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Working Group Non Formal Education

Country Case Study
Burkina Faso

Improving the Quality of Basic Education
in Burkina Faso

Working Document
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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.

Contents

Acronyms and abbreviations

A3F	Learning of Fundamental and Functional French
ADEA	Association for the Development of Education in Africa
ALFAA	Learning of the French Language Based on Literacy
AM	Manegdbzânga Association
APENF	Association for the Promotion of Non-Formal Education
BEPC	Junior Secondary Education Certificate
CE1	First year of elementary classes (age 7-8)
CE2	Second year of elementary classes (age 8-9)
CEB	Basic Education District
CEBNF	Center for Basic Non-Formal Education
CEP	Primary Education Certificate
CERLESHS	Center for Study and Research in the Arts, Social Sciences and Humanities
CFJA	Training Center for Young Farmers
CFPP	Pedagogical and Pastoral Training Center
CM1	First year of middle classes (age 9-10)
CM2	Second year of middle classes (age 10-11)
CNR	National Revolution Council
CNRST	National Center for Scientific and Technological Research
CNRST	National Center for Scientific and Technological Research
CP1	First year of preparatory classes (age 5-6)
CP2	Second year of preparatory classes (age 6-7)
CPAF	Permanent Center for Literacy and Training
DDC	Directorate for Development and Cooperation
DG/AENF	Directorate General for Literacy and Non-Formal Education
DGEB	Directorate General for Basic Education
DGINA	Directorate General of the National Literacy Institute
DPEBA	Provincial Directorate for Basic Education and Literacy
DREBA	Regional Directorate for Basic Education and Literacy
EB	Bilingual Education
EBMS	Specific Basic Multilingual Education
Ec.B	Bilingual School
EEE (3 E)	Space for Initiation to Education

EFA	Education For All
ELAN-D	Association for the Promotion of Writing and Books in National Languages for Development
ELS	Earth and Life Sciences
ENAM	National School for Administration and the Magistracy
ENEP	National School for Primary Teachers
ENSK	Higher Normal School of Koudougou
ES	Satellite Schools
FCB	Additional Basic Training
FDC	Foundation for Community Development
FONAENF	Fund for Literacy and Non-Formal Education
FTS	Specific Technical Training
IDEA	Institute for the Development of Adult Education
IL	Initial Literacy
INA	National Literacy Institute
INEBNF	National Institute for Non-Formal Basic Education
LOE	Organic Law on Education
MEBA	Ministry of Basic Education and Literacy Training
MESSRS	Ministry of Secondary and Higher Education and Scientific Research
NGO	Non-Governmental Organization
OSEO	Swiss Organization for Workers' Solidarity
OVEA	Voltaic Organization for Adult Education
PDDEB	Ten-year Basic Education Development Plan
PENF	Partnership for Non-Formal Education
PEV	Parent Educator Volunteer
PRS	Poverty Reduction Strategy
PTF	Technical and Financial Partner
RDO	Regional Development Organization
SC	Steering Committee
STC	Scientific and Technical Culture

ABSTRACT

The study on "The challenge of learning, or how to improve the quality of basic education in Burkina Faso", produced on request from the Working Group on Non-Formal Education of the ADEA by the National Working Group on Non-Formal Education (Burkina Faso), also called the APENF (Association for the Promotion of Non-Formal Education) is above all the result of documentary research within the structures involved in formal and non-formal education.

The study aims to analyze the education system in Burkina Faso from 1960 to the present day. The basic objective is to highlight the efforts undertaken from one decade to the next by the various stakeholders in order to successfully expand the system while guaranteeing its quality, relevance and effectiveness.

Over 40 years after the country achieved independence, the study observes the following:

▪ **For formal education**

- Schooling offering inadequate with a gross enrollment rate of 44.1% in 2003;
- Schools cut off from social and economic reality;
- Low internal and external productivity.

▪ **For non-formal education**

- High levels of illiteracy (78.2% in 2003: source INSD), due to inadequacy of schools;
- Lack of interest in adult literacy for the first 15 years of independence, from 1960 to 1974, when the first state structure in charge of literacy was created;
- Inadequate integration of the formal and non-formal education sub-systems to achieve EFA.

Confronted with this situation throughout these 40 years there have been moments of activity that unfortunately have not always lasted, due to the political changes that have marked the existence of Burkina Faso:

1974, following the advent of the Mouvement National du Renouveau (National Movement for Renewal), design and implementation of an in-depth reform of the formal education system with its three cycles called basic education, vocational education and higher education and research.

1984, during Thomas Sankara's Revolution, abandonment of the reform judged to be neo-colonialist and not revolutionary enough, so back to square one. However, Cuban style "commando" mass literacy campaign initiatives launched to eradicate adult illiteracy.

From 1990 onwards, with democratization but also the commitment of the International Community in Jomtien to meet the challenge of education for all before the 3rd millennium, a renaissance of educational innovations both in the formal and non-formal sectors. These include satellite schools and bilingual schools and non-formal education with the CEBNF, operation Zanu, the Reflect and Text Pedagogy approaches.

All the innovative experiences, such as bilingual education, which is the focus of the last part of the study, pursue the following essential objectives:

- Improve the internal and external effectiveness of basic education, in particular by ensuring its greater relevance;

- Link education to culture through the use of national languages;

- Improve the cost effectiveness of basic education;

- Establish synergy and bridges between formal and non-formal basic education to meet the challenge of basic education for all by 2015.

- Promote education and development that the populations can control.

1. METHODOLOGY

1.   The present study aims to analyze the education system in Burkina Faso in terms of quality, relevance and effectiveness.

2.   The methodology devised to conduct this study combined several techniques: documentary research, interviews with those in charge of programs and meetings between teams. The aim was to compile the provisional results at the APENF.

- **Documentary research**

3.   This was carried out in the structures involved in formal and non-formal basic education: DEP of the MEBA, INA, Literacy/Training Program. Research was also carried out in Associations and NGOs conducting literacy programs or experimenting with pedagogical and/or educational innovations (OSEO, Tin Tua, FDC). A certain number of documents were collected concerning the various programs carried out or underway:

- Research reports
- Activity reports
- Internal and external follow-up reports
- Internal and external assessment reports

4.   This first step enabled identification of the different programs covered within the scope of this study.

- **Data collection**

5.   This lasted three days per team. Interviews were conducted with managers and/or those involved in certain programs to better understand the programs (objectives, strategies, skills or knowledge acquired), the difficulties encountered and their visions of what constitutes basic education combining quality, efficiency and relevance.

- **Discussion meetings**

6.   Based on a pre-established schedule, the two teams (formal education sub-system/non-formal education sub-system) responsible for the study met periodically to review the progress made. These meetings provided the opportunity to agree on the aspects covered in relation to the orientations of the study. They also provided the opportunity to pool coordination.

7.   It should however be noted that at this stage of the study, difficulties of an organizational nature perturbed the meeting schedule, and this seriously delayed the progress of the study.

- **Restitution of data to the APENF team**

8.   This last step before finalizing the study consisted of presenting the preliminary results (the first draft) to the APENF team for observations, comments and any necessary amendments. The aim was to enable other members of the APENF to participate in carrying out the study.

2. INTRODUCTION

9.   Conducting a study on "The Challenge of Learning or Improving the Quality of Basic Education in sub-Saharan Africa" is a challenge in itself, for at least two reasons.

10.   First, the feeling, or at least the impression, that everything possible has been done to develop basic education in each of our countries following the "dawns of independence" of 1960. Second, the bitter observation that, 40 years later, we still do not seem to be seeing the light at the end of the tunnel, since the results achieved are so far behind even the most pessimistic forecasts.

11.   In these conditions, can we reasonably expect, through conducting a study, to find the key to the solution of "under-education" or "poor education" that is endemic to practically all of this sub-region of Africa?

12.   Indeed, this is not, in our opinion, what the Association for the Development of Education in Africa (ADEA), which commissioned this study, is expecting.

13.   By looking at the case of Burkina Faso, we are simply going to make a sort of inventory of forty years of research, of trial and error, and of more or less successful experiments, some of which were abandoned then taken up again in different forms, to arrive at the fundamental question of what should be retained to definitively face the challenge of education for all (EFA).

14.   Today more than ever, we must "educate or perish", to use the formula employed by Ki Zerbo, teacher from Burkina Faso, on the eve of the world conference on education for all held in Jomtien in 1990.

15.   The need to move rapidly towards effective access for all to quality basic education should not blind us to certain truths.

▪ In the field of education, one cannot expect rapid answers and solutions, as many of the problems encountered require a patient, concerted and negotiated strategy for action, particularly when in-depth reforms are required.

▪ The results obtained can be mixed, even totally disappointing. We must nonetheless guard against a fatalistic approach, as there are no absolute failures in education. We must learn from inconclusive experiences to constantly improve the education offering, by starting again, renewing and reinventing.

16.   First, using the documentary research, we will conduct a sort of analysis-review of the education system in Burkina Faso in terms of quality, relevance and efficiency, according to a chronological breakdown that appears to correspond to changes in strategy:

▪ **From 1960 to 1980**, or two decades of efforts for universal education

▪ **From 1980 to 1990**, or the decade of the Regional Plan for the eradication of illiteracy

▪ **From 1990 onwards**, or the challenge of education for all

17.   Second, starting from the example of bilingual education, an innovation that is currently the focus of a certain enthusiasm in formal education, we are going to focus on the question of relevance, the absence of which has often condemned a good number of educational projects to failure.

18.   The study by Paul Taryam Ilboudo highlights the care taken by promoters of bilingual education to monitor its relevance, a sine qua non for it to be accepted by all stakeholders in education.

3. ANALYSIS-REVIEW
OF THE EDUCATION SYSTEM

3.1. The formal education sub-system

3.1.1. Observations

19.   Analysis of the formal basic education system shows that, despite the numerous efforts in this field since independence, schools still carry with them severe inadequacies in terms of **access, quality and relevance**.

- The schooling available has remained inadequate: the enrollment rate was 40% in 2002.

- It is ill-suited to the economic, social and cultural reality of the country. The curricula remain mainly theoretical, with no link to applications in the outside world or in the children's daily lives.

- The results in terms of knowledge acquisition are often mediocre, due in particular to the absence of use of mother tongues for basic learning.

- Schooling also remains too selective and not democratic, creating disparities between regions and genders.

- It is judged to be expensive and not very productive.

- The content and methods are not adapted to the national environment.

20.   These inadequacies result in **low productivity**, which can be seen in:

- **The high rates of repeats and drop-outs**: the average repeat rates between CPI and CM2 vary between 12 and 18%, but may reach 40% by CM2. Drop-out rates range from 4% to 10%. Approximately 12 pupil-years are required to train a graduate instead of 6, i.e. double the time and cost.

- **Knowledge acquired, which is of a relatively low level**. 25% of CM2 children only can fluently read simple texts and 20% only can read and write a short composition in French describing a familiar situation. In mathematics, the performances in problem-solving and actual measuring of space and time are mediocre.

- **The low success rates in the exams**, which fluctuate from one year to the next with 57% in 1994/95, 48.4% in 1995/96, 62.6% in 1996/97 and 70% in 2003.

21.   This weakness in the quality of education can be explained by factors such as:

- The lack of qualifications of the teachers
- Inadequate supervisory staff
- Inadequate collective didactic and pedagogical materials
- The lack of availability or the inaccessibility of supplies and school books
- High pupil/class or pupil/teacher ratios
- The uncertainty of teachers' employment conditions
- The inadequate hygiene and nutrition of the pupils

- Inadequate time spent on learning
- High levels of illiteracy among parents

22.   **External inefficiency**, which can be seen by:

▪ **Difficulties encountered by those leaving the system** in integrating working life: The knowledge acquired at primary school is of little use to children when they leave school. They do not know how to use the knowledge acquired in a work environment, nor are they at ease in manual professions.

▪ **The rural exodus and emigration of graduates of the system**: Knowing how to read and write is a springboard to try to improve one's material living conditions. The pull of the big cities and the more advanced monetary economy of the coastal countries thus becomes irresistible, especially since it is difficult to obtain recognition for learning acquired through education in the home area. The area is thus deprived of both manual labor and knowledge that has not been made applicable to its development.

▪ **The rejection of local values by graduates of the system**: Graduates of the system who are unable to find well-paid work are both alienated from their environment and not productive for this environment: this is an untenable situation for the graduate and for upholders of local tradition. This partly explains resistance against education for girls.

23.   The insufficient relevance is explained by:

- The lack of integration of the school in its surroundings
- The lack of liaison between education and production
- The inadequacy of training contents
- The inadequacy of teaching and training methods
- The non-appropriation of schools by communities

3.1.2.   Attempts at improvement

24.   In response to the situation of formal basic education, a large number of program plans and reforms were designed by the country during the 1990s, supported by clear policy orientations:

▪ Government policy on development of the education sector gave priority to basic education.

▪ To meet the challenge of the current state of human resources, Burkina Faso has to develop the various levels of education, giving priority to basic education.

▪ In addition, taking into account the lack of budgetary resources, and faced with the extent of the needs in the sector, the State had to conduct a policy encouraging the private sector, NGOs and local authorities to invest more in the sector…

▪ Each cycle is self-contained, whatever the order of teaching. This shows determination to reorient programs to enable links between education or training and employment.

25.   An appeal was launched for stakeholders to promote education accessible to the greatest number, relevant to the needs of society and the individuals that make up that society while preserving the value system in force in the country. The following global objectives were defined for formal basic education:

- Ensure the quantitative development of the education offering at all levels

- Improve the quality and relevance of the education system

- Develop consistency and integration between the different levels in the sector, particularly between formal and non-formal education

- Improve organizational development and management capacities in the structures within the departments in charge of education

- Set up a self-contained cycle linked to the world of production

26.   There have been a great number of plans, programs and development projects for primary education in relation to these objectives. The most significant of these are:

- The second five-year plan for popular development 1991-1995

- The fourth education project

- The national plan of action for the development of basic education

- The plan of action for the education of girls and women

27.   The numerous plans prepared and reforms were designed to enable the country to improve its education offering. The strategy employed also consisted of changing the system by introducing successive innovations:

- The *système des classes à double flux* (CDF) (double-shift system) to solve the problem of excess numbers, particularly in urban areas, to improve the teacher-pupil ratios

- The *système des classes multigrades* (CMG) (multi-level class system) in areas with very low enrollment levels and particularly in schools with three classes, to enable annual recruitment and make infrastructures and teachers cost-effective.

3.1.3.   What results?

28.   Although many reforms are not completed, often for political reasons, considerable progress has been observed in terms of physical achievements, staff training, preparation of pedagogical documents and regulatory texts in order not only to increase access to education, but also to improve education quality.

