategy and initiating, coordinating and supervising the achievement of strategic objectives.

60.   *The technical level*: This consists of the technical departments, the technical arms whose mission is to supervise the proper implementation of sector policy (Department of Literacy and Basic Education, Department for the Promotion of National Language) and programs under the Minister's office. They are linked to policy by a hierarchical relationship.

61.   *Civil society and the citizens*: Operators who have proven experience in conducting non-formal education programs developed with the actual participation of the beneficiary population and concretized in formal agreements.

62.   *The financial level*: This mainly involves private financial management agencies linked to the government by an umbrella agreement and responsible for managing the contracts with the operators.

4.3.2.   Tools and procedures

63.   The implementation of the "faire-faire" policy is governed by a set of procedures and tools that constitute a guarantee of its success.

64.   *The procedural manual*: The procedural manual is developed and periodically revised with the partners and constitutes the reference document that governs access to the funds made available by the government.

65.   In addition to defining policy, it describes the roles and responsibilities of the various actors and the eligibility criteria for applications. It also provides information about the management and monitoring tools needed to draw up applications. The procedural manual guarantees democratic access to funding. The eligibility criteria are based on principles that promote broad support and the actual participation of the beneficiaries and, based on this, the quality of the programs.

66.   *The reference framework*: The reference framework is the fruit of discussion with all partners and defines the conceptual, methodological and instrumental framework for coordinating literacy actions. It thus serves as a guide for anyone who desires to become involved in this sector.

67.   *A single system for selection*: In order to ensure transparency and equity, the government has set up a single system for accepting applications, consisting of two levels:

68.   *The technical analysis committee*, whose members consist of representatives of the Département, partner organizations and competent consultants in the field of non-formal education. The approach used is to make an analysis at the individual level before pooling the results. Representatives of the project and the operators can take part in this phase as observers.

69.   The second level consists of an *Approval Committee*, which proceeds with the definitive selection of the sub-projects proposed for selection by the technical analysis committee.

4.3.3.   The framework for coordination

70.   The organizations involved in this are the basic partnership tools, and their activity is responsible to a great extent for the success of the "faire-faire" strategy.

71.   *The National Committee for Coordination and Technical Support* (CNCAT): This was established in 1996 as the technical arm of the National Committee to Eliminate Illiteracy (CNEA), a body responsible for orienting and coordinating actions and supervision of the achievement of the goals of national literacy policy.

72.   The *CNCAT*, a lighter and more operational body, is responsible in the main for:

- promoting the exchange of ideas, methods, content and tools among all those involved;

- centralizing, analyzing and disseminating all the results and fruit of research and study in the field of literacy;

- providing technical support for all partners.

73.   It comprises three bodies, including the national council, the organizational team and the permanent secretariat, a body with equal representation from government and civil society, with branches at the regional, départemental and local levels.

74.   *The Committee to Coordinate Literacy Activities* (CHIPA): This body constitutes a framework designed to promote exchanges and facilitate communication, sharing and strengthening synergies between projects.

75.   *The steering committees*: These bodies report to the Ministry and are responsible for monitoring the state of progress of various projects and making necessary adjustments.

76.   *The National Committee of Literacy Operators* (CNOAS): Set up in 1995, the main goal of the CNOAS is to work on the government's behalf to help organize the operators to provide technical support and develop a network. There are branches at the regional and départemental level. The government plays its sovereign role of helping with organization, structure and development.

5. ANALYSIS OF QUALITY FACTORS

5.1. Development of partnerships

77.   Partnerships are a crucial strategic lever and are founded on sharing, confidence and responsibility. They are used to ensure:

- A transparent and equitable selection system whose criteria are known to all.

- Equal access to funding.

- Rapid payment of service providers.

- Periodic meetings of partners to share and coordinate.

78.   In the non-formal sector these are concretized in the existence of programs implemented through government projects and carried out by civil society organizations, whose mechanisms are defined in procedural manuals developed in a coordinated way.

79.   The development of partnerships helps strengthen mechanisms for expressing opinions. Collaboration between central and local government has helped with the improvement of programs, the quality of learning and the resolution of development problems. The use of formal agreements has helped institutionalize a balance of power to avoid any government abuse.

80.   This kind of coordination between literacy operators and other groupings focused on actions aimed at education reflects a determination to get involved but also to put an end to social exclusion and arbitrary treatment.

81.   Other noteworthy results of implementing partnerships include:

- the existence of consensus-based texts, in particular reference frameworks like those for the ECB and literacy programs, procedural manuals (PAPA, PAPF, etc.) and the arrangements for close monitoring-evaluation;

- the performance of services provided by tested organizations: all literacy programs and alternative models are conducted by civil society organizations (Example: ASAFODEB, ADEF, ARCJ, etc.);

- transparent access to public funding by setting up technical analysis committees for applications, which include independent members, representatives of other ministries and the approval committees, whose members come from outside the funding organizations;

- contributing to the establishment of procedures and methods to avoid favoritism (cf. the provisions contained in the procedural manuals, which decentralize decision-making to different levels);

- the development of specific initiatives for operators in order to build the capacity of their personnel: in the course of income-generating activity, training adapted to the target activity is conducted at the initiative of the operators. They set up training on behalf of their personnel about the participatory action research method, research action, the teaching of languages, etc.

5.2.   Capacity-building

82.   Implementing the "faire-faire" strategy demands that the different actors in this sector develop new capacities.

83.   The need for capacity-building has also been demonstrated by studies that reveal a general weakness of educators both in terms of management as well as conducting practical activity (references: Dieye, 1999, audit on institutional capacities, Dakar, PAPF). Furthermore, the sector is complex and marked by change (decentralization of educational management, assumption of new target groups with priority for women, a new teaching option using the curriculum approach, educational planning, etc.), all of which call for new skills.

84.   This is why general policy documents and the action plan emphasize the continuing education of educators, which is considered indispensable for quality at every level. This is also given importance in management plans for the various sub-sector projects.

85.   In this respect, every literacy sub-project implemented by the operators pays attention to capacity building both for personnel in the field as well as managers and supervisors. This graduated system of optimizing human resources has been integrated closely into every level of the system. In terms of guiding principles, it is expressed in a determination to treat all educational actors as sources of knowledge, know-how and soft skills.

86.   In institutional terms, this draws on the **National Center for Educational Resources** (CNRE), which serves as a space for meetings, exchange, coordination, information, training and technical support for everyone involved in non-formal basic education. At the heart of this institution is a central research, action and training team (**ECRAF**), which is responsible for:

- developing and building the expertise of the operators responsible for initiating and delivering literacy programs and alternative models of quality;

- providing technical support for everyone involved;

- supporting research-action activity in the field of literacy.

87.   The ECRAF gets support at a decentralized level from a team of 12 members spread over three (3) regions, which cover the entire country.

88.   In strategic and operational terms, this system consists of training that is carried out in various ways and which helps to build the capacities of the actors and improve the quality of learning. These activities include:

5.2.1.   Training courses

89.   The targets are generally personnel from the central departments and projects. The themes covered during these courses include:

- results-based management

- the design of training systems

- the system of geographic information

- the evaluation of impacts.

5.2.2.   Seminars

90.   The targets are personnel from the central and decentralized levels and projects, as well as the operators. These are personnel who in turn provide training for other actors and partners. The topics covered relate to all the essential aspects of program quality.

▪ **Topics intended for personnel from central and decentralized departments and projects:**
  - project management;
  - planning functional literacy;
  - performance indicators;
  - management of local government;
  - social mobilization and communications;
  - ministerial organization;
  - training literacy trainers;
  - developing databases;
  - the system of geographic information;
  - methods of identifying training needs;
  - designing programs;
  - research-action;
  - monitoring-evaluation.

▪ **Topics intended for the personnel of operators:**
  - methods of social mobilization;
  - teaching arithmetic;
  - introducing French into the ECBs;
  - designing a functional literacy program;
  - financial management;
  - women's entrepreneurship;
  - the Reflect method;
  - managing the press and national languages;
  - the participatory action research method (PARM);
  - the use of procedural manuals;
  - the use of a methodological guide for STDs/AIDS and reproductive health.

5.2.3.   Capitalizations

91.   These provide specific opportunities to learn about the lessons drawn with a view to making corrections and establishing modeling elements.

92.   They also provide opportunities for training for various actors, in particular personnel from the operators.

93.   This method has led to very significant results:

▪ capitalization on the trial phase of the local community schools (ECBs) has helped to develop various program timetables and to create local community schools (ECBs) and women's technical training centers (CETF), practical middle school centers (FEMP) and the départemental vocational training centers (CDFP). These are commonly called coordinated ECBs in that they promote:

   • the coordination of ECBs with vocational training centers

   • the coordination of literacy and technical training

   • the coordination of national languages and French.

▪ capitalization on programs in the trial phase has led to establishing the integrated adult education program (PIEA).

▪ capitalization on teaching-learning (teaching reading, teaching arithmetic, coordination of French and the national languages, etc.) has helped improve the capacities of facilitators and volunteers.

94.   The result of all this has been a constant and significant improvement in the capacities of the different actors. By way of illustration, the PAPA project dealt with a total of 237 training programs in the area of appropriating and capitalizing on experience, 1,492 that dealt with passing on training received and 745 that dealt with operator support. In terms of the PAPF, training was provided for 900 operators over 4 years, and 395 coordinators and 800 supervisors over 5 years.

5.3.   Mechanisms for close monitoring-evaluation

95.   With regard to the overall "faire-faire" system, the government bears responsibility for conducting monitoring-evaluation.

96.   Monitoring and evaluation serve as tools for management and control. They are performed at various levels:

   • at the policy level, the office of the minister defines and monitors the achievement of strategic goals;

   • at the technical level, the national departments and their decentralized branches monitor the implementation of policy through the external monitoring and evaluation of programs;

   • at the level of practical action, the operators are in charge of implementing a system of internal or close supervision. The local population monitors practice in the field.

97.   In its management strategy, the DAEB has set up a system of monitoring-evaluation that is grounded in principles of transparency and decentralization. This system has four basic functions:

- a function of information,

- a function of control,

- a function of seeking quality,

- a support function.

98.   There is periodic coordination, which has led to a system that is closely adapted to the realities of strategy. It provides more responsibility to the grassroots.