Indicators of access

- **At pre-school level**

    - An increase in pre-school structures, from 67 to 154 between 1989 and 1998, an average increase of 9.7% per year.

    - Pre-school gross enrollment ratios did indeed double between 1989 and 1998, from 0.42% to 1.18%, but they still remain very low.

    - There is a higher proportion of girls than boys, the gender equality index is 1.031.

    - A significant increase in overall numbers, which increased from 5590 to 18045 at an annual rate of almost 15.77%.

- **At primary level**

  - The number of school infrastructures doubled between 1989/90 and 1998/99, increasing from 7928 to 15980 classrooms, with an average annual increase rate of 8%, i.e. approximately 895 classrooms per year.

29.	The numbers of new enrollments in first year, after stagnating between 1989/90 and 1993/94, increased on average by 7% per year between 1993/94 and 1997/98, giving a gross admission rate of 34.0% in 1997/98.

30.	The increase rate of new admissions for girls was higher than for boys, which slightly improved the gender equality index, which increased from 0.62 to 0.68.

31.	Overall numbers increased from 472,979 to 777,691 between 1989/90 and 1997/98, which represents an average annual growth rate of 6.4%. The growth rate for enrollment of girls was higher than that for boys: 7.1% compared with 6.0%. Consequently, the gender equality index improved significantly, increasing from 0.61 to 0.66. The gap between enrollment of girls and boys thus decreased slightly.

32.	The gross enrollment rates for both genders have indeed regularly increased, from 31.0% in 1989/90 to almost 41% in 1997/98, but this has been a slow process. This is due (among other things), to the lack in demand for education in some rural areas where the populations are unable to provide for certain basic subsistence needs, and have lost all confidence in schooling that no longer meets their expectations.

33.	The gap between male and female enrollment, which is quite large, is gradually decreasing, since the gender equality index has increased from 0.64 to 0.70. This is the result of a more rapid increase in the number of girls enrolled over the last ten years due to the government policy to encourage education for girls set up in 1991.

34.	The number of teachers increased from 8,572 to 16,724 between 89/90 and 97/98, which represents almost 1,000 additional teachers per year.

Indicators of quality and relevance

- **Teachers' qualifications**

35.	In 89/90, only 18% of teachers were qualified. In 1997/98, the percentage of teachers who held a professional diploma, the Certificat d'Aptitude Pédagogique (CAP - certificate of aptitude for teaching) or the Certificat Elémentaire d'Aptitude Pédagogique (CEAP - basic certificate of aptitude for teaching) was 57% for the country as a whole. This improvement is the result of an increase in the number of National Schools for Primary Teachers (ENEP), and the halt in recruitment of unqualified teachers.

- **Teacher-pupil ratios**

36.	In 1997/98, the average number of pupils per class was 58 in urban schools and 47 in rural schools, 54 for all schools taken together. In 2001/2002, this indicator had dropped to 52. The teacher-pupil ratios have thus significantly improved since 1989/90, when these indicators were: 77 (urban areas), 52 (rural areas) and 60 (urban + rural).

- **Efficiency and internal productivity of the primary sector**

37.	The internal productivity rates of the system: The drop-out and repeat rates remained high in 2001/2002 (see table below) compared with previous years when lower drop-out rates were observed, of between 4-6% in CP and more than 80% of pupils moving up to the next year.

38.   The proportion of pupils entering the first year who accessed CM1 (survival rate in fifth year) is 68.4% on average. The rate for girls (71.6%) is higher than for boys (66.7%). However, if we calculate the same rate for pupils who take the CEP, boys are slightly ahead: 31% compared with 29.7%.

39.   The overall efficiency of girls is greater than for boys in fifth year, but due to weaker performance at the CEP exam, boys obtain a better score at the final diploma: 32.5% compared with 29.2%. The admissions/graduates ratio has significantly improved, down to 1.48 from 2. **This means that instead of spending double to train a graduate, we spend 1.48 times more**.

▪ **Learning acquired in school**

40.   Children's' learning acquired in school has developed due to the policy of distributing free manuals and school supplies that began in 1991, and the increasing numbers of qualified teachers. Indeed, the increased success at the CEP bears witness to this. In 2000, the pass rate was 48.24% and in 2003 it was 70.01%.

41.   As well as working on consolidating these achievements, efforts are being made to overcome the challenge of making curricula relevant (external efficiency). Educational and/or pedagogical experiments are being conducted in this sense, and are seen as alternative solutions to improving the quality and efficiency of the system in the short or long-term: the Satellite Schools, the Bilingual Schools and the Banma Nuara Centers use national languages as the media for teaching and learning with the principle aim of integrating the school into the child's everyday environment both in terms of the content of the values conveyed and the way they are conveyed.

3.2.   The non-formal education sub-system

3.2.1.   From 1960 to 1980

42.   Faced with a very high illiteracy rate (approximately 97% in 1960), and aware of the negative impact of this plague on the economy of an agricultural landlocked country, the government rapidly realized that new initiatives were urgently needed to satisfy the increasing demand for education. This impetus gave rise to literacy programs for the rural areas from 1961 onwards:

Rural education for the training and literacy in French of the young rural population, with the twofold objective of supporting schools' efforts in the fight against illiteracy and to achieve the modernization of agriculture to enable food self-sufficiency

43.   After ten years of operation, assessment of the system reveals a certain number of advantages: good coordination with the formal system through bridges, alternating practical training and instrumental learning, facilitating the integration of graduates in their environment

44.   Unfortunately, the use of French as the medium and subject matter for teaching made acquiring knowledge difficult, and it was rapidly observed that many learners dropped out (from follow-up shortly after the experiment ended).

Lessons to be learned?

> This experience with Rural Education led to the understanding that schooling can assist development if the strategic, pedagogical and linguistic choices are well thought-out, and supported by the implementation of operational measures to capitalize on learning and to promote lifelong learning

Training system for young farmers (FJA) in 1974

45.　　　　Designed to readjust and consolidate Rural Education (ER), the training system for young farmers (FJA) was created in 1974. While consolidating the learning acquired through ER, this system recommended literacy and training in national languages though did not abandon the teaching of French as a means of opening up to the outside world. It provided for an educational continuum including the training centers for young farmers (15-18 year olds) for a three-year training cycle, grouping of young farmers for integration of graduates, and the Centres de Promotion Rural (Rural Promotion Centers) for advanced training.

46.　　　　The FJA encountered a number of difficulties that put an end to the CFJA experiment. Recourse to national languages encouraged learning, but was not a sufficient condition to guarantee the effectiveness of the system. One of the major criticisms leveled at the FJA was the deliberate opting for endogenous development education without a consistent system of bridges establishing links with the standard education system. While attempting to solve the problem of the rural exodus, the system plunged itself into educational autarchy thus encouraging the label as a dump for third-rate education.

Lessons to be learned?

> - Literacy/training programs in national languages are doomed to failure if they are not linked to a sustained endogenous development program and an effective social integration policy
>
> - For quality education, it is important to provide for operational integration mechanisms for the formal and non-formal sub-systems with the aim of building viable and sustainable educational societies
>
> - An education system performs better and is more easily accepted by the community if it produces convincing results and fits into a self-promoted development philosophy at all levels of the design and implementation of programs to generate intellectual, moral, spiritual, material and financial wealth

The "UNESCO Project - Upper Volta" was created after the World Education Ministers Conference held in Teheran in 1965. With an enrollment rate estimated at 12% for the entire population and 7% only for girls, the Government, with the support of UNESCO, implemented a ten-year experimental project called the "UNESCO Project - Upper Volta for women and girls' access to education". Burkina opted for functional literacy in national languages with the aim of providing populations with a non-culturally-bound literacy offering that carried with it instruments for endogenous development.

47. The project targeted civic and family education, technical education for girls and functional school enrollment and literacy in order to improve women's employment conditions and productivity.

48. Buoyed by its success, the functional literacy experiment inspired several initiatives by private and semi-public organizations, including:

- The experiment set up in 1970 by the association "Frères et Hommes", implementing functional literacy for peasants, fisherman and traders in Mogtédo.

- The experiment set up by the RDO in Ouagadougou in 1973, followed by the six other RDOs who successfully implemented the functional literacy method devised by the "Frères des Hommes" association.

- Experiments by religious missions, both catholic and protestant, through functional literacy and vocational training centers in national languages.

49. However, obstacles slowed the progress of these different organizations. Particular problems included the lack of training for trainers, the lack of literacy and post-literacy documentation, and the lack of coordination of efforts between the various organizations involved in the fight against illiteracy.

Lessons to be learned?

> The success of the "UNESCO - Upper Volta" project was due to several factors : These included the use of national languages as media for literacy/training, the congruent nature of the learning model with the needs of learners and the priorities for local development, the carrying out of the literacy program in a context of making production activities profitable and management of women's economic units. This showed that functional literacy is an effective formula that encourages skills transfer
>
> Nonetheless, literacy, no matter how functional the philosophy, approach, and wealth of content, cannot reach the target of optimizing internal production capacities and driving sustainable development without a realistic plan of action built on a matrix of values. These values have to be based on establishing strict institutionalized policies, human resources policy, sufficient critical mass and the efficiency of the strategy for managing the program

50. During this time, the need was felt to reorganize the sector.

The OVEA (Voltaic Organization for Adult Education), which essentially coordinated volunteers from civil society, was created with the aim of making literacy activities viable through:

- Training of functional literacy trainers

- Production of documents

- Coordination of functional literacy activities across the country

51.   The OVEA enjoyed a remarkable success. As the entire literacy sector was becoming structured, expertise was being reinforced and communities were becoming more and more aware of the usefulness of literacy programs. The government could not remain indifferent to such a movement.

The ONEPAFS (National Office of Education and Functional and Selective Literacy Training)

52.   In view of the importance and scope of literacy and training actions, the government decided to create the ONEPAFS in 1974. Its mission was to eradicate illiteracy in the country regardless of gender. The following objectives were set:

- Promotion of functional literacy and ongoing training for adults

- Leading and coordination of activities in this field

- Training of functional and selective literacy trainers

53.   It should be noted that the ONEPAFS opted for a strategy of supporting local initiatives by assisting with the implementation of literacy operations integrated in their activities. The basic ways in which it supported these organizations can be summarized as follows:

- Feasibility studies and basic surveys to determine the training needs

- Awareness raising and setting up of literacy operations

- Supply of literacy and post-literacy documentation

- Training of the teachers and trainers

- Evaluation and follow-up

54.   On September 15, 1978, the ONEPAFS became the Directorate for Functional and Selective Literacy (DAFS). Its objectives and strategy remained unchanged.

Lessons to be learned from the ONEPAFS?

> The ONEPAFS's actions over the four years of its institutional existence provide a wealth of useful information. It demonstrated that:
>
> - Developing quality literacy largely depends on establishing a national action program based on the needs for education and training identified initially with the participation of the beneficiaries
>
> - To be effective, literacy must be integrated in the local development momentum and be part of the outlook for cross-fertilization of learning and lifelong learning through increased social mobilization, the implementation of mechanisms to increase knowledge, promotion of a literate environment in compliance with the demands of cultural, linguistic and pedagogical heritage, and with the categorical imperatives of the modernization of production.

55. In 1983, 23 years after independence, the illiteracy rate in the country was still almost 92%, far from meeting the commitments of Addis Ababa to achieve universal education in Africa in two decades to eradicate illiteracy upstream.

3.2.2. From 1980 to 1990: the decade of the regional plan for the eradication of illiteracy in Africa

56. The 5th Regional Conference of education ministers held in Harare in 1982, while reasserting the commitments of Addis Ababa, invited the African Member States to prepare and implement education policies aimed at eradicating illiteracy through vigorous and sustained action combining universal primary school enrollment for children and massive literacy programs for young people and adults. Since universal education could not be achieved in the short term, illiteracy had to be eradicated by combining enrollment and literacy programs.

57. Thus, in 1984, with the support of UNESCO, **the regional program for the eradication of illiteracy in Africa** was established.

58. This regional program and other sub-regional projects and programs acted as catalysts. They contributed to making governments understand that commitment on a national scale is a sine qua non for the eradication of illiteracy.

59. To facilitate and support country-specific efforts, a number of initiatives were taken on a worldwide scale to promote a massive reduction in illiteracy. The United Nations proclaimed 1990 **International Literacy Year (ILY)** and the period 1990-2000 **International Literacy Decade**.

60. In Burkina, this period was characterized by the implementation of mass literacy programs, including the "Commando and Bantaaré" operation, from 1985 onwards, under the revolutionary political regime of August 4, 1983 in a determined momentum to strike a fatal blow to adult illiteracy.

61. The State was closely involved in implementation of the program, and called on all available expertise and financial partners. The education ministry and the ministry in charge of agriculture combined their efforts through the National Institute for Adult Literacy and Training (INFA), created in 1983, and the FJA.

62.   This political will to eradicate illiteracy has not flagged since. The creation of the Ministry of Basic Education and Mass Literacy Training (MEBAM) in 1988 and its continued existence today under the Fourth Republic are proof of this. It is due to this ceaseless political support that the INA – formerly the ONEPAFS (1974), DAFS (1978), and INAFA (1983) – designed and set up **the strategy for Permanent Centers for Literacy and Training (CPAF)**, having learned from the mass literacy campaigns.

63.   From the strategic point of view, Burkina opted for mass functional literacy. The long-term goal of this mass literacy program is to eradicate illiteracy. This is functional literacy because literacy is a powerful tool for development.

64.   From the pedagogical point of view, Burkina Faso opted for functional and consolidated educational content, with an intensive formula of 48 days' training including 300 hours of instruction and literacy in national languages.

65.   These two campaigns, carried out over 5 years, reached 79,063 adults, 32,108 of whom were declared literate, which is a success rate of approximately 41%, judged to be low. The uncertain learning conditions, particularly for women due to their social and cultural status; the mass nature of the campaigns that did not facilitate local supervision; and the lack of competent trainers, most of whom lacked experience in literacy training, were the factors that stripped value from these campaigns.

66.   Despite the disappointing pedagogical results, the temporary nature of the centers and the costs, which were two high, the two campaigns provided the opportunity:

- To strengthen the partnership dynamic of non-formal education by involving a maximum number of people, institutions and structures in seeking solutions to the problems of illiteracy;

- To make a country-wide network of literate peasants available, who were capable, after appropriate training, of becoming literacy trainers and supervisors;

- To learn useful lessons for new proposals for low-cost quality literacy programs.

Lessons to be learned from the mass campaigns?

> The least we can say is that the mass campaigns followed a philosophy of a wide-ranging educational crusade, with the aim of generalizing grassroots knowledge with a view to the emergence of educational societies more suited to shaping local development and pulling the populations out of the labyrinths of poverty and political obscurantism.
>
> The following was learned from this experience: the promotion of literacy is less dependent on mass operations than on rigorous planning of actions based on actual demand and the quality of the offering. This planning should be conducted with a view to permanent education that carries with it the factors required to empower the organizations involved in an irreversible process. This process aims to ensure the sustainability of acquired knowledge through the development of a literate environment, reinvestment of knowledge acquired into programs to improve living conditions, placing value in linguistic and cultural heritage according to the rules of equality, productivity and complementarity in terms of social and economic development

3.2.3.   From 1990 to the present day:
the challenge of education for all

67.   For Burkina Faso, this period was marked by the implementation of a Ten-year plan for the development of basic education (2001-2010). This plan, which aims to speed up the development of quality basic education, pursues the following specific objectives:

- Enrollment rate of 70% in 2010, with a focus on girls and deprived rural areas;

- Diversify the basic education formulas such as the Satellite Schools, the Centers for non-Formal Basic Education (CEBNF), the modernized Franco-Arab schools and the centers for "literacy for young people";

- Literacy rate of 40% in 2009;

- Improve the quality, relevance and effectiveness of basic education;

- Diversify post-literacy actions in national languages and in French to better ensure training and information is provided to the newly-literate.

68.   To achieve these objectives:

- Burkina Faso is adopted the strategy of delegation ("faire-faire" strategy) supported by the creation of a Fund for Literacy and non-Formal Education (FONAENF). These two tools for cooperation and support of non-school education and the literacy/training of adults considerably increased the literacy offering with the opportunities given to several operators to get involved in the sector.

- Civil society organized itself to work in synergy in order to better channel education and training actions. This increased awareness was demonstrated by:

  - The creation of a permanent NGO Secretariat, the respondent for non-governmental organizations in communication with national and international decision-making and technical bodies.

  - The institutionalization of a national forum for non-formal education as a framework for dialogue. It meets every three years to appraise and orient actions in non-formal education.

  - The setting up of a discussion framework for basic education (CCEB), grouping together organizations from civil society to reflect and to contribute appropriate solutions to problems encountered in education, including adult education.

  - The creation of a discussion framework for technical and financial partners. The ultimate aim is to enable donor organizations to coordinate their actions and to converge their strategies of support for the government in preparing and implementing its education development policy.

  - The adoption of a capacity building plan for operators and the central, delocalized and decentralized public administration to facilitate the carrying out of literacy/training programs for development, based on specifications defining the quality standards required.

  - The adoption of a technical operating manual for the Fund for Literacy and Non-Formal Education with the twofold objective of encouraging the emergence of standard frameworks for cooperation and guaranteeing the fairness and transparency of management of the sector.

69.   The Ministry of Basic Education and Literacy is organized as follows:

■ **At a central level**, the implementation of basic education policy is the responsibility of the following departments:

- The Directorate General for Literacy and Non-Formal Education (DG/AENF) is solely responsible for missions for non conventional education;

- The Directorate General for Basic Education is assigned to tasks and also to steering for primary education;

- The Directorate General of the Center for Research, Innovations in Education and Training (DG/CRIEF) currently being set up, which should house the former National Literacy Institute (INA) and the Directorate for Pedagogical Research and Development, within the framework of the concretization of the policy of integration of the two basic education sub-systems - formal and non-formal.

■ **At the delocalized level**, the Regional Directorates General for Basic Education and Literacy (DREBA), of which there are thirteen (13), and the Provincial Directorates General for Basic Education and Literacy (DPEBA), of which there are forty-five (45), and the Basic Education Districts, of which there are approximately two hundred (200), are responsible for implementing and coordinating education policy in their areas of jurisdiction. All the planning and operational bodies at all levels are supported by the General Secretariat of the Ministry, the Permanent Secretariat for the Ten-year Plan for the Development of Basic Education, the Inspectorate General for the Departments and the two Ministers' Cabinets.

What about structural measures for integration of the two sub-systems?

Integration of the two sub-systems occurs at several levels:

- First, in the process of setting up the DG/CRIEF, where the INA and the former IPB are called on to work on the same vision and to pool their expertise to ensure a better crafted education offering for the populations. Next, in the creation of delocalized structures which have departments that associate formal and non-formal education

- Then, in the transformation of Inspectorates for First Degree Education into Districts for Basic Education in order to give a leading role to the CEB in supervising and managing non-formal education that was until now carried out at grassroots level.

- Finally, in the structuring of components of the PDDEB so that the same component incorporates both basic education and literacy, unlike the previous approach that distinguished the "non-formal education" component dealing with the quality, access to and management of the sub-sector. In addition to these major changes, the responsibility for statistics and planning for the non-formal sector is gradually being transferred to the Directorate of Studies and Planning.

3.2.4.   The decade of non-formal education:

70.   To avoid repeating the errors of the "Commando and Bantaaré" operations, the MEBA opted for the CPAF strategy from 1990 onwards. These centers form "a system of regular structures suited to the generalization of functional-type literacy"[1]. They aim to:

▪   Contribute to the eradication of illiteracy to improve the social and economic well-being of the populations;

▪   Promote various formulas for literacy in order to adapt the education offering to individual requirements and to the requirements for community development;

▪   Encourage discussion concerning local development problems;

▪   Support research and experimental efforts to develop the community.

71.   The CPAF provide three levels of literacy training:

▪   **Initial literacy (IL)**

72.   The CPAF dispense, in 300 hours, classes to learn how to read, write and perform arithmetic and talk sessions - conscientization used to support learning of reading and writing.

▪   **Additional basic training (FCB)**

73.   This aims to consolidate the skills acquired at the previous level. The training program lasts 197 hours and focuses on teaching five modules: Language, mathematics, health, agriculture – animal husbandry – the environment, history – geography – civics.

▪   **Specific technical training (FTS)**

74.   These training courses provide those who have followed the previous two levels of literacy with knowledge or techniques that will enable them to improve their productivity or their living conditions. These technologies would be inaccessible if they were not literate. The specific technical training courses last different amounts of time depending on the density of the classes and the theme: between 3 and 21 days.

75.   The implementation of the literacy programs achieved encouraging results, but there were also malfunctions that sometimes seriously affected the internal and external efficiency of the system.

Analysis of the efficiency of the three levels

▪   **Analysis of quantitative data (IL, FCB, FTS)**

•   *Initial literacy*

Despite some identified weaknesses, the CPAF strategy has proved itself: the number of initial literacy centers practically doubled during a decade of implementation, increasing progressively from 1868 centers in 1990 / 1991 to 4669 in 1996 / 1997 before dropping, due to the State withdrawing commitment from direct involvement in literacy campaigns in the field, to 3853 centers in 1999 / 2000. Over the same period, the number of learners

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[1] Niameogo, (Anatole): "L'alphabétisation au Burkina Faso", Ouagadougou, June 1996, p. 19

declared literate more than doubled with 20,108 literates to begin with compared with 52,440 in 2000. Women's participation in literacy campaigns has never been so high: the proportion increased from 35% in 1991 to 53.24% in 2000, or an annual growth rate of approximately 2%. The overall success rate for women is 54.98% compared with a national average of 61.49%

- *Additional basic training*

  The growth of FCB has been particularly remarkable. In 1990 /1991, 136 centers only were open. This figure had increased twelve-fold by 1999 / 2000 with 1617 centers open. Admissions in 2000, estimated at 19,317 were seven times higher than in 1991, when there were 1857. The national success rate of 74.08% shows that the classes are indeed effective, even if this is not the FCB as devised by the INA. Unfortunately, the success rate for women (39.67% on average) is well below the national average. We are nevertheless seeing a clear increase in the number of women who have successfully completed the FCB in the last five years, with success rates increasing from 44.39% in 1997 to 62.27% in 2000.

- *Specific technical training*

  An average success rate of 86.51% was recorded between 1991 and 1994. The APENF / ADEA Working Group survey on the current situation for non-formal education in Burkina Faso[2], comes to the same conclusion, asserting that, on average, "the success rate at FTS is higher than for initial literacy and FCB".

- **Analysis of qualitative data (IL, FCB, FTS)**

76.　　　According to studies carried out on the effectiveness of the three phases, literacy/training enables training of men and women capable of shaping development by investing what they have learned in their everyday activities.

Lessons to be learned from the CPAF?

Literacy in the CPAF is being structured and strengthened over the years

Like other types of teaching, literacy aims to appropriate all the educational functions, without which sustainable development cannot be achieved

The issue today is not to find out whether it contributes to the fight against poverty, as impact studies have sufficiently demonstrated this quite well, but to question the measures to be taken to increase its effectiveness with regards to the many malfunctions observed here and there

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Diagnosis of problem situations

77.　　　Although remarkable successes have been recorded, literacy always brings with it a number of flaws, which include the following:

- Resistance to literacy among certain populations, despite awareness-raising efforts

- Significant returns to illiteracy: 41.75% of learners slip back into illiteracy after the initial literacy program.

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[2]　Ilboudo, (Paul Taryam)…L'état des lieux de l'éducation non formelle au Burkina Faso, March 1999, Ouagadougou, p. 36.

- High drop-out rates: 28.04% in initial literacy and 17.98% in FCB (cumulated percentages for the last decade).

- High failure rates: 49.65% in IL and 39.85% in FCB (the five years before 2001).

- Not taking into account specific technical training in literacy programs, which are supposed to be the framework for application of learning acquired through literacy to improve practices, yields, earnings and the living conditions of the targeted populations.

- The lack of access to literacy for women: literacy rate of 15% compared with 26%, which is the national average.

The CPAF capacity building initiatives

78.   The twofold challenge facing basic education in Burkina Faso is to increase the education offering and at the same time to improve the quality while remaining within the limits of the country's budget. It is largely to face this challenge, while taking into account the major observations stated here, that Operation "Zanu", teaching of basic French and distance learning, was introduced as part of the adult training provisions.

- **Teaching of basic and functional French**

  - *The ALFAA method*

    With an average success rate of 80.85% achieved at the end of experimentation in Mooré, Jula, Fulfulde and Lyélé, the method appears to perform well and is well suited to literate adults at FCB level.

  - *The Banma Nuara centers*

    The experience of the Tin Tua method for the teaching of basic and functional French is also extremely useful. It excels in oral communication in particular, which is the main function of a language. Devised from audio-visual methods, the Tin Tua method produces excellent results, hence its current reputation. It remains little known in Burkina Faso despite its good performances, and is known and practiced in Togo and Benin and is soon to be implemented in Niger, Senegal and Mali.

- **Distance learning (FAD)**

79.   FAD/ENF, devised for ongoing training of pedagogical stakeholders (agents from the literacy departments, CPAF instructors, Zanu instructors, CEBNF instructors, teachers at satellite and bilingual schools, literacy supervisors, non-formal education center coordinators, etc.), was experimented in 17 provinces (1997-1998 and 2000-2001), for the benefit of four hundred (400) learners. The average success rate was 80% and the drop-out rate was generally below 20%. The experiment was a true success during the two trial campaigns.

- **Operation Zanu**

80.   Operation "Zanu" (a word from the national Dagara language which means "learning"), is a community coordination program for local development that uses functional literacy as a support medium. To begin with, the aim was to recruit 8,103 young graduates (BEPC) over a 10 year period, so that each of the country's 8,103 villages would have its Permanent Center for Literacy and Training (CPAF) and its Community Development Coordinator (ACD). Many hopes were pinned on the Zanu project when it was created. However, due to its over-ambitious objectives, the Operation was downsized. The difficulties of this project are overwhelmingly due to the lack of

financial resources to conduct the programs, the difficulties the ACDs had in settling in the villages, the bad management of micro projects by the community coordinators, and the constant departure of these coordinators to take up more stable and satisfying employment.

Lessons to be learned from Operation Zanu

> The lessons learned from the experience of Operation Zanu must lead those in charge of non-formal education to seek other formulas for support for post-literacy, endogenous formulas founded on empowerment which imply the development of local resources first and only later the recourse to outside support to compensate internal shortcomings

The national languages issue

81.   From the linguistic point of view, we note the State's decision to use the national languages as the medium for non-formal teaching in major national projects such as training for young farmers (FJA), the UNESCO-Upper Volta project, or the RDO project for equal access of women to education and literacy programs. This issue of the promotion of national languages was also taken on board by Thomas Sankara's National Revolution Council, with the decision to initiate revolution officers, including high officials, to transcription of the national languages.

82.   Nonetheless, as stressed at the General Assembly on Education, there is a slight contradiction between the efforts to use national languages especially on radio and television and the lack of a clear policy for linguistic planning that would lead to their use in written form in political, economic and legal settings.

83.   It is however established that for teaching of national languages to be enthusiastically welcomed by learners, this teaching must be valued through recognition by the political and administrative institutions. In other words, a clear legal status must be established to legitimize their official use at all levels.

84.   From a pedagogical point of view, bilingualism must progressively become the norm and monolingualism the exception in education, from primary school to university level. This is the only way forward for our countries. History imposes this upon us. And we should not see this as an act of fate, but as a sort of permanent reciprocal enhancement.

4. PEDAGOGICAL INNOVATIONS

85.   The shortcomings observed in the two sub-systems led to research, design and then experimentation from 1994 onwards by NGOs, Associations or Farmer Organizations, of educational / pedagogical approaches with the following main objective: improve access to and the quality of the formal and non-formal education offering.

4.1.   For formal education

4.1.1.   Satellite schools

86.   The schools that were created in 1995 with the financial support of UNICEF were tiny schools with three classes (CP1, CP2, CE1) installed in villages that had no school to take children aged 6-7 years. Three years later, the children go to the nearest school, seen as the parent or host school, sometimes between 3 and 10 km away.

87.   The goals of the project are as follows:

- Bring schools closer to children's homes for the first three years;

- Develop enrollment of girls (equal recruitment: 15 boys for 15 girls);

- Increase enrollment rates;

- Increase the number of school infrastructures (option to standardize the satellite school to become a six-class school);

- Integrate schools into the community in charge of managing them. To do this, innovations were introduced such as recruiting the teacher from the community, use of the national language for teaching from first year, and the progressive introduction of French to facilitate learning and the transition to standard schools at CE2 level.

88.   At present, across the country, and particularly in areas with low enrollment rates for girls, there are approximately 229 of these schools for 16,705 pupils, 6,875 of whom are girls, or 41%. The growth of this type of school will be pursued under the PDDEB, as all assessments carried out up until now have been conclusive concerning their relevance.