Table 2   System for close monitoring-evaluation

Level of Intervention	Purpose	Mission	Center of Responsibility	Actors
Policy	Monitoring-Evaluation	Policy Management Orientation	Min office	CPSS
National/ Technical	Monitoring-supervision	Managing follow-up	DAEB	DPEV
	Evaluation	• Revision of tools • Management • Analysis and processing of data • Distribution of reports • Restitution	DAEB	DPEV
Regional/ Technical	Monitoring	Managing follow-up	IA	RRA
	Evaluation	• Development of a regional monitoring and evaluation plan • Sharing of revised tools • Processing and analysis of data • Distribution of results	IA	RRA RRA RDA Operators RRA
Départemental/ Technical	Monitoring	• Monitoring the effectiveness of training of operator personnel • Development of monitoring plans • Monitoring the effectiveness of a study of the context • Start-up check • Quality check • Processing data • Transmission and distribution	IDEN	IDEN
	Evaluation	• Sharing the evaluation results • Administration of tools • Use and analysis of data • Distribution of results	IDEN	RDA Supervisors Coordinators Facilitators
Local/Field	Monitoring	• Development of monitoring plans • Start-up check • Quality check	Operators	Supervisors. Coordinators Managers
	Evaluation	• Sharing evaluation tools • Administration of tools • Use of data • Distribution of results	Operators	Supervisors. Coordinators Facilitators

5.3.1.   The results obtained

99.   The system for close monitoring-evaluation has significantly helped to improve the quality of learning. It has contributed to:

- extending the coverage of supervision of personnel, which is reflected in the existence of proper, up-to-date andragogic documents

- improving the performance of learning instruction

- speeding up the process of correcting problems noted in the performance of action

- making available thorough, reliable information to feed into the databases

- facilitating capitalizing on and sharing experience.

Table 3   Illustration of a few results

Topic	Campaigns			
	1998/99	1999/00	00/01	01/02
% of monitoring-evaluation coverage	36.40	69.69	61.00	82.60
% existence of andragogic documents in the CAF	76.50	79.00	68.90	91.70
Maintaining satisfactory andragogic documents	77.10	79.00	63.40	90.40

100.   An examination of the table shows the relationship that exists between the strategic variable monitoring-evaluation and the existence of properly maintained andragogic documents. The levels of these are proportional to the coverage. Change has, in addition, moved in a positive direction, showing that this system is a fundamental factor in quality.

5.4.   Strengthening financial and logistics resources

101.   Before 1993, the literacy sub-sector had witnessed only two middle-sized projects: the Fatick project (financed by the Canadian government, with a budget of six (6) million CFA francs), and the "1,000 classes" project (funded by the Senegalese government with a budget of one hundred (100) million CFA francs), managed by the government.

102.   In the period from 1993 to 2002, thanks to the development of a consensus-based policy and the choice of the "faire-faire" strategy, this sub-sector has benefited from substantial financial and logistics assistance:

5.4.1.   Funding for the sector

- Funding of PAPA (Action Plan Support Project) by the ACDI in two stages: PAPA-1 (with a budget of 5,605,000,000 CFA francs) and PAPA-2 (CFAF 7,995,000,000) with an auditor cost of CFAF 22,500 for literacy and CFAF 41,000F for local community schools.

- Financing of the PAPF (Women's Literacy Initiative) by the World Bank with a budget of USD 12.6 million and CFAF 125 million for the Senegalese counterpart (for an auditor cost of CFAF 37,500).

- Funding of the PADEN (Literacy Project for Local Elected Officials and Personalities) and Alpha-Femmes by the GTZ (German Cooperation) for an auditor cost of CFAF 75,000.

- Funding of the PAIS (Intensive Literacy Program for Senegal) by the Senegalese government with an annual budget of CFAF 159,000,000 for an auditor cost of CFAF 6,000.

103.   Apart from project functioning, these various fundings break down globally as follows:

5.4.2.   Support for literacy programs and basic education

104.   This is aimed at operators. It is broken down as follows:

- institutional support

- pedagogical material and supplies

- monitoring activities

- training, refresher courses and teaching days

- payment of internal human resources

- operating costs.

5.4.3.   Institutional support

105.   Institutional support includes:

- Funding activities to build capacity and for monitoring-evaluation.

- Logistical support aimed at building up the resources of central and decentralized departments with a view to better managing monitoring activities and databases. This basically consists of twenty vehicles for the central level (ministers office, national departments and project departments), about a hundred motorcycles for the decentralized departments (IA, IDEN) and about a hundred computers set up to handle data for the sector.

5.4.4.   Support for coordination

106.   This is used to provide support for the coordination bodies, in particular the CNOAS, the CNCAT and the CNEA.

5.4.5.   Breakdown of costs – Analysis of PAPA costs

107.   An analysis of PAPA costs covered a sample of 10 classes with 300 learners. This can be broken down as follows:

Table 4   Analysis of PAPA costs

Categories	Sub-categories	Amount	%
Supervision	Teaching days	200,000	
	Monitoring-supervision and evaluation	490,000	
	Costs of monitoring personnel	350,000	
	Sub - Total 1	**1,040,000**	**15.41**
Operations	Institutional support	613,570	
	Operations	266,000	
	Costs of management personnel	300,000	
	Sub - Total 2	**1,179,570**	**17.48**
Training	Initial training of supervisors	80,500	
	Initial training of supervisors	625,000	
	Costs of facilitators	2,500,000	
	Sub - Total 3	**3,205,500**	**47.49**
Teaching material	Teaching manuals for the class	995,200	
	Teaching materials for learners	254,000	
	Auditors supplies	75,000	
	Sub - Total 1	**1,324,200**	**19.62**
Total		**6,749,270**	**100**

cf.: Mission to analyze the costs of literacy sub-projects in Alphabétisation, by Amadou FALL

Table 5   Analysis of PAPF costs

The analysis of PAPF costs covered a sample of 10 classes with 308 auditors. It can be broken down as follows:

Categories	Sub-categories	Amount	%
Supervision	Teaching days	44,000	
	Monitoring-supervision	67,500	
	Transport costs (for on the ground monitoring)	805,000	
	Monitoring-supervision personnel	400,000	
	Sub - total 1	**1,316,500**	**18.89**
Operations	Sub-project managerial personnel	550,000	
	Operations	270,000	
	Sub - total 2	820,000	11.76
Training	Training of supervisors	145,000	
	Training of facilitators	855,000	
	Refresher course	294,000	
	Functional training	254,500	
	Costs of facilitators	2,250,000	
	Sub - total 3	**3,798,500**	**54.49**
Teaching material	Teaching manuals	540,475	
	Auditor supplies	495,000	
	Sub - total 4	**1,035,475**	**14.86**
Global		**6,970,475**	**100**

cf.: Mission to analyze the costs of literacy sub-projects in Alphabétisation, by Amadou FALL

108.   The analysis of the two tables above covers sub-projects of two major projects (PAPA and PAPF) of the Ministry for Public and Private Vocational Training, Literacy and National Languages.

109.   A significant portion of the costs goes to training (PAPA: 47.49%; PAPF: 54.49%). A non-negligible part of the budget for the sub-projects examined goes to pedagogical material (PAPA: 19.62%; PAPF: 14.86%) and teaching supervision (PAPA: 15.1%; PAPF: 18.89%). Overall, quality aspects (training of personnel and beneficiaries, teaching material and teaching supervision) account for more than two-thirds of the budget. This breakdown reflects the determination of the Ministry to promote the quality of learning through these projects.

5.5.   Diversifying supply

110.   The "faire-faire" strategy has encouraged the diversification of educational supply, including functional literacy programs and alternative models of basic education:

5.5.1.   The integrated program of adult education (PIEA)

111.   The PIEA integrates literacy and post-literacy in a single sub-project. The program emphasizes the functionality of the approach, with a view in particular to increasing the revenue of beneficiaries in their regular economic activity.

112.   In other words, the integrated approach is a response to different problems that block synergies between literacy, the fight against poverty and the effectiveness of existing programs.

113.   The integrated character of the program is based on simultaneous support for the following main points:

- developing human resources

- developing a literate environment

- building the organizational capacities of the beneficiary group

- coordinating technical training with the income-generating activities targeted by the beneficiaries

- linking up with the associative, administrative and financial network based on concern for the autonomy of the beneficiary and sustainable training action.

114.   The program is based in the main on a system of sustained activity in operational sites that integrate several activities: developing a literate environment, subsidizing income-generating activity, training intermediaries and local leaders, and establishing leisure, reading and network centers. It lasts **18** months with an overall minimum time of **450** hours. It targets learners aged **15-49** years old, literacy intermediaries and opinion leaders.

5.5.2.   The PAPA functional literacy program

115.   It is based in the main on three points:

- developing human resources

- developing a literate environment

- building the organizational capacities of members of the beneficiary organization.

116.　　It exists in two forms: a **6-month** program on a continuing basis and a **10-month** program that is discontinuous and takes place in two 5-month phases. It targets young learners and adults aged **15-55**. The program also covers certain specific targets, such as blind people who read using the braille method and lepers.

5.5.3.　　The intensive literacy program in Senegal

117.　　This **10**-month program is conducted in two 5-month phases. The minimum overall time is **300** hours. It enables learners to acquire instrumental skills sufficient to function. It is directly administered locally by local government.

5.5.4.　　The literacy program for the fight against poverty

118.　　This covers the same territory as the PIEA. In addition, there are stepped-up support measures. This is reflected in the development of local social service facilities and the financing of income-generating micro-projects.

5.5.5.　　The literacy project for local elected officials and personalities (PADEN)

119.　　This has been implemented to support the decentralization process by building the capacities of local officials and personalities. It lasts 10 months with a duration of 300 hours. The courses are conducted in the form of monthly seminars.

5.5.6.　　The Alpha-Femmes program

120.　　This is a functional literacy program spread over 3 years. It emphasizes the acquisition of skills related to financial management, health care, women's rights, the environment and civic action.

5.5.7.　　The functional literacy program of PLAN International

121.　　This lasts 10 months and plays an active part in fighting the rural exodus and the deterioration of environmental resources among the beneficiary population.

122.　　The alternative models of basic education are relatively diversified. They include the **local community schools (ECB), the coordinated local community schools (ECB-A) and the "streetcorner schools"**.

5.5.8.　　The local community schools (ECB)

123.　　These were initiated in Senegal in 1992/1993 by ADEF-Afrique, an NGO, and were subsequently adopted in 1996 as a basic component of the alternative models tried by the PAPA.

124.　　They are in current use by a number of operators subsidized by the PAPA and a large number of NGOs, including PLAN International, AIDE et ACTION, RADI, etc.

125.   They target youth aged 9 to 14 who were never enrolled in school (and are illiterate) or who left school early (school dropouts and others not enrolled). There are three goals of the pedagogical approach used:

- the integration of young people into socio-economic activities in their environment

- continuing secondary school study

- pre-vocational training or integration into certain jobs.

126.   The specific character of the model is based mainly on:

- the design and self-management of the educational system by the local community

- the inclusion of children aged 9 to 15 who are not enrolled or have dropped out, in particular girls, for a 4-year educational cycle, the equivalent of six years of elementary school

- the use of national languages as the main language of instruction and the introduction of French as a second language

- support for the "basic adolescent education" program by the "adult literacy" program, for a coordinated "parents school/children's school" approach

- use of learning methods focused on promoting the environment and its potential.

5.5.9.   Coordinated local community schools (ECB-A)

127.   This is an experimental program of the Senegalese government.

128.   The ECB-As have the same target and the same educational cycle as the ECBs, though there is a shift towards juveniles aged **12 to 16**.