4.1.2.   Bilingual education

89.   It is to contribute to the search for alternatives to the current education system that the Swiss Organization for Workers' Solidarity (OSEO) and its partners have developed the bilingual education system.

90.   Bilingual education in Burkina Faso is currently the pedagogical and educational innovation receiving the most support in various areas for its experimental phase: political, institutional and financial support.

- From the political point of view, the State has made bilingual education its key issue, involving all the central, regional and provincial directorates for basic education and the teachers.

- At the institutional level, it is the Ministry (MEBA), which is in charge of the experiment, the OSEO being a technical and financial partner.

- At the financial level, in addition to the OSEO, the experiment is supported by the Embassy of the Netherlands, the Swiss Cooperation Agency, Intermon-Oxfam and the Catholic Church.

91.   With this wide-ranging support, the OSEO plans, in the coming years, to expand this experiment by setting up an educational continuum including educational initiation spaces (3-6 year olds), bilingual schools (6-14 year olds) and specific post-primary schools (14 years and over).

92.   In view of the important nature of this innovation, the last part of this document is devoted to it through the analysis conducted by Paul T. Ilboudo in his study titled "The Relevance of Education".

4.2.   For non-formal education

4.2.1.   The centers for non-formal basic education

93.   The implementation of the Satellite Schools and the Centers for Non-Formal Basic Education with the technical and financial support of UNICEF and other partners is part of the policy for research into innovative formulas to provide all children from 7 to 15 with the minimum of education that complies with the conclusions of the World Conference on Education For All held in Jomtien (Thailand) in 1990, and the recommendations of the General Assembly on Education held in 1994. These two formulas closely involve grassroots communities, teachers from those areas, technical and financial partners and the State in a sort of social contract and contract for a dynamic and effective partnership. They provide girls and boys with equal recruitment opportunities, with the trend even leaning in favor of girls to ensure correction in the medium-term of the disproportionate gender gap that characterizes the education system in Burkina.

94.   The centers for non-formal basic education use national languages for teaching (learners' first languages) during the first years of education/training before progressively shifting towards teaching in French.

95.   The centers for non-formal basic education are non-formal education structures that fully integrate instrumental learning in national languages, acquisition of knowledge and skills for life and pre-professional practical training linked to the specific needs and capacity of the area to ensure this learning. This pre-professional training consists of building professional guidance and instilling a mastery of basic technical gestures. The CEBNF welcome young people of both sexes aged 12 to 15 who are not enrolled or have dropped out of school.

96.   Initially there were 28 CEBNF when the ES/CEBNF were established in 1995, all set up in rural and semi-urban areas, in the main districts of some regions ("departments") or provinces. In the past, all the CEBNF were state-run, supported by certain technical and financial partners, despite the call for a voluntarily dynamic partnership. Slowly but surely, some partners invested, and brought the number of centers up to 52, covering 19 provinces, with a total number of 2,052 learners, 872 of whom are girls, i.e. 42.49%.

Results achieved

- The building of 52 CEBNF with the support of the grassroots communities and current numbers of 2,052 learners, including 872 girls: the percentage of female learners is 42.49%;

- Recruitment of 109 instructors, 23 of whom were women, holders of the BEPC and all from local areas;

- Nomination of 30 supervisors in charge of close pedagogical follow-up of the teachers.

97.	Within the framework of pre-professional training, 109 master craftsmen and 91 technical operators in agriculture and animal husbandry were called upon for various services.

98.	With the implementation of this formula, the following qualitative elements were recorded:

- Social mobilization around the centers;

- Schools were brought closer to their surrounding environments;

- Equal recruitment of boys and girls.

- Pre-professional training

99.	What happens after the CEBNF remains a worry for all, starting with the learners themselves. There are no post-CEBNF provisions. The possibilities open to learners remain too general to be accessible.

100.	Indeed, how can a young person aged 16-19, even with a certain baggage, become socially and economically integrated without significant support? From a sociological point of view, young people of this age are not emancipated. They remain dependent on their parents and their community. They need support for a certain amount of time.

101.	They need supervision, monitoring and material and financial support once they leave the program. The post-CEBNF period is thus a crucial phase for the success and sustainability of this innovation.

## 4.2.2.	The Banma Nuara centers

102.	Conducted by the Tin Tua Association, the Banma Nuara center experiment began in 1992 with approximately forty literate adults who came to learn basic French. Since most of them were in charge of groups, supervisors and instructors, mastery of this language would enable them to dialogue with the technical supervision departments for the rural areas, and above all with any outside contacts (Tin Tua partners in particular).

103.	After two sessions of a total of eight (8) months of training, the assessment carried out by the Burkina Pedagogical Institute (IPB) provided the following results:

104.	The following should be noted concerning comments on individual results:

- 73.62% of learners achieved CM level (primary education)

- 26.36% of learners achieved CE level (primary education)

105.   These satisfactory results encouraged four (4) learners to pursue their training the following year through evening classes. Their efforts were rewarded at the end of the year when they received the Elementary Primary Education Certificate (CEPE). This success led to the pursuit of the experiment with various groups, also taking into account younger participants (7-9 years) from villages with no schools.

106.   In this way, the CBN2 (adults aged 15-30), the CBN1 (7-9 years) and the CBN2 Youth (adolescents aged 10-15) were successively established.

Results

107.   Admission rates (acceptance in the next class) and the success rate at the end of cycle exam of 48% and 83% respectively, are extremely encouraging. These results are even more encouraging at CBN2 level (young people and adults), where the rates are between 72% and 93% for admission and 93% and 100% for success at the CEPE.

108.   For the CBN1 (7-9 years), although the CEPE success rate after five (5) years of enrollment of 69.37% is also encouraging, it should be stressed that the repeat and drop-out rates remain high (approximately 41%).

Development

109.   The Banma Nuara centers experiment is well known and encouraged by Burkina's education authorities: the CBN1 are considered as primary schools, and as such they receive didactic materials, the teachers at these centers take part in pedagogical meetings, and the DPEBA/SA ensure teacher training.

110.   The CBN2 Youth are considered as Centers for Basic Non-Formal Education (CEBNF) and thus contribute to the CEBNF project experiences in Burkina Faso.

111.   However, the major issue that these innovations are faced with is the instability of the teaching staff due to the insufficient compensation proposed by Tin Tua.

Lessons to be learned from the Banma Nuara centers?

This is a promising experiment that integrates the two basic education sub-systems (formal and non-formal), but which is still not well known:

- The CBN1 increase the formal education offering while improving its internal efficiency

- The CBN2 **Youth** provide quality basic education, focusing on external efficiency

- The CBN2 **Adults** consolidate and strengthen capacities to continue learning while improving everyday practices

This approach, due to its internal and external efficiency, is being experimented in some neighboring countries.

4.2.3. The Reflect approach

112.   Reflect is an approach to adult literacy programs resulting from the merger between Paulo Freire's theory and the techniques of Rapid Rural Appraisal (RRA).

113.   Reflect aims to promote education and development that the populations can control.

114.   It is a training strategy that facilitates and stimulates learning. The objectives are specific to each group of learners or each community. They may vary according to the context. They are not standard, pre-defined or pre-determined by the participants. They are related to knowledge to be acquired, but also and above all to development activities to implement within the community (which will lead to improved living conditions for the populations).

115.   The contents are defined at grassroots level and refer to a community diagnosis carried out with the populations before the center opens. They bring in practical knowledge.

116.   The objective is to focus on the learner and their living environment in order to prepare content that will be immediately of use. The objectives are based on tools such as RRA (Rapid Rural Appraisal), which increase the involvement of participants and guarantee their understanding.

117.   The first REFLECT experiments in Burkina Faso go back to 1999. The experiment was conducted by the Working and Study Group on Participatory and Plural Learning (GET-AP), in partnership with UNESCO in the village of Maté in Ziniaré. This experiment covered 228 hours of classes and enabled women to acquire instrumental knowledge (68% success rate) and technical skills (environment, health, child nutrition, etc.) that were immediately applied to development activities. The assessment conducted by the social action department showed success rates of between 80 and 100% for all the subjects covered.

118.   The experiment is currently being pursued with the technical support of the APENF in three national languages: Mooré, Fulfulde and Jula. The number of hours covered for the current campaign varies between 200 and 250 hours of learning. REFLECT is also used in Burkina by the Action Micro Barrage (Micro Dam Action) project in Koudougou and by Ecoliers du Monde/Action Aid.

119.   Like the PdT (Text Pedagogy) approach, REFLECT requires high-level trainers who have expertise in RRA.

Results

120.   The final assessment of the level 1 REFLECT centers by the various literacy departments indicates an overall success rate of 89.41% with a drop-out rate of 16.78%.

121.   Most centers are well-attended (93% on average). This is one of the necessary conditions for the training process to be successful. This is a revealing factor showing the interest learners have in the training content and the way the training is conducted/the approach of the trainers. The opinions given when interviewing a coordinator for a farmer organization bear witness to this: "…in all the centers that I'd supervised before, I had never seen such enthusiasm for participating in literacy classes…").

122.   In most centers we also observe success rates of between 84% and 100% for instrumental knowledge. This far exceeds the current national rates.

Impact observed

▪ Strong demand from farmer organizations for the opening of Reflect centers to replace the functional literacy centers.

▪ Remarkable quality of the texts produced by learners after two sessions.

123.   **At the institutional level**, the Reflect approach benefits from the APENF's coverage, which is responsible for experimenting the approach in Burkina Faso. Follow-up is carried out by a technical team (CTR), which carries out design and follow-up/assessment training in partnership with agents from the literacy departments.

124.   **In terms of implementation resources**, the experiment is supported by the Swiss Cooperation Agency and the APENF.

Lessons to be learned from Reflect?

The Reflect approach is increasingly positioned in the educational landscape of Burkina Faso as a dynamic literacy method, and above all as an effective approach for coordinating and mobilizing communities or members of groups organized according to their priorities in order to find realistic and achievable solutions

Unlike the PdT approach, the future extension of such an approach in Burkina Faso poses few problems

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4.2.4.   The text pedagogy approach

125.   An educational and pedagogical approach, a set of principles that orient the process of teaching/learning. This approach sees quality basic education for young people and adults as:

▪ Targeting all-round training of human beings (ethics, economics, politics, esthetics, religion, science, etc.);

▪ Enabling appropriation of theoretical and practical knowledge of use in everyday life and likely to become instruments for knowledge.

126.   Achieving this type of education requires that the following fundamental conditions be respected:

▪ Allow the learner to craft their own learning: study plans, timetables and didactic support material are designed with the learners according to their priorities and needs and above all their availability.

▪ The training curriculum must cover all aspects of life through the teaching and learning of natural sciences, social sciences, mathematics and language skills.

127.   This approach requires high level trainers (minimum BEPC) who must be fully trained not only in the disciplines they are responsible for teaching but also the learning methodology. In addition, they must have general knowledge of linguistics, psychology, sociology, mathematics and so on, and be trained to prepare quality didactic material in partnership with participants.

Results

128.   The eleven (11) centers include 323 learners, 206 of whom are women. The participation rate for women is much higher than for men, sometimes double.

129.   At this stage of the experiment, only those centers led by ASIBA have been available for assessment by the DPEBA (the education authority at provincial level) in terms of cognitive knowledge (reading, writing, arithmetic), with a success rate of 85% in first year and 69.09% in second year for the four centers assessed.

130.   These rates are well above the national average for initial literacy (50.35%) and additional basic training (60.15%).

131.   The reports on follow-up carried out by teams from the APENF, ASIBA and the Institute for the Development of Adult Education strongly underline the mobilization of communities around the PdT centers. This can be seen through the high attendance at the centers, with attendance rates at sessions higher than 96% for most centers. The maintenance rate between levels is almost 100%, which is set to considerably reduce the drop-out rate per class group.

132.   While waiting for final conclusions from the experiment, the partial pedagogical results supplied by the ASIBA and the verification of the quality of the pace of learning by the APENF as well as the generally positive opinion of learners augurs well for the reproducibility of this approach in Burkina.

Impact observed?

133.   This experiment is being carried out at a time when all stakeholders in education, including the authorities and partners are seeking and encouraging innovative approaches to guarantee the quality and relevance of the education offering.

134.   This context has been very favorable to experiments with the PdT approach. We can already note that it is arousing strong interest among technical specialists of non-formal education, to the point where the University of Ouagadougou soon plans to establish a Master's in PdT for non-formal education executives in its Adult Education Department (DDA).

135.   We can also note that this approach, due to its philosophy and principles, has strongly influenced the revision of curricula for the national literacy programs (revision conducted by the INA and the DGAENF).

Lessons to be learned from PdT?

> The text pedagogy approach appears to be promising in Burkina Faso
>
> The attention paid to this approach at various levels of the educational landscape bears witness to this
>
> However, the issue of the future extension of such an approach in Burkina will be the challenge to overcome in a particularly difficult social and economic context

5. EDUCATION FOR ALL: WHAT OUTLOOK?

5.1. For formal education

136.　　　Efforts have been made to increase access to and improve the quality of basic education in Burkina Faso. Nevertheless, the country is still far from achieving the objectives of Basic Education for All. The outlook for the coming decade is as follows:

- **In pre-school**, the central objective is to achieve a rate of pre-school enrollment of about 4%, while improving the quality of these services. This program receives ample support from UNICEF.

- **In primary school**, the strategic objective is to reach a gross enrollment rate of 70% upon completion of the PDDEB designed for this purpose. This is an ambitious goal, considering the starting point of a country with limited resources, to nearly double its gross enrollment rate, and its educational employees in terms of teachers in the space of ten years, while ensuring the quality of the education provided. At the same time, the following will have to be monitored:

  - A reduction in the disparities in schooling between different genders and regions,
  - The relevance of the teaching dispensed, making full use of the established foundations and of current experimental pedagogical and educational innovations in the country (Satellite schools, bilingual schools, Banma Nuara centers, etc.).
  - Improving the capacities for planning and managing the system.

137.　　　Fulfillment of these ambitious objectives will essentially depend on the strategies used. For this reason, strategies that have been tested and fine-tuned in practice in previous plans and programs were applied. They should facilitate application of the plan and enable Burkina Faso to move closer to the goal of universal education.

138.　　　Convinced that it can only achieve universal education by 2015 by developing all of the initiatives geared to providing lifelong education for all, the state of Burkina Faso and its partners have instituted a number of programs to:

- **Increase access to basic education by acting on both the demand and the supply sides and stepping up the awareness campaigns aimed at literacy.**

139.　　　On the offer side, the existing policies and programs will be expanded to increase the number of primary schools, augment schools' capacities via a multi-level class system, a double-shift system, reducing the number of repeated classes, and recruiting and training more teachers. In terms of expenditures, priority will be given to rural areas in general, and to the most deprived populations in particular.