129.   The ECB-As aim to provide these young people with the technical and professional skills needed to help their socio-professional integration after **4** years of education.

130.   They are situated in the practical middle school centers (FEMP), the regional women's technical instruction centers (CRETF), the women's technical instruction centers (CETF) and the Départemental centers for vocational training (CDFP). Their proximity helps them to take maximum advantage of the resources existing in these organizations in a rational way in order to draw on sufficiently qualified and operational professional inputs.

131.   They also play a role in fighting unemployment and poverty in that they give their graduates with the opportunity of integrating into a job, increasing their income and improving their standard of living.

132.   The trial phase of the ECB-As will eventually help 600 young men and women to find work in various growth areas, including carpentry and cabinet making, masonry, metal working, poultry farming and livestock breeding, sewing, dyeing, catering, etc.

133.   They are a concrete expression of the political determination of the Senegalese government to find dynamic ways to actively integrate functional literacy, vocational training and the promotion of national languages.

5.5.10.   ENDA Ecopole Street Corner Training (FCR)

134.   Streetcorner training (FCR) provides an educational alternative to the formal school system. These have been developed mainly in the disadvantaged districts of Dakar (Khadim Rassoul, Colobane, Wagouniayes, Barague, Grand-Dakar, etc.) and its suburbs (Guinaw Rail, Médina Gounass, Yeumbeul, Malika, etc.). The FCRs are a crucial component of popular education and training initiatives. They help deal with thousands of young men and women and young adults who have been excluded from school or who never benefited from school education, with a view to giving them access to basic education.

135.   There are various types of FCR:

a)   The "Creation" nursery schools

136.   These target children aged 3 to 6. They are intended to provide them pre-school education and give them basic skills that can help provide them educational access and learning in elementary schools.

137.   By taking care of their children during school hours, the schools also help free mothers up to take care of their everyday socio-economic activities.

138.   Most of the FCRs have been created at the initiative of ENDA Ecopole. The communities themselves created other CFRs. People in disadvantaged neighborhoods organized themselves and mobilized their own resources to set up the facilities.

139.   The government helps the FCRs in various ways:

- the arrangement of formal documents
- authorization to take part in official competitive exams
- pedagogical support for learners and educators.

b)   The elementary cycle

140.   In terms of the elementary cycle, the FCRs generally target children aged 7 to 12 who live in the most disadvantaged districts of Dakar and its suburbs. They provide learners with an alternative education that includes various teaching-learning programs: an elementary education program in French, a literacy program in a national language and a religious education program.

141.   They are intended to provide learners with basic skills to enable them to continue their studies at the secondary level, as well as to integrate harmoniously into their social environment.

c)   The secondary cycle

142.   In terms of the secondary cycle, the FCRs offer learners aged 14 to 18 who live in the disadvantaged areas of Dakar and its suburbs an opportunity to further their school studies. The educational program is based in the main on that of the general middle school level (CEM).

143.   The FCRs at the elementary and secondary level reach two types of learners:

- permanent pupils who regularly attend the school,
- occasional pupils, who use the FCRs in their free time (evenings between 6pm and 10pm, holidays, vacation, etc.) in the form of booster and remedial courses.

144.	The great majority of pupils enrolled in these latter courses have not come out of the FCRs, but are instead usually from nearby public or private schools where study conditions are generally not very favorable (double-shift classes, over-subscribed classes, etc.). The FCRs thus help this type of pupil to boost their studies.

d) Practical training

145.	Few FCRs (less than 10%) provide practical training. The ones that do mainly target pupils aged 14 to 18 and older, more than 75% of whom are girls. Their goal is "rapid integration" of the young people into active life. The training cycle is a maximum of three years.

146.	The training program is very diversified, including mechanics, carpentry, sewing, embroidery, ceramics, music, etc.

147.	French and/or national languages are used as the language of instruction.

e) Literacy

148.	In Dakar and the surrounding region, only 15% of the FCRs teach literacy.

149.	They have a diversified target group, including domestic servants, shopkeepers, laborers, apprentices, and young handyman boys and girls and the like from disadvantaged neighborhoods, particularly those aged 15 and older. The majority are female (more than 75%).

150.	The literacy programs have a very strong practical orientation. They aim to give learners instrumental and technical skills to help improve their performance in their given field of activity. The minimum training cycle is 300 hours, in accordance with the standard literacy framework.

151.	The operating hours tend to be flexible and are set up in coordination with the beneficiaries. Thus literacy courses in the FCRs are provided at different times in the day:

- mornings (from 9am to 2pm) for apprentices and young handymen

- afternoons (from 3pm to 7pm) for laborers and shopkeepers

- evenings (from 7pm to 10pm) for domestic servants.

152.	Overall the FCRs offer many disadvantaged strata an opportunity to obtain an education that is aimed at helping them solve their real problems.

153.	Whether they are a "coxeur" (fast bus apprentice), a "mbindaan" (domestic servant), a shopkeeper or laborer, this education will help them achieve clearly defined goals that relate to their everyday needs.

154.	This diversity in educational supply is viewed by many educators and partners of the Senegalese educational system as a dynamic factor in quality in that it promotes:

- **the contextualization of programs**, that is, taking proper account of social, cultural and economic realities, and the specific educational needs of the beneficiary community.

- **the design and implementation of relevant training programs**, which properly integrate everyday development activities and the genuine expectations of the learners.

- **correcting inequalities** between, on the one hand, regions with very high illiteracy rates and regions that are better positioned in terms of social services, and secondly, with regard to women, who form the group in Senegal that is hit hardest by illiteracy.

- **the democratization of educational access**, characterized by the constant political determination of the department of non-formal education to take greater account, using a gender-sensitive approach, of the educational needs of different categories of the population (school age children, young people and adults), in particular those who have been left aside by the formal educational sub-sector.

- **a rupture with the principle of a unique place and target**. No longer is literacy intended to takes plac solely in the classroom. On the contrary, there is greater and greater diversification of the site of instruction (homes, workplaces, etc., of the beneficiary).

- **a rupture with the principle of a unique time**. In the non-formal sub-sector, learning no longer takes place based on the formal school year. It is instead coordinated with the rhythm of everyday activity and by mutual agreement with the beneficiary. For instance:

  - in the CAFs, the schedules decided by mutual agreement with the beneficiaries are very diverse (mornings for some, afternoons or evenings for others),

  - in the ECBs, children study during the mornings and adults during the afternoons.

- **the introduction of what are called "inter and transgenerational"** learning methods, which are eloquently illustrated in various forms in the ECBs and the CAFs:

- **the use of differentiated pedagogy** motivated by the presence in the same group of learners of different generations (adolescents, young people and adults) with differing profiles.

- **interactivity** at the level of learning among children in the elementary schools, ECB pupils and CAF pupils, which is encouraged by the use of national languages throughout the Senegalese education system and even in administrative and professional life.

- **an increase in demand for education**, which is clearly reflected in the number of applications filed **between 1996 and 2003**, and which is explained by the growth in supply. The PAPF confirms this in the following table:

Table 6   Increase in demand for education

Generations	1995-97	1996 – 98	1997 – 99	1998 – 2000	1999 – 01
Demand in number of applications	77	135	155	189	404
Numbers	23,100	58,736	90,181	109,711	203,006

6. RESULTS AND IMPACT OF "FAIRE-FAIRE"

155.   The implementation of the "faire-faire" strategy has contributed significantly to improving the Senegalese educational system in terms of access, quality and management. It has also had a positive impact on the beneficiary communities.

6.1.   Reducing the level of illiteracy

156.   In the course of the fight against illiteracy, from 1993 to 2001 an overall total of 1,501,881 learners enrolled in various literacy programs, with an annual average of 150,188. There were several important peaks during this period: 184,913 learners were enrolled in 1997/1998, 209,917 in 1999/2000 and 211,060 in 2000/2001. These peaks often corresponded to periods where there was combined, maximum activity of the PAPA, PAPF and PAIS projects and other programs (NGOs, associations, etc.).

157.   There was also significant progress during this period, as the number of people involved annually during previous campaigns had been about 60,000.

158.   The rate of illiteracy among the population aged 10 and over has thus fallen from 68.9% in 1988 to 46.4% in 2001, a positive difference of 22.5% [General survey of the population in the environment (RGPH, 1988) and DAEB estimates from 2001].

159.   In terms of gender, illiteracy fell among men from 58.8% in 1988 to 39.6% in 2001, a positive difference of 19.2%, and among women from 78.1% in 1988 to 62.6% in 2001, a positive difference of 25.5%. The improvement with regard to women thus reflects the national effort to correct inequalities between the sexes.

160.   It is also important to point out the significant efforts made with regard to correcting inequalities between regions. The regions of Diourbel, Saint-Louis, Kolda , Kaolack, Fatick and Tambacounda had the highest numbers enrolled. In practice, the distribution of quotas (number of allocated classes) between regions was made based on the following parameters: illiteracy rate, demand and overall enrolment rates (TBS).

161.   In addition, to improve coordination and achieve balanced national coverage, the government worked with its social, technical and financial partners to coordinate a distribution of activities between the regions:

  •   the PAPF was active in the 5 regions of Dakar, Diourbel, Fatick, Kolda and Louga,

  •   the PAPA was active in 6 other regions: Kaolack, Matam, Saint-Louis Tambacounda, Thiès and Ziguinchor.

  •   and the PAIS was active in 11 regions in Senegal.

6.2.   Improving performance

162.   "Faire-faire" has contributed substantially to improving the quality of learners' performance. An analysis of the change in the results of the major projects shows an upward trend both in terms of functional and instrumental (reading, writing, arithmetic) disciplines:

Table 7 **Performance of learners**

Performance of CAF / PAPF learners							
1998				2001			
% of learners who fluently read a written text	% of learners who are able to write a simple meaningful text	% of learners who can solve a simple problem in writing	% of learners who have a theoretical mastery of technical themes	% of learners who fluently read a written text	% of learners who are able to write a simple meaningful text	% of learners who can solve a simple problem in writing	% of learners who have a theoretical mastery of technical themes
55.7	28.25	05.7	50	75.2	63.3	44.1	85.0
Performance of CAF / PAPA learners							
1998				2001			
% of learners who fluently read a written text	% of learners who are able to write a simple meaningful text	% of learners who can solve a simple problem in writing	% of learners who have a theoretical mastery of technical themes	% of learners who fluently read a written text	% of learners who are able to write a simple meaningful text	% of learners who can solve a simple problem in writing	% of learners who have a theoretical mastery of technical themes
61,5	35,8	16, 5	50	68,2	52,8	38,7	67,3

163.   The table above reveals a positive trend in the performance of learners in the various disciplines.

6.3.   Introducing innovations into formal education

164.   Based on its openness to the local environment and to pedagogical change, "faire-faire" has made it possible to:

- create community organization involved with educational management and basic training (educational management committees, community teams to develop basic education, etc.)