140.　　　On the demand side:

- The policy of free distribution of text books, pursued since 1996, will be extended to all children regardless of the schools attended;

- Nutrition and food programs for the children will be set up with the help of Cathwell, by means of school cafeterias, which have a proven track record for attendance as well as for improving the quality of education;

- The parents of schoolchildren will be involved in decision-making and in school management;

- Efforts and incentives to attract girls to school will be increased and awareness/negotiation and motivation programs geared towards income-generating activities and local development in rural areas that have continued to resist schooling will be implemented.

- **Improve the school learning environment by:**

  - Offering programs and pedagogical materials that make learning appealing, improving the efficiency of advanced training programs, making schools responsible for seeking a higher quality of education and better results;

  - Increasing the hourly teaching volume to more than 800 hours;

  - Investing efforts in pre-school programs designed to favor the survival, growth and development of young children, and in systems that maintain the gains obtained through these early efforts in order to establish an effective continuum between the early childhood programs, bilingual education and the formal schooling system.

141. Not only is Burkina Faso assured of the support of all of the technical and financial partners who have committed to backing the execution of the PDDEB, but it is also eligible for the EFA Accelerated Initiative, giving it access to additional resources from the G8. This initiative will help Burkina Faso reach the PDDEB objectives faster and succeed in attaining universal education by 2015.

142. This means that the Gross Enrollment Rate should increase from 70% in 2010 to 109% in 2015, and the rate of access to the first year of schooling from 72% to 100%, as well as the completion rate, while the rate of class repetition should be reduced to 8%, thereby improving not only access but also, and most importantly, the efficiency and yield of the system.

143. The UNICEF 25/2005 initiative that was launched in Burkina Faso, which is considered as a model country for girls' education, is another aspect in favor of promoting the enrollment of girls within the scope of achieving the EFA objectives.

5.2. For non-formal education

5.2.1. The major orientations of the non-formal education sub-system

144. The first national forum on literacy held in September 1999 in Ouagadougou defined the platform of the major orientations for non-formal education. These orientations, outlined in the form of recommendations, are aimed at coordinating different actions for the development of literacy and training in Burkina Faso, in their institutional as well as their technical and financial aspects. The forum made the following suggestions:

- Creation of a special independent fund open to the private sector and geared towards the development of literacy and to capacity building for the participants; an autonomous fund drawing on various sources, involving the different partners and applying the standards of transparency and equity consensually defined in a procedural manual;

- Positive discrimination in favor of women and girls in deprived regions, especially taking account of factors of their full involvement in the programs with a gender approach;

- Harmonization of the cost structure of a literacy program, taking account of the quality of the contributions and real capacities for accommodation by the country;

- Setting up by the MEBA of an observatory for monitoring progress in this field, with the establishment of a database covering all the changing activities and participants throughout the national territory, in order to achieve greater visibility for the results and for the elements for reviewing strategic options;

- Establishment of a literacy map to improve the orientation of efforts, rationalize the use of the means made available, and correct disparities between regions and sexes;

- Institutionalization of coordination in this sector by holding a forum every three (03) years, in correlation with the option for triennial plans and the set-up of a mechanism for follow-up and periodic evaluation, so that the lessons learned can be integrated into the subsequent phases of the plan, like the national seminars that are reviewed and improved in content and in procedure;

- Reorganization of the technical departments of the ministry and especially of the INA, of which the personnel and organization need to be aligned with the option of task delegation, which requires new attitudes and practices for which the human resources are not always prepared;

- Stimulation of the national language commission and the language sub-commissions by giving them sufficient means to conduct a national policy for research and promotion of the national languages;

- Taking literacy into account in the initial and ongoing training of teachers, itinerant educational advisors and inspectors in their new roles;

- Development of literacy research in connection with the university and specialized institutions in order to support the various actions and improve them by capitalizing on the lessons learned;

- Design and implementation of a plan for professionalizing the participants to ensure the effectiveness of interventions;

- Taking account of national languages in the authoring of administrative acts to contribute to the development of a literate environment.

145.	The implementation of all these recommendations in the country should soon provide the impetus for sustainable development of the non-formal education programs in Burkina Faso.

## 5.2.2.	Innovative prospects

146.	Drawing the lessons from past experience, civil society organizations have developed initiatives for creating the conditions for the emergence of new frameworks for the promotion of non-formal education, inspired by the statements issued by international meetings on Education For All and adult education.

147.	This new vision is characterized by three basic options: a renewed partnership framework through the official adoption of the so-called delegation strategy, an increase of resources in order to meet the demands for education, and a restructuring of programs and literacy and training methods.

The delegation strategy (called "faire – faire")

▪ **Definition and characteristics**

148.   The delegation strategy was endorsed in 1999 by the first national forum on literacy as the only possible approach to consensual management of a literacy program to enable the Ten-Year Basic Education Development Plan (PDDEB, or Plan Décennal de Développement de l'Education de Base) to achieve at least 40% literacy by 2010 while increasing the effectiveness of programs and the capacities for managing non-formal education. The delegation, or "faire-faire" strategy, is defined as an innovative and effective strategy that allows the state and its partners (NGOs, associations, groups, government departments, etc.) to acquire a key for the functional development of roles for the execution of literacy and non-formal education programs. This implies the assumption of responsibility by civil society for the implementation of training programs in the field.

149.   The institutional schema is based on a strategy of calling on all partners to play their assigned roles, and in which there is a decisive relative advantage, according to the principle of "each one according to their talents". This schema features the following characteristics, which have been recognized as essential by all of the parties:

- Separation between the functions of orientation, follow-up and evaluation of programs connected to the Ministry of Basic Education and Literacy Training on the one hand, and the executive functions of the literacy programs by the operators on the other hand;
- Contractualization of literacy missions executed by the operators using public or private funds made available by the Ministry;
- Equal access to funds by all operators whose proposals meet with a set of eligibility criteria recognized as valid by all the partners;
- Impartiality and transparency of the mechanism for allocation of funds;
- Rapid payment for services to the operators selected by the fund.

▪ **Participants' roles**

150.   The delegation strategy calls for the participation of four main parties, to which specific functions are assigned. These are the State, the operators, the basic communities and the Technical and Financial Partners (PTF).

- *Roles of the State*

  According to the delegation strategy, there are several levels of functions in the MEBA and its parts:

  - An orientation and planning function;

  - Steering for plans and training programs;

  - The function of mobilizing financial resources;

  - The function of providing impetus for cooperation frameworks;

  - The function of providing information and distributing documents on the government options;

  - A technical support option;

  - A follow-up and evaluation function.

- *Operator roles*

  Execution of the national literacy program suggests that operators assume the following tasks:

  - On the political front: they participate in cooperation;

  - On the administrative front: the operators submit financing requests to the Fund, sign agreements and send in technical reports;

  - On the financial front: they have to manage private bank accounts and transmit financial reports to the Fund with duly established supporting documents;

  - On the technical front, the operators will have the tasks of: identifying the beneficiaries, conducting a study of the situation, preparing a financing request, executing the sub-project, for which they will provide follow-up, internal evaluation of training, participating in external learning evaluations, and accepting inspections by the Fund and the education departments.

- *Roles of the technical and financial partners (PTF)*

  The technical and financial partners play a driving role in the realization of non-formal educational programs in Burkina Faso. Their functions may be summarized as follows:

  - A technical assistance role: they support the government in the implementation of policies and action plans and help capitalize on the operators' expertise in order to assist them with fulfilling their task of executing the programs in the field;

  - A financial assistance role; a partnership impetus role, via the creation and renewal of PTF cooperation frameworks to exchange ideas, analyze the changes in the sector and harmonize their approaches to educational issues. In addition, they will have to acquire flexible mechanisms for technical and financial assistance that hinge on results and are founded in a culture of cooperation with public administration and civil society.

- *Beneficiary roles*

  The delegation strategy meets the requirements of decentralization and promotes the development trilogy of "education – responsibility autonomy". For this reason, the beneficiaries have an active role to play in their own training, and they will have to:

  - Contribute their skills for determining the functional domain of the literacy desired, identification of the beneficiaries, organization of community participation by means of management committees;

  - Participate in administrative management of the sub-project by setting up and maintaining functional management committees, obtaining the signature of agreement protocols with the operators, and maintaining a register of each center by the management committee;

  - Contribute to program financing in cash or in kind according to the minima set by the procedure manual of the Fund;

- Assume the technical costs by participating in the micro-planning for training, in the mobilization of available local skills, in supervision of learning and in impact studies of the program.

- *The fund for literacy and non-formal education*

  The forum's recommendation for proceeding with the creation of a fund for literacy and non-formal education is based in part on the objectives of the national literacy program in the context of the fight against poverty, and in part on the urgent necessity of setting up mechanisms and instruments for the increased mobilization and efficient management of financial resources for the training of various sectors of the public targeted by the non-formal portion of the PDDEB.

  As a result of this desire to include non-formal education in the operational standards for support to basic community initiatives, the FONAENF (Fund for Literacy and Non-Formal Education) will have to help capitalize on and strengthen the participants' social and professional skills.

  With a private legal structure, the Fund is in charge of:

  - Mobilization of resources from the State, development partners, and the private sector;

  - Financing of projects and programs presented by the operators in non-formal education;

  - Reinforcing the capacities of the contributors in the field;

  - Promotion of a literate environment.

  The Fund has technical execution capabilities and should have a procedural manual for accounting and management.

  The funds mobilized should be used to finance literacy, alternative formulas, post-literacy book publishing, and a press in the national languages.

Re-founding of cycles and content for adult education

▪ **Structural reform**

151.   In this approach, education in the CPAF (Permanent Centers for Literacy) comprises two learning cycles: the literacy / basic training cycle and the à la carte or optional training cycle.

- *The literacy / basic training cycle.*

  This cycle is structured in two learning levels of 300 hours for the first and 360 hours for the second, for a total of 660 hours of courses:

  - The first level corresponds to the introduction to instrumental knowledge, to a new awareness of the learner's environment, and above all to training in thought processes in order to confer on the learner a positive attitude towards his living context.

  - The purpose of the second level is to consolidate the initial learning and complete the students' training by introducing new content that is considered relevant for achieving the expected profile of the literate individual.

After the literacy and basic training cycle (levels I and II), the student must:

- Know how to read and understand the text of a document related to his employment and environment;

- Be able to express himself in writing under any circumstances;

- Master the mechanisms of the four (04) arithmetic operations and be able to solve practical problems related to his employment and daily life;

- Have acquired knowledge and socio-cultural values that he can accurately put into practice;

- Have acquired technical and job skills that he can use accurately;

- Be able to assume responsibilities in social, economic and political life. The literate individual is an agent of development within his own context.

- *The à la carte training cycle.*

  This offers literate individuals the possibility of immediate access to one or another of the three types of training provided, each of which corresponds to an option:

  Option I: Learning of basic and functional French (A3F) for a minimum duration of 1200 hours. The learning of basic and functional French enables the literate individuals to:

  - Learn French on the basis of their acquired literacy in the national languages;

  - Master the knowledge, skills and attitude taught in option II of the à la carte training cycle, which consists of training in scientific and technical culture and the cycle of specific technical training.

  Option II: Training in scientific and technical culture (STC).

  Planned for an effective duration of 600 hours, it provides extensive coverage of the five FCB (Additional Basic Training) modules: Language, Mathematics, Health, Agriculture – animal husbandry – environment, and History – geography – civics. The STC also reviews the essentials of the program of level II of the literacy / basic training and includes technological skills as well as facilitation methods and techniques in order to foster the emergence of available, accessible teaching expertise according to specific modalities, such as the recruitment of facilitators by selection testing.

  Option III: Specific technical training (FTS), variable duration, are modules with the objective of transferring employment skills and intended to serve as crucibles for the application of new development techniques and technologies, as well as the privileged setting for lifelong learning.

- **Training fields and content**

152.	Adult educational content harmonized with the concept of basic education and divided into training cycles is grouped into four fields according to the pedagogical approach of the text: language, mathematics, life and earth sciences (natural sciences) and social sciences.

▪ **The pedagogical approach**

153.	The literacy courses are based on an active pedagogical approach and developed according to principles of flexibility, from the known to the unknown, from the simple to the complex, and validating the experience of the learners. For the trainer, it is therefore necessary to start with the reality in the field in order to establish an educational process that best meets the interests and motivations of adults.

What are the points to remember from the current reform program?

> The program is established and executed with community participation with a curricular approach built upon the genuine training needs identified in a study of the situation and coordinated with the local development priorities.
>
> In addition, it takes account of the alternation between theoretical and practical activities; priority must be given to creativity and the spirit of initiative of the learners, as well as to all of the intellectual processes (analysis and synthesis), rather than relying on memorization alone.
>
> The training may be intensive, semi-intensive or incremental depending on the choices negotiated by the learners.
>
> This pedagogical approach is reinforced by inspection of the programs and learning

6. CASE STUDY: BILINGUAL EDUCATION

154.   Bilingual education is a complete program of training and teaching spread out over a continuum of three cycles, aimed at helping children acquire knowledge, habits and attitudes that will enable them to harmoniously integrate with a developing world while taking account of their own personal development and that of their milieu and country.

6.1.   Objectives and structure

155.   The new basic educational system that is being used experimentally is aimed at establishing an educational continuum for children from the ages of 3 to 16, comprising the following three (3) basic levels or cycles:

▪ First cycle: Space for Initiation to Education (or 3E) for children of ages 3 to 6;

▪ Second cycle: Bilingual Education for children aged 7 to 11;

▪ Third cycle: Specific Basic Multilingual Education (EBMS) for 12 to 16 year-olds (still in the planning stages).

6.1.1.   General objectives

▪ Improve the internal and external effectiveness of basic education;

▪ Raise the quality of basic education;

▪ Establish synergy and bridges between basic formal education and basic non-formal education;

▪ Improve the cost effectiveness ratio of basic education;

▪ Reinforce the autonomy of local development initiatives, so that local development can be a source of illustrations and concrete application of the training and of potential opportunities for the graduates of bilingual schools.

6.1.2.   Specific objectives of the educational continuum

156.   The specific objectives are as follows for each cycle of the continuum:

▪ **Space for Initiation to Education (3 E)**

  • At the space for initiation to education (3E) level, intended to democratize education for young children (ages 3 to 6), the specific objectives pursued are as follows:

  • Contribute to overcoming the inadequacy of the services offered to children by families in terms of hygiene, nutrition and psychomotor development;

  • Prepare young children psychologically, physically and mentally for entrance to the basic primary education cycle;

  • Democratize the educational services to young children in rural, urban and semi-urban areas;

- Contribute to temporarily freeing mothers and girls from child care duties so that they can peacefully pursue their other activities: literacy, training, socio-economic and cultural activities.

- **Bilingual education for children from ages 7 to 11.**

  - Associate the act of learning with the act of producing, in order to prepare children to become conscious, motivated participants in local, regional and national development;

  - Reconcile schooling with the milieu by incorporating positive cultural values from the milieu and involving the neighboring community;

  - Give learners the opportunity to use and validate their knowledge of a national language and the literacy tools acquired in that language for training, acquisition of modern knowledge, and learning an international language, in this case French, the official language of the country.

  - Contribute to the search for ways and means to establish bridges in order to fill the gap between formal and non-formal educational systems in order to render them complementary while giving the same tools and chances to those coming from both systems.

- **Specific Basic Multilingual Education (EBMS) for 12 to 16 year olds**

  - Teach all of the content of the standard program for the first through third years of secondary education (6ème through 3ème).

  - Teach specific content:

    - Promotion of functional multilingualism: French as a second national language for general communication, English;

    - Link between education and production;

    - Promotion of positive cultural values and tolerance (citizenship education).

6.2. Implementation strategy

157. In order to ensure the success and above all the relevance of the innovation, a certain number of implementation strategies were defined: pedagogical, institutional, design of materials, didactical and training strategies, as well as external strategies and follow-up and evaluation strategies:

6.2.1. Pedagogical strategies and curricula

In the space for initiation to education (3E)

158. At this Initiation level, special emphasis is placed on the following strategies:

- Involvement of parents in the entire process of preparation, implementation of management of the 3E level.

- Ongoing pursuit of gender equality.

- The use of acquired knowledge from the literacy center of the bilingual school to improve the quality of care and services offered by the parents of children from ages 3 to 6.

- Reinforcement of the community approach through parental involvement in the education of young children.

- The use of the mother tongue as the medium for children's education.

- The use of the children's mother tongue as a means of communication, in order to enable them to acquire the socio-cultural values of their milieu.

- The use of their acquisitions in oral French to facilitate the transition to the first year of the bilingual school.

159.   In the Initiation classes, the main activities will be as follows:

- Health, hygiene and nutrition activities;

- Cultural and artistic activities;

- Domestic activities;

- Cognitive activities (graphic arts, introduction to arithmetic, oral French to help develop early national language-French bilingualism);

- Manual and practical activities.

In the bilingual schools

160.   In the bilingual schools, the main strategies implemented will be as follows:

- In advance of the implementation of any bilingual school, the use of a social negotiation strategy in order to involve regional, provincial and local authorities but especially the fathers and mothers of the students in the process, to help create the conditions for acceptance of the bilingual schools by the population;

- Use of the national language as a medium during the first two years, while developing the students' communication skills in oral French in the first year, and in oral and written French in the 2nd and 3rd years;

- Alternating usage of the national language and French as the teaching medium during the first months of the third year, followed by increasing use of French as the teaching medium during the remainder of the educational process;

- Emphasis during the first two years on acquiring the three levels of skill in the national languages: communication skills, textual skills and cognitive skills;

- Utilization of bilingual transfer mechanisms beginning in the second and third years to accelerate the acquisition of French and the teaching of cognitive aspects in French;

- Use of manual and practical activities to render certain concepts of the training program more concrete (geometry, metric system, purchase prices, costs, profits, etc.);

- A search for means of reducing basic education costs by significantly reducing the overall education time by one year for school-age children and by two (2) years for the 9-14 age range, while improving the internal and external level of quality and effectiveness of the school.

161.   In terms of the content of the bilingual schools, the Ministry of Basic Education and Literacy Training (MEBA), with support from the OSEO (Swiss

Organization for Workers' Solidarity), has developed and established a curriculum for the bilingual schools. Here is a brief description of a few main aspects of the 1st through 5th years of this curriculum.

- **Content of the 1st year of the bilingual school**

  - *Teaching in the national language* (approximately 90% of classroom time)

    Conscientization discussion: using targeted socio-economic topics that have been enumerated and prioritized in the course of prospective studies (health & hygiene, environment, solidarity, gender issues, etc.), leading the students to become aware of problem issues in their milieu, to think about them and, on the basis of participative analysis, to understand the mechanisms, propose solutions and make a resolution to work for positive changes in the problematic situation examined by means of concrete actions together with their parents or even with the surrounding community. This teaching can have an immediate impact on the children's living environment.

    A reading lesson: this is based on the topic of the conscientization discussion and constitutes a source of motivation for the learners. At the end of the first year, the students know how to easily read documents in the national language that has served as the teaching medium;

    A writing program: this is based on the reading lessons and enables the students to easily write in their own language by the end of the year;

    An arithmetic program: this is conducted in the national language currently used by the students and permits a better understanding and acceleration of learning since, using the language they know, the students learn the four arithmetic operations using the numbers from 1 to 999 during the first year, while their counterparts in the traditional schools barely manage to learn up to the number 20 in the first year.

    Along with the purely scholastic education, the students in the bilingual schools are introduced to various aspects of culture from the very first year (values, songs, dances, proverbs, tales, handling of musical instruments, etc.) and to educational productive tasks and practical and manual activities that are suitable for their age.

  - *Teaching in French*

    only oral French is taught and occupies about 10% of classroom time.

  - *Culture, production*

    depending on the locations, the first-year children are introduced to practical and manual activities that are suited to their age and potential.

- **Content of the 2nd year of the bilingual school**

  - *Teaching in the national language* (approximately 80% of classroom time):

    Reading: the second-year students further the knowledge acquired in the first year and practice expressive reading of various documents in the language they have learned in;

    Writing: in the second year, the course consolidates the skills learned in the first year, but especially focuses on the organization of a written message and the understanding of the spelling system of the language learned, in order to be able to apply it by writing short letters, short stories, essays, etc.

To reinforce their reading and writing skills in the national languages, the second-year students receive, in their national language, lessons in history, geography and the science of observation normally included in the 3rd and 4th years of the standard school program. This learning consolidates their reading and writing skills in their own language, but also conveys cognitive skills related to these disciplines, thereby preparing them for the transfer of these skills to French during the third year in the bilingual school.

Arithmetic: the arithmetic program in the second year enables the students to work up to the number 10,000 in arithmetic and to make concrete use of numbers by means of operations and problems related to the socio-economic environment, resulting in addition, subtraction, multiplication and division and especially in the resolution of concrete problems (calculation of purchase prices, costs, profits, losses, etc.) by the students. In addition to arithmetic, the second-year students of the bilingual school learn, in their national language, concepts of geometry and the metric system that are taught in the 3rd and 4th years of traditional schools.

Grammar of the language, in the language: the program calls for second-year students to study the grammar of their language and become familiar with the grammatical concepts of their language: sentence structures and words (subject, verb, object, root, suffix, etc.), tenses and conjugation (present, future, past historic, perfect, indicative, imperative, conditional, etc.), and so on. This learning is aimed at helping the students understand how their language functions as well as at preparing for and facilitating the transfer to French of these concepts initially learned in their own first language.

Phonetics: the phonetics program during the second year is aimed at learning the sounds of French. This teaching, which uses both languages in parallel (the national language and French), is the basis for transferring the psychomotor mechanisms of reading and writing from the national language to French. This learning based on a comparative analysis of French and the other language permits the establishment of a steady progression from the sounds that are common to the national language and French to the French sounds that do not occur in the national language, as well as covering the sounds of the national language that do not occur in French. By the end of the phonetics program, the students can easily read documents from the third or even the fourth year of traditional French schools.

- *Teaching in French*

  in the second year, teaching in French occupies about 20% of the classroom time. The French program in the second year pursues the study of oral expression but emphasis is also placed on reading and writing in French through the phonetics program.

- *Culture, production*

  as in the first year, the second-year students pursue cultural and production activities.

162. As it can be clearly seen, the national languages are used in the bilingual educational program as the essential learning medium for the first two years of school.

163. The recommended approach consists, during the first two years, of providing experience in learning about history, geography, arithmetic, the science of observation, civic and moral education and grammar at the elementary school level in the national

language of the students. In concrete terms, the existing documents in French in these disciplines used in primary school are translated into the national language of the students in order to ensure that content and levels will be comparable.

▪ **Content of the third year in the bilingual school**

- *Teaching n the national language* (approximately 50% of classroom time):

  During the third year, the classroom time is divided equally, so that each language takes up about 50% of the time. In the areas taught in the national languages, the accent is placed on:

  - Expressive reading and reading of various documents,
  - Various calculation operations and problems (arithmetic, geometry, metric system);
  - Techniques of written and oral expression: how to write a letter, write a summary, make a report, how to write a descriptive, narrative, or argumentative text, how to write an essay, a speech, etc.
  - Bilingual grammar will enable students to use the national language as a medium for acquiring French grammar and expression;

  The third-year students will also pursue cultural and production activities.

- Teaching in French (approximately 50% of classroom time)

  In the third year, the French program covers the entire program of the fourth year (CE2) of traditional schools;

  During the third year, the learners consolidate their knowledge of various disciplines in the national language and develop their command of the French language. From the end of the third year, the students are expected to have learned enough French to pursue their studies in that language and use the same books as their counterparts of the same level (CM) in primary school. The French language then becomes the teaching medium of the bilingual schools.

- *Culture, production*

  As in the second year, the third year students pursue cultural and production activities.

▪ **Content of the fourth year of the bilingual school**

- *Teaching in the national language* (approximately 20% of the classroom time)

  In the fourth year, the students in the bilingual school pursue, according to the plan, the following subjects in their national language: reading, writing, math, techniques of expression;

- *Teaching in French* (approximately 80% of the classroom time)

  In the fourth year of the bilingual schools, the program of the fifth year (CM1) of traditional schools is applied;

- *Culture, production*

  In the fourth year, the cultural and production activities continue.

- **Content of the fifth year in the bilingual schools**

  - *Teaching in the national language* (approximately 10% of classroom time)

    In the fifth year, the students in the bilingual school pursue, according to the plan, as in the fourth year, the following subjects in their national language: reading, writing, math, techniques of expression;

    The cultural and production activities are also pursued.

  - *Teaching in French* (approximately 90% of classroom time)

    In French, the teaching program for the fifth year in the bilingual schools corresponds to the entire program of the sixth year (CM2) of traditional schools;

  - *Culture, production*

    cultural and production activities are also pursued in the 5th year.

In specific basic multilingual education (EBMS)

164.　　In the Specific Basic Multilingual Education cycle, the essential pedagogical strategies are as follows:

- The ordinary program for the first through the third years (6ème to 3ème) of secondary education is maintained;

- From the first year, philosophy and the major guidelines for bilingual education are introduced (utilization of the national languages, the link between education and production, gender equality, involvement of students' parents);

- Introduction of teaching of a widely used national language along with English;

- Use of a methodological approach inspired by the ALFAA method for teaching English and the widely used national language in order to place a special emphasis on the operational acquisition of these languages;

165.　　The activities at the EBMS are as follows:

- *These consist of traditional theoretical teaching* in the French language (and a functional French), mathematics, life sciences and earth sciences, history and geography, physical education and sports, physics, chemistry, and English, with an emphasis on oral communication in English. This teaching will enable students to acquire, in addition to the traditional skills, the operational skills in administrative writing, authoring of reports and statement, utilization of broadcasts in English and understanding of English-speaking visitors.

- *Specific teaching* such as simplified accounting and a second national language (Jula, Mooré, Fulfulde) in both written and oral form, practical training in environmental management, associations and income-generating activities, reproductive health, solid information on citizens rights and duties, organization of information meetings, and awareness of topics that are of concern to the students and the community.

- *Practical teaching* including practical, manual and production activities, as well as cultural activities, are determined together with parents.

166.　　From the Bilingual Education viewpoint, the EBMS is considered to be the final cycle of basic education in Burkina Faso. So it needs to contribute to providing young people with the knowledge, skills and attitudes necessary for their own personal

development and for their positive participation in the economic, social, cultural and political development of their nation. For this reason, upon completion of this cycle, students must be capable of:

- Understanding the various theories taught;

- Understanding the concepts studied;

- Analyzing the problem situations of life and proposing solutions;

- Resolving problems in mathematics and physics and chemistry;

- Speaking, reading and writing the second national language learned, as well as English;

- Utilizing management tools and facilitation techniques;

- Producing the objects for which the manufacture was taught;

- Knowing the techniques of agricultural and pastoral production;

- Devising plans for income-generating activities.

6.2.2.   Teachers and supervisors

In the space for initiation to education (3 E)

167.   The volunteer parent-educators and the Steering Committees will receive the following training:

- Literacy

- Learning of basic French

- Training in management, follow-up and evaluation of income-generating activities

- Experience exchanges between 3E classes

In the bilingual schools

168.   The teachers are the same as in traditional schools, but they receive specific complementary training that is indispensable for teaching in bilingual schools.

169.   The pedagogical supervisors are the same as in the traditional schools, but they also receive specific training designed for bilingual schools.

In the EBMS

170.   In this cycle, the teachers are those of the first cycle of secondary education. They will receive specific training for teaching supplementary disciplines that are not included in the usual teaching program.

6.2.3.   Study/design/research and training strategy

171.   The implementation of teaching and training at each of these basic educational levels requires a certain number of indispensable activities that must be carried out upstream. Below, we provide a summary of some of these main activities:

Feasibility studies and the set-up of the participation strategy

172.   The opening of an introductory education space (3E) or a bilingual school in a location (new school to be built or a traditional school to be transformed) depends on the results of a feasibility study and a serious inquiry into various activities: regional education and administrative managers, customary and religious authorities, parents (fathers and mothers) of students and the students themselves.

173.   It is a long, meticulous process of social negotiation in which the philosophy, objectives, content, teaching strategies and methods, didactic materials, and the respective roles of each participant are thoroughly presented, discussed, possibly amended, understood and assimilated. In the course of these social negotiating missions, the role of the State, and that of the OSEO and its partners are also presented to the participants in the field. Thus a social contract is formed among the various parties, who each know their roles and are committed to fulfilling them correctly. It is only then that authorization to implement the plan is granted by the central education authority, which provides follow-up of the controlled extension of the innovation with the technical and financial support of the OSEO and its partners.

Various research to be conducted

174.   To be effective and meet the standards of quality, bilingual education must be illumined by the results of serious study by professionals in a variety of disciplines before, during and after any experimentation. Some of the studies for the case presented here were conducted by multidisciplinary teams in order to gain multiple insights into the issues under consideration. The experiments underway in Burkina Faso have given rise to the following studies, among others:

- A general study of the milieu for a brief monograph;

- Description of the national languages concerned by the experiment, or the utilization of existing linguistic studies of these languages: phonology, grammar, lexicon, dictionary, spelling system, etc.