- establish a system to facilitate the introduction of national languages into elementary school

- integrate education and training programs into local development plans.

6.4.   The professionalism of operators

165.   The literary policy has encouraged the rapid development of civil society organizations, with the support and encouragement of the government, in order to deal with the ever increasing demand. In 1995, there were 90 literacy operators. Today, there are more than 500, including various types such as NGOs, associations, economic interest groups, development companies, etc. They have developed experience in the field of program management and have the capability of diversifying their fields of operation.

166.   The steady funding of sub-projects and the building of capacity has contributed greatly, first, to consolidate the operators' logistics capabilities and second, to increase their professionalism.

6.5. Creating jobs

167.   Over the years, the formal basic education sub-sector has been of great help to many young people without jobs. It has contributed to a significant extent to cutting the unemployment rate, by annually creating 6,953 temporary jobs, including 5,563 facilitators, 556 supervisors, 556 managers, and 278 program coordinators.

6.6. Improving the living conditions of the beneficiary populations

168.   An analysis of the various monitoring and evaluation studies and reports shows that the programs have had a positive impact. This can be seen both at the individual and community level as well as at the sites:

- **Improving health and hygiene conditions**: The construction of latrines, respect for vaccine schedules, use of oral rehydration therapy, water treatment (filtering and purification), etc. For example, according to the Report of the Longitudinal Study at Time T1 conducted by the DAEB, 58.06% of the sites visited (PIEA, 1st generation) show greater respect for hygiene rules thanks to the literacy programs developed in these areas. Along the same lines, the 2001 Evaluation Report of the DAEB on the "6 month" and "10 month" programs of the PAPA confirmed an actual improvement in health and hygiene conditions in 89.9% of sites (for the "10 month" programs) and 82% (for the "6 month" programs).

- **Environmental protection**: There have been many more local initiatives to improve environmental protection, including by creating firebreaks and windbreaks, launching reforestation initiatives and public clean-ups ("set-setal"). In 69.8% of the PAPA "6 month" sites and 74% of the "10 month" sites, there were environmental protection activities (cf. DAEB Evaluation Report on the "6 month" and "10 month" programs for 2001). These initiatives are an inherent part of the literacy programs implemented and are characterized by such activities as reforestation, developing committees to fight grass fires, public sanitation, etc.

- **Building solidarity**: In social terms, solidarity and mutual aid were strengthened, which was reflected in the development of local initiatives (collective fields of projects), growth in community construction activities, multifaceted mutual support, the internal handling of conflicts and greater social peace.

- **Greater technical understanding**: In economic terms, the impact of the program was reflected in the development of local initiative with regard to production (income-generating activities). The management of these activities was consolidated by reinvesting technical skills in productive micro-projects implemented during training, including dyeing, soap making, poultry farming, processing of products, feeding, gardening, managing a mill, a shop, or revolving credit, etc.

- **The development of a literate environment:** In a substantial portion of the beneficiary zones, the literacy environment has improved considerably as learners make increasing use of written texts in national languages in various ways (reports on meetings, routine correspondence, notebooks, shop records, etc.), notice boards, newspapers written in national languages, publications in national languages and the existence of mobile libraries. In 79% of the leisure and reading centers (CAL) run by PAPF (1st generation PIEA), there are libraries with a wide-ranging selection in national languages. Learners visit these regularly to read and take part in leisure activities and reading (Longitudinal Study Report at the Time T1 , by the DAEB). Likewise, the evaluation by the DAEB in 2001 of the "10 month" and "6 month" programs showed that neo-literates communicated in writing in the form of letters,

written notes, meeting reports, etc., in 76.7% of the sites visited. The management committees at the sites themselves keeps regular track of the accounting documents in writing. In addition, the PAPA has supported the publication of 101 works, each of which is printed in 1,000 copies, and 28 newspapers, each with a print run of 1,000, produced by five regional newspapers. The PAPF has also helped with the publication of 139 works, each with a 1,000 print run, produced by neo-literates. It has also helped with the creation of 5 regional newspapers.

- **Access to credit**: The networking of groups, particularly women's groups and associations that benefit from non-formal education programs, has helped expand access to technical and financial administrative institutions. This has facilitated access to credit and other forms of support. **60% of the PIEA (1st generation) beneficiary groups have a connection to local credit agencies (Crédit Mutuelle, Caisse Nationale de Crédit Agricole, local banks, etc.), thanks to support from literacy operators (DAEB PIEA Report, 2003)**

7. SEVERAL HANDICAPPING FACTORS

169.   "Faire–faire" has led to the development of environments that are favorable to the literacy of young adults and adults. Nevertheless, several shortcomings were identified in the course of this process:

7.1.   Weak involvement of local authorities

170.   Local governments have found it difficult to fully exercise the powers that have been given them based on decree 96-1136 on the application of the law transferring power to the regions, communes and rural communities with regard to education, literacy, the promotion of national languages and vocational training.

171.   Local authorities have exercised few of the powers transferred in the field of literacy. Except for a few regional councils that adopted a regional plan to fight illiteracy, there has been little effective exercise of powers such as drawing up, executing, monitoring and evaluating local plans to eliminate literacy, establishing educational facilities and infrastructure and mobilizing resources. For the most part, the plans that do exist were developed by academic authorities who have produced these by default in the absence of elected officials. It has been the départemental education inspectors who almost everywhere have determined the areas to be prioritized for literacy activities.

7.2.   Weaknesses in the management of programs

172.   Field surveys have shown that operators do not always make use of the services of competent resource personnel to train their own personnel (facilitators and supervisors). Some of them are not sufficiently equipped to properly carry out learning-teaching.