- Sociolinguistic studies;

- Dialectology studies;

- Comparative studies between each operational national language and French;

- Linguistic interference studies;

- etc.

Preparation of a curriculum adapted to bilingual education

175.   Since bilingual education is proposed as an alternative to the traditional basic education system, it became essential to review the curriculum in order to adapt it to the philosophy, objectives, content and duration of a bilingual education with a duration of only four or five years, compared to six years of traditional schooling.

176.   This revision of the curriculum was also needed because of the accelerated pace of learning in bilingual schools due to the use of the national languages spoken by the students.

The design, publication and reproduction of the textbooks and other didactic materials

177.   The implementation of the bilingual education experiment in Burkina Faso resulted in an impressive endeavor of designing or adapting, publishing and reproducing the didactic material for each cycle of bilingual education. The initial concept was first devised by a staff of technicians in one of the national languages or in French for some disciplines. Once designed, the documents were then pre-tested, reviewed and validated in the language of their initial form. The staff for the other national languages in the experiment then received technical assistance from the initial concept team for adapting or translating the material into the other national languages.

178.   After one or two years of use, the textbooks were evaluated, with participation by the students, teachers, parents and pedagogical supervisors (inspectors and pedagogical advisors), as well as courseware designers. The results of these periodic evaluations permit revisions of the documents in order to achieve better quality for more efficient teaching and to provide the ministry with more suitable documents for progressively wider use.

Trainer training: teachers and pedagogical supervisors

179.   The content and the teaching and training methods in a bilingual school are different from those of traditional schools, so steps are taken to ensure targeted training for a good command of the teaching techniques for bilingual schools, for the benefit of:

- Teachers;

- Pedagogical advisors;

- Inspectors;

- Managers of the central and decentralized departments of the MEBA;

- Secondary education teachers;

- Professional teacher training schools.

180.   Each year, various training programs are conducted, using at least 26 different modules.

6.2.4.   Institutional strategy

181.   One of the special features of this education reform is that it is being implemented by civil society in partnership with the MEBA, i.e., the State, in order to minimize resistance.

182.   To be able to meet the aspirations of the community, the implementation strategy places special emphasis on involving the students' parents in the entire process: curriculum development, setting up infrastructures, and knowledge transfer, especially in the areas of production and culture. This way, the parents feel involved and adopt the new form of education that adapts to their milieu, incorporates their values and validates them by calling on their skills for facilitation of certain aspects of culture or production in class or in the village. The village enters the classroom and the class goes out to the village, for a mutually enriching exchange.

183.   In order to minimize resistance to the change in schooling, the involvement and participation of the social partners, consisting of the basic education unions, was decided on and applied from the start and throughout the implementation of the experiment;

184.   In addition, despite the highly satisfactory and unquestionable results reported by the bilingual schools, even with a duration of education reduced by at least one (1) year, one of the political strategies for lessening the resistance and containing fears (especially those of intellectuals) is to proceed with a gradual expansion in response to the calls for bilingual education from the populations of the villages and towns, who were invited to make a written request to the MEBA. People need to be convinced by examples, quality education and results, rather than by decreeing the general application of the program.

185.   Ultimately, the current reforms are a part of a legal and administrative framework.

6.2.5.   External and partnership strategy

Partnership and synergy

186.   Carrying out these activities has required the OSEO to develop partnership relations, and collaboration and cooperation mechanisms with the participants or potential parties concerned by the school activities. As a general indication, the DPEBA, the farmer organizations and the public or private services collaborate with the bilingual schools and the OSEO according to their capacities and skills, and on the basis of specific agreements.

187.   The OSEO, together with the MEBA, performs the administration and management of the operations connected with the project. It also handles quality control. In order to achieve this, it has set up a three-level mechanism:

▪   **At the central level**

188.   The OSEO staff, in collaboration with the responsible administration of the MEBA (the INA from 1994 to 2002, and the DGEB since 2003) and the other partner organizations, handles the programming, follow-up, evaluation of operation all activities, and capitalization of experience.

189.   The Administration responsible for bilingual education in the MEBA, along with the OSEO and institutional or independent consultants, is in charge of:

  • The design and preparation of bilingual enrollment documents in the national languages;
  • Training and/or re-orientation of teachers (general and specific education, transcription and teaching of the selected national languages, specific models of the bilingual education system, etc.);
  • Follow-up and pedagogical support and advice at a frequency and using the instruments jointly agreed upon.

190.   The MEBA takes charge of and assigns to the bilingual schools the teaching personnel already trained in the ENEP and appoints the regional and provincial managers, inspectors and pedagogical advisors for the follow-up and support and consulting tasks.

- ▪ **At the regional and provincial level**

191.   The OSEO and the DEGEB collaborate at this level with the DREBA and DPEBA in charge of:

- • Participating in the preparatory missions to the sites;
- • Following up the activities related to school construction, student recruiting and opening of the schools, teacher training and the follow-up and support and consulting for the implementation of the bilingual schools.
- • Periodic comparative evaluations among the bilingual schools and between the bilingual and traditional schools.

- ▪ **At the village level**

192.   In terms of structure, there are plans for identifying a partner farmer development organization, and the creation of offices for the parents association for village-level implementation.

Financing

193.   In addition to conviction, an innovation like bilingual education requires technical skills, a moral commitment, and the mobilization of human, material and financial resources that are equal to the stakes of the program. This is why the OSEO, which took charge of the financing of the first phase of the innovation, was pleased to receive the support of other cooperative partners with a positive appreciation of bilingual education and its results, who have decided to contribute their financial support for a more successful geographic and linguistic expansion of the innovation.

194.   The partners of the OSEO in the extension of this experiment are: The Netherlands Embassy, the Swiss Cooperation Agency, Intermon-Oxfam, Voisins Mondiaux, the Association Manegdbzânga (AM), and the Catholic Church.

195.   For the 2002/2003 school year, there were 60 bilingual schools in seven (7) languages, in 19 provinces, in 10 of the 13 regions of the country. These bilingual schools with varying degrees of openings (1, 2, 3, 4 or 5 classes), had 135 classes altogether, for a total of 5,104 students, including 2,298 girls, or 45% of the total.

6.2.6.   Assessment strategy

196.   Within the scope of this innovative program, we tried to introduce a system of assessment based on the objectives, and using criteria- and hierarchy-based evaluation instruments that allow for the comparison of each learner against a scale of four levels of progressive attainment objectives. Even though this form of evaluation makes it possible to measure the actual level of students compared to the degree that objectives are attained, thereby better targeting the learning for better results, the change of system has run into problems especially among school administrators who are accustomed to adding up grade points and ranking students against each other in order to establish traditional grade reports, rather than evaluating their accomplishment of the training objectives.

197.   So in order to reassure the politicians, school administrators, teachers, parents, and especially the skeptics regarding bilingual education, and to make sure that the results are comparable, the bilingual education program has strategically opted for general application of the traditional system of measurement and evaluation of school achievement, for the time being.

6.3. Results (social, pedagogical and school results)

198.   Since the experience of the **space for initiation to education** (3E) is recent, it would be hazardous to try to measure the results obtained, so we will simply cite the following selected elements of the expected results from these 3E classes:

- Enrollment and literacy rates have increased, especially in villages, and particularly among girls and women;

- There is a genuine opportunity provided to mothers and girls, through the free time made available, in order to attend literacy classes and participate in income-generating activities.

199.   In the **bilingual schools**, the results of phase three (very recent, from 2002-2003) are as follows:

- 60 bilingual schools including 32 public schools, 25 Catholic schools, and three secular private schools.

- The experiment concerned seven (7) national languages and French: Mooré-French, Jula-French, Fulfulde-French, Gulimancema-French, Dagara-French, Lyélé- French, and Bissa- French.

- 19 provinces in 10 of the 13 regions of the country benefited from the program.

- The current 135 bilingual classes accounted for a total of 5,104 students, including 2,806 boys (55%) and 2,298 girls (45%).

200.   The results of the official exams in June 2003: the three bilingual schools that completed the five (5) year program including 3½ years of teaching in French obtained the following results in the CEP (Primary Education Certificate) exams in June 2002:

- Bilingual School of Goué (Oubritenga): 88.88%

- Bilingual School of Nomgana (Oubritenga): 62.06 %

- Bilingual School of Tanyoko (private): 53.70 %. This school, which had an average success rate of 84.21% in June 2002 saw a significant drop in its results in 2003. One explanation is that the exam preparation class of this private secular school was missing a teacher for at least a month because the teacher left after winning a teacher-recruiting competition organized by the State in December 2002.

6.3.1. Results of the culture and production activities and of parent participation.

201.   The bilingual education experiment showed significant results in terms of culture, production and parent participation:

- Familiarity with traditional tales, proverbs, songs and dances,

- Handling of musical instruments of the milieu (tam-tam, balafo, castanets, flutes, etc.). The students were enthusiastic and the development of their talents was highly appreciated by their parents and the neighboring population.

202.　　　As for the production activities of the bilingual school, which were not aimed at organizing "disguised work for children," but at giving them a taste for effort and the pleasure of practical and manual activities and awakening their hidden talents for practical and manual activities, these were highly varied: agriculture, gardening, animal husbandry, carpentry, masonry, leather work, sewing, macramé, fabric dyeing, decoration and improvement activities, etc. In all of these areas, the results obtained were highly significant. The students rolled up their sleeves and gained immense enjoyment from their practical and manual activities. When it came to agriculture and gardening, the students' small-scale operations produced harvests that improved the local offerings in their school cafeterias. The students also took a strong interest in raising poultry, sheep and goats, and gained some profits that amounted to significant revenue in this context of poverty.

6.3.2.　　　Results of parent participation

203.　　　The fathers and mothers of the students participated in the life of the bilingual schools through their parent associations: setting up infrastructures, developing the curriculum, recruiting students and facilitating certain teaching activities alongside the teachers, such as culture and production. The results of this participation were apparent:

- The parents were validated and felt involved with the school and its activities;

- The community adopted the school, which ceased to be a "foreign" structure and became an accessible place and an integral part of the village. This assimilation of the school and involvement of the parents has an impact on a number of parameters: student recruiting is made easier (even in regions reputed to be resistant to schooling), high student attendance rates, reduction or even elimination of absenteeism, tardiness and drop-outs, improved family follow-up of the students' academic activities through the motivation of the parents, but also the possibility of following the children's work because the teaching is done in the national languages during the first years and many of the parents are literate in these languages so they are able to help their children.

6.4.　　　Cost analysis

204.　　　The cost of implementing the bilingual education experiment was co-financed by the various participants:

205.　　　The OSEO and its financial partners: the Royal Netherlands Embassy, the Swiss Cooperation Agency, Intermon-Oxfam, the Catholic Church, etc. The contribution of all these partners made it possible to finance the following activities of the program:

- Set-up and equipment of school complexes according to the standards recommended by the government of Burkina Faso;

- Design, publication and reproduction of didactic materials and training tools;

- Training of participants: teachers, pedagogical advisors, inspectors, and the central, regional and provincial department managers of the MEBA;

- Payment of salaries for those in charge of the program;

- Acquisition of vehicles for work in the field;

- Payment of follow-up and support and consulting costs;

- Payment of the costs for various studies, consultations and audits;

- Payment for the evaluation missions.

206.   Among the financial and material contributions made by the cooperating partners, a very large share was contributed by the government of Burkina Faso through:

- Payment of salaries and allowances for the civil servants involved in the experiment: teachers, principals, pedagogical advisors and inspectors;

- Donation of the traditional textbooks for the 4th and 5th years of the bilingual schools;

- Donation, whenever available, of metric compendiums and other equipment.

207.   The financial participation of the **Catholic Church** was even more extensive. It covered the following:

- Set-up and equipment of school complexes according to the standards recommended by the government of Burkina Faso:

- The payment of salaries and allowances for employees involved in the innovation: teachers, principals, pedagogical advisors;

- Donation of traditional textbooks for the 4th and 5th year of the bilingual schools;

- Donation, as soon as possible, of metric compendiums and other equipment.

208.   **The participation of parents** was not always monetary, but contributions in kind or in the form of participation in cost-generating activities that were donated freely by the parents (fathers and mothers of the students). These included:

- Participation in the labor of setting up the school complexes: collection of aggregates (sand, stones, gravel, etc.), free contribution of non-skilled labor for construction work. This participation considerably reduced the cost of the school infrastructures.

- The purchase of school supplies: slates, notebooks, pens, pencils, erasers, rulers, squares, compasses, chalk, school bags, etc.

- Feeding the children during the school year: allowance money or contribution to the school cafeteria;

- Contributions from students' parents;

- Participation in facilitation of certain school activities: culture (songs, tales, proverbs, traditional music, etc.), production (support in setting up students' productive activities (agriculture, gardening, animal husbandry, leather working, basket weaving, etc.).

- Payment of a large share of the costs for operating the school establishments.

209.   A financial estimate of these contributions by the parents shows the considerable efforts they devoted to the education of their children. This participation by the parents was greater in the bilingual schools because the parents felt more involved; the bilingual school is their school.

210.   A recap of the expenditures for the 2001-2002 school year for the joint OSEO-Netherlands bilingual education support program resulted in the following breakdown of estimated contributions:

- Parents = 17%

- Government of Burkina Faso = 14%

- OSEO and the Netherlands = 69 %

211.   The Ten-Year Basic Education Development Plan (PDDEB) launched by the State will, beginning in 2003-2004, take charge of a large share, we hope, of the implementation costs for bilingual education outlined in the PDDEB forecasts.

- **Costs at the 3E level:**

212.   The operating costs for these centers are significantly lower than those of nursery schools in urban areas, for which the annual expenses per child range from 50,000 CFA F to 250,000 CFA F.

- **Costs in the bilingual schools**

213.   A comparative study of the investment and operating costs for a traditional school and a bilingual school makes it clear that the average unit cost of obtaining the Primary Education Certificate was less expensive at the bilingual school than at the traditional school: completion of this certificate theoretically cost 455,388 CFA F at the bilingual school compared to 3,879,396 CFA F at the traditional school, making a difference of 3,424,008 CFA F.