173.   In addition, there have been problems with the monitoring and supervision of operators by the IA and IDEN, due to a lack of human and logistics resources.

174.   In the field of learning, particularly arithmetic, problems have appeared with facilitators and volunteers, due to inadequate initial and continuing training.

7.3.   Inadequate support measures

175.   Literacy and basic education programs often lack the support resources needed to ensure they are fully effective.

176.   Some of the these inadequacies include:

- the virtually complete absence of suitable, ongoing educational facilities (classrooms, workshop facilities, etc.).

- a failure to sufficiently build up the capacities of the members of the management committees and/or School-Environment teams.

- the absence of a specific project or program to facilitate the socio-economic integration of CAF and ECB graduates.

7.4. Difficulties in developing statistical databases

177.　　　A certain number of difficulties have posed problems in providing those involved the non-formal education sub-sector with complete, reliable data. These include:

- inadequate financial resources to update the statistical databases regularly

- a lack of personnel trained to manage the databases

- problems with coordination and delays in providing the data to the central level.

8. POINTS FOR STRENGTHENING ACTION TO CONSOLIDATE "FAIRE-FAIRE"

There have been various responses to the identified shortcomings:

8.1.   with regard to the weak involvement of local authorities

178.   Responses have been:

▪ the gradual development of a decentralized system to choose literacy requests;

▪ the training of local officials in the literacy project for local elected officials and personalities (PADEN);

▪ the development of the intensive literacy program for Senegal (PAIS-ETAT), which is entirely managed by local communities based on national financing;

▪ the development of a standardized, decentralized framework for monitoring projects and programs in the literacy sub-sector;

▪ the application of measures aimed at certifying environmental studies, the effectiveness of contracts between operators and the beneficiary communities and respect for priority zones for programs in order to deal more effectively with geographic inequalities;

▪ the provision of more resources for the decentralized educational services to carry out monitoring, supervision and evaluation;

▪ the application of positive sanctions, such as awarding prizes to the most effective operators in order to promote positive emulation;

▪ the application of negative sanctions to operators whose performance has been very weak during the preceding campaign.

8.2.   with regard to the weaknesses noted in program management

179.   The organization of training seminars with all the partners concerning:

▪ standardizing activities involving monitoring and evaluation

▪ training IA, IDEN and DAEB personnel in monitoring-evaluation

▪ training IA, IDEN and DAEB personnel in developing monitoring-evaluation tools

▪ training facilitators to teach arithmetic and use calculators

▪ training operators in social mobilization

▪ implementing the integrated adult education program (PIEA) with funding from income-generating activities.

8.3.   with regard to the inadequacy of support measures

180.   Responses have been:

▪ building regional multi-skills centers for adults (CREPA), with overall funding of 600 million; these help to improve the learning conditions of program beneficiaries

▪ the projects are taking responsibility for additional training activities for members of the management committees.

8.4.   with regard to difficulties in developing statistical databases

181.   Responses have been:

▪ standardizing the collection and management of statistical data throughout the educational sector

▪ building the capacities of database managers at the central and decentralized levels.

9. CONCLUSION

182.   The experience of Senegal in the field of non-formal education since 1994 has given rise to major innovations in the approach to implementing educational policy. In particular, the "faire-faire" strategy has introduced new principles, guidelines, mechanisms, procedures and institutional reforms that represent a promising and effective rupture, as is reflected in the significant quantitative and qualitative results achieved.

183.   In a situation where the dynamics of learning quality are a greater priority than ever before, sharing the experience of innovative alternatives that could help the output of educational systems, as "faire-faire" does, constitutes a contribution to the collective discussion that deserves to be encouraged. This is the overall setting for this exercise, which consists in critically analyzing the various aspects of this strategy for educational supply, and which is grounded fundamentally in a partnership between the government and civil society.

184.   The analysis shows that the key determinant for the success of the "faire-faire" strategy is the government's political determination, which is expressed in the institutionalization of this partnership, based on a new type of relationship with civil society. This partnership is based in the main on coordination, support, sharing and participation, with a view to improving the organization and effectiveness of the sub-sector.

185.   This strategic option has also led to institutional reform, which has taken concrete form in the redistribution of responsibilities between different spheres of intervention and the establishment of new mechanisms and procedures (coordination framework, partnership bodies, selection of requests) to ensure transparency, fairness and dialogue throughout the process of policy implementation.

186.   The existence of a plan for sustained financing has also helped build the capacities of various actors by means of effective logistical and financial support and based on targeted training adapted to the specific needs of the educators.

187.   With regard to management, particular emphasis has been given to front-line supervision, which requires, in addition to the external system provided by government services, establishing an internal system of monitoring-evaluation in order to adjust, invigorate and orient the action of actors in the field and capitalize on achievements.

188.   In addition, an important quality factor is that the "faire-faire" approach ruptures with the standardization of programs by promoting a diverse educational supply that takes better account of the target groups.

189.   Overall, then, the "faire-faire" strategy seems to offer a noteworthy, promising alternative that can help eliminate illiteracy and ensure quality education for all.

190.   The success of "faire-faire" thus is based on a combination of all the policy, technical, and organizational factors that this study has attempted to examine. Nevertheless, it is important to emphasize that any effort by other countries to adopt "faire-faire" must take into account local political, institutional, organizational, cultural and other realities, while maintaining the strategy's basic principles and components. This is a process that is built and consolidated over time by involving all those concerned in ongoing dialogue and cooperation.

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