214.   The same study established the yields of two schools in Nomgana as shown in the following table:

Internal yield indicators and the costs of traditional and bilingual schools in the village of Nomgana

Type of indicator	Bilingual school	Traditional school
Chances of obtaining the CEP	72 %	14 %
Normal duration of the cycle	4 school years	6 school years
Average duration for student completion	6 student-years	37 student-years
Cost increase coefficient	1.47 %	6.16 %
Internal yield rate	68 %	16 %
Annual cost per student	77,447 CFA F or €118.06	104,962 CFA F or €160

215.	It should be noted that bilingual education makes it possible to reduce the costs of basic education for an underdeveloped country like Burkina Faso. By way of illustration, remember that in addition to the cost reduction generated by the improvement of internal efficiency, there is also an economic gain produced by the reduced duration of the total education cycle. Kinda / Remain E. (2003) p. 84, estimated that "*The generalization of bilingual schools generates considerable savings both in terms of human and material resources and financial resources, in connection with the PDDEB.*" She continued, "*Calculations have shown the following savings for the various phases, if the bilingual schools are generalized on the basis of the PDDEB*:

- *first phase: 5.289 billion (CFA Francs)*

- *second phase: 6.287 billion (CFA Francs)*

- *third phase : 10.504 billion (CFA Francs)*

or a total of more than 16%, equal to 22 billion (CFA Francs) for the resources considered in our study."

## 6.4.1.	Quality assessment

216.	Numerous studies and theses, from the University of Ouagadougou, the upper level of the National School for Administration and the Magistracy (ENAM of Ouagadougou), and the Higher Normal School of Koudougou (ENSK) have arrived at the unanimous conclusion that bilingual education is superior to traditional schooling. This is supported by:

- The availability of documents in the national languages resulting from the design and/or adaptation of various documents in national languages or in bilingual formats to cover the different teaching modules in the bilingual schools and facilitate learning of the content;

- The existence of various linguistic, sociolinguistic and dialectological study reports conducted by teachers and researchers from the University of Ouagadougou and/or the National Center for Scientific and Technological Research (CNRST), which shed technical light on the various aspects of the experiment in order to contribute to ensuring quality and avoid any improvisation or amateurish approaches.

- The involvement of parents, the family support enjoyed by the children during the first years when a large proportion of the program is still in the national language, and the fact that the parents who are literate themselves help their children at home as advisors since they have access to the various disciplines taught to their children, which often is not the case for children in traditional schools where the program is entirely in French and beyond the reach of the majority (around 90%) of the parents.

- Another important result is the experience acquired by the human resources involved in the experiment. At present, Burkina Faso has the skilled, multidisciplinary human resources needed for the use of national languages in the educational system. In addition, Burkina Faso currently has hundreds of teachers and pedagogical supervisors who are trained for bilingual education. These individuals could provide a significant contribution by sharing their experience and participating in the training of additional volunteers for bilingual education.

6.4.2. Difficulties encountered

217. The difficulties encountered during the experiment are of several types, but we will only point out the most significant, which may be summarized as follows:

- Fear and doubts, particularly among intellectuals and those who are literate in French, regarding the national languages and their capacity to serve as an effective teaching and learning medium;

- Barely concealed hostility among certain intellectuals towards the entrance of African languages into the educational system;

- The ridicule encountered by the students and teachers of the bilingual schools from their counterparts in the traditional schools;

- The rigid schedules and classroom hours allocated to the various disciplines that complicate the necessary adjustments needed for the specific features of the new system, especially in the 3rd, 4th, and 5th years.

- The difficulty of changing the mentality of some teachers who are obliged to come to terms with parents and technicians from various sectors in order to link the learning process with the production process, but especially to allow other participants (parents, technicians) to intervene in the teaching program that was formerly the exclusive domain of the "schoolmaster".

- Problems with adapting to the philosophy and innovative pedagogical approaches of bilingual education for some teachers trained in the National School for Primary Teachers (ENEP);

- The mobility of the teachers and pedagogical supervisors trained for the bilingual schools, by the process of various assignments and promotions, depriving some regions of individuals qualified for bilingual education, and requiring the obtention of additional means to train replacements to avoid jeopardizing the experiment;

- The current use of nearly all of teachers' and pedagogical supervisors' vacation periods for training in the techniques and methods for bilingual education;

- The impressive volume of linguistic preparation required in order to render the national languages usable as effective teaching mediums for bilingual education.

- The often-belated assignment of teachers, which affects the total number of hours in the school year for the bilingual schools. For example, some teachers were assigned to the bilingual schools in late November 2002, for a school year that was supposed to begin in mid-September 2002!

6.4.3. Lessons learned from the experiment

218. An analysis of the bilingual education experiment allowed us to draw a number of lessons, which we describe below:

- Analysis of the results also demonstrated that, regardless of the geographic or linguistic region considered, the students who showed poor performances in French and in the other disciplines in the course of their education were invariably those who did not acquire a solid basis during the literacy learning phase in their national language.

- As pointed out by Nikièma (2000 p.48), "All signs seem to indicate that the acceptable performances following initial literacy acquisition are effectively determining factors for later success and that a poor initial literacy acquisition is very difficult to correct."

- Rather than constituting a handicap for learning French, according to the persistent prejudice of some intellectuals, the African languages constitute, on the contrary, a powerful means for accelerating learning and facilitating the teaching and acquisition of French.

- In addition, bilingual education reduces the cost of education through its internal and external efficiency and a significant reduction in the overall duration of schooling.

- Bilingual education is integrated with the milieu and in demand among the population and some State officials. It is more effective, has a stronger impact on the integration of graduating students with local economic life and is a less costly educational formula.

- By creating coherency between the school and the realities of the milieu, the support and participation of parents is obtained, even in regions reputed to resist schooling. One visible impact of this backing is that the local community becomes actively involved in the management of the school by participating in several aspects of school life, including training.

6.4.4.   Outlook

219.   In light of current experience, the results obtained, the difficulties encountered, but also the growing popular and government favor enjoyed by bilingual education, the outlook can be analyzed in the short, medium and long terms.

- **In the short term, it will call for:**

    - Involvement of more of the players in basic education;
    - Setting up of a lobbying system in favor of bilingual education in Burkina Faso;
    - Taking account of the other dialect regions of the operational languages;
    - Taking account of the urban and semi-urban areas;
    - Taking account of other languages;
    - Development of a strategy for implementing the recommendations made by the 2002 national session on education and the 2003 national encounter on bilingual education regarding the progressive generalization of bilingual education;
    - Application of the circular N° 2002-098/MEBA/SG of June 18, 2002 authorizing, when requested by the population, the transformation of traditional schools into bilingual schools.
    - The realization of the PDDEB plans in terms of bilingual education and expansion of the bilingual education experiment into the priority regions for the PDDEB.

- **In the medium term, it will call for:**

    - The design and implementation of the 3rd cycle of the bilingual education continuum. To review, this continuum consists of the Spaces for Initiation to Education (ages 3-6), the bilingual schools (ages 7-11) and the Specific

Basic Multilingual Education. Indeed, so that the students coming from a bilingual school will not be plunged into a traditional secondary education system where all of the important areas emphasized since they were in the Initiation classes are completely ignored, there are plans for the opening of the first Specific Basic Multilingual Education (EBMS) establishment for the beginning of the 2003-2004 school year.

- The creation of institutions intended to pursue a coherent program of scientific research to accompany all of the stages of development of the bilingual education program.

- The introduction of bilingual education modules in the initial professional training modules of the education ministry: the five (5) National Schools for Primary Teachers (ENEP) and the Pedagogical and Pastoral Training Center (CFPP) of the Catholic Church for teachers and principals, the Higher Normal School of Koudougou for pedagogical advisors and inspectors.

- The creation of bridges between formal and non-formal education through bilingual education.

- The adoption of legislative texts on clear linguistic policy and management of multilingualism, one of the unavoidable realities of our linguistic environment.

▪ **In the long term,**

- Hope for the generalization of bilingual education in Burkina Faso and replacement of the traditional educational system, which uproots and discriminates against people, and is inefficient and budget-consuming, with the new education system based, in the first cycle, on additive bilingualism, the link between education and production, valorization of positive cultural aspects, and parent participation, and the second cycle that follows the same guidelines as well as functional multilingualism.

7. CONCLUSION

220.   In conclusion, we can say that in forty years, despite obvious shortcomings, Burkina Faso's fight against illiteracy has capitalized on the sure gains that have emerged at every stage of this study, and which may be summarized as follows:

7.1.   In the formal subsystem

- There is a political will for universal education that has been affirmed many times over, most recently by the organic education law of May 9, 1996, which, in article 2, stipulates that school is mandatory between the ages of 6 and 16.

- The implementation of various innovations (double shift classes, multiple grade classes, satellite schools, bilingual schools) that are all aimed at increasing the educational offering and improving its quality.

- The organization of several forums (colloquia, guides, national sessions, etc.) designed to involve all of the players in seeking solutions to the problems of education.

- The 2001 launch of a Ten-Year Basic Education Development Plan, prolonged by a Program for Basic Education for All (EFA) with the objectives, respectively, of 70% enrollment by 2009 and universal education by 2015.

7.2.   In the non-formal subsystem

- The existence of a national Alphabet, which is the same for all sixty languages in the country.

- Literacy in the national languages, which began with three languages and was gradually expanded between 1974 and 2003 to around 25 languages, thereby covering nearly all of the country's needs in that area.

- The existence of an efficient learning method for French based on literacy in the national languages.

- A civil society that has embraced the cause of literacy and of non-formal education and is investing in it without calculation.

- A variety of innovations (text pedagogy, Reflect, alpha method, CEBNF, etc.) that bear witness to the vitality of the basic non-formal education sector and are aimed at making basic education conform to the demands of development.

221.   However, we should not lose sight of the wood for the trees, because whether we consider the school system or the non-formal education system, their links to local development are still apparently too weak.

222.   So we have to rethink the concepts and ask what kind of basic education is needed, in the midst of globalization, for Africa in general and for Burkina Faso in particular.

7.3.   Rethinking the concepts

223.   According to the traditional idea of education in Mossi country (Burkina Faso), one cannot speak of adult education because one cannot arrive at adulthood without being educated – the idea would be a serious insult. According to the Mossi, education only concerns young children because education is equivalent to learning how to live. However, one learns at any age. So one educates children and trains adults, and to avoid upsetting peasant wisdom in Burkina Faso, we prefer to speak of the Permanent Center for Literacy and Training which is in fact an adult education center. Today, it is clear that education, even if it is reduced to the simplest survival abilities, which by the way presupposes adaptation to a constantly changing living context, cannot possibly concern only children or adolescents. As it was recognized by the international commission on education for the 21st century presided over by Mr. Jacques Delors, in his report to UNESCO (chapter 5, p.107), "Education occupies an increasingly larger place in the life of individuals, in proportion to its increasing role in the dynamics of modern societies […] Today, no one can still hope to constitute enough initial learning baggage in his youth to last his entire lifetime, because the rapid evolution of the world calls for constant updating of knowledge, so even the initial education of the young is being prolonged."

224.   To bring everyone into harmony, the concept of adult education must be taken in the broadest sense of the term, which is to say a process of contribution of all the traditional and modern know-how to the constant, ongoing training of human beings in relation to their environment and according to the needs of the moment.

7.4.   What kind of basic education for Africa?

225.   The priority for Africa in the third millennium is still to provide all, and first of all the young, with a basic education, from which lifelong education becomes possible. This basic education cannot conceivably be limited to the school programs of the primary schools, of which we already know the flaws ad shortcomings.

226.   The flaws of these schools are such that an increasing number of people no longer believe in them and no longer want universal education in this form because it amounts to, in the words of Professor Ki-Zerbo, "going from the epidemic to the pandemic". That is why it will take patience and tenacity to devise a new type of basic education that will draw on the lessons of educational experience in each country, namely:

- Traditional or pre-colonial education

- Formal schooling

- Non-formal education

- Informal education

- The basic education recommended should:

- Fill the gaps found in original or traditional education

- Incorporate the advantages of the latter

- Correct the errors and shortcomings of the traditional education system

- Introduce innovations that take account of the society's current level of development.

227.   Regarding the gaps in traditional education, we note the low level of abstraction and generalization, in other words, an absence of theory. We also note the poor coefficient of accumulation and dissemination. This means that knowledge is a secret that is divulged sparingly, and in a quasi-hereditary fashion. Non-accumulation is due to the fact that traditional African societies are gerontocracies, mainly oriented towards the past and emphasizing secular practices, which is what led Robert de la Vignette to say, in "**Les paysans noirs"**, that "Africa is a gigantic cemetery over which the throne of the elderly reigns." In other words, in this Africa, the best reasoning is that of the oldest, thereby forgetting that younger generations, because they stand on the shoulders of their forbears, can see much further.

228.   In contrast, traditional education had certain advantages that should be taken into consideration, in particular:

- The linking of general knowledge and practice by interpreting of exercises,

- The linking of education to society by means of initiation,

- The linking of education to ethnic culture and values through the mother tongue.

229.   Basic education programs should take account of traditional knowledge, also referred to as popular knowledge. In this regard, the Association for the Promotion of Non-Formal Education (APENF) prepared, after two international seminars with the support of the ADEA and through the Swiss Cooperation Agency, a "guide to intercultural education for improving the quality of life". One must effectively cease to consider illiterate adults as ignorant, defective, or mentally impaired, in the words of Ki-Zerbo. This is the error that is frequently made by development agents (agronomists, veterinarians, human health agents) who, when addressing peasants imagine they are acting on a mind that is devoid of knowledge. In any area of knowledge (agriculture, animal husbandry, environment, human and animal health, economy and management), and regardless of the village population concerned, there is always a body of popular technical knowledge that consists of a set of operational information that is either latent or practiced by the rural producers. An illiterate traditional butcher does not need to wait for an inspection by the village veterinarian to know whether or not the animal he has just slaughtered is fit for human consumption. Likewise, many peasant production systems have turned out to be model forms of adaptation to the constraints of their milieu. It is simply that, as Jean Pierre Olivier de Sardan observed in a collective work entitled "**D'un savoir à l'autre"**, and which covers the essential body of the work of a colloquium on popular knowledge organized in Bobo-Dioulasso, Burkina Faso, in December 1989, "*Popular knowledge is local, contextual and empirical, while techno-scientific knowledge is standardized, uniform, and formalized. For example, a millet farmer in the Sahel has more precise knowledge about the local micro-ecosystem (and acquired on his own) than a university agronomist who can, however, interpret highly varied local situations at high speed, associating them to general types. The peasant transmits his knowledge in practice, on site, and within the context of personal relations, while the agronomist can deliver a learned discourse in front of an anonymous auditorium in any school of agriculture in Africa.*"

230.   New approaches, such as Reflect and Text Pedagogy in bilingual non-formal education demonstrate the constant concern among the players in the Burkina Faso educational system to never stop seeking answers and finding solutions that measure up to the challenge of learning and that of quality basic education accessible to all, in order to improve the quality of life.

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