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교육학석사학위논문

Financing Non-Formal Education in Burkina Faso

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Financing Non-Formal Education in Burkina Faso

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Abbreviations and Acronyms

AEFA	: Approche d'Enseignement-Apprentissage du Français à l'Adulte et à l'Adolescent/e
AFI-D	: Alfabétisation, Formation Intensive pour le Développement
APENF	: Association pour la Promotion de l'Education Non-Formelle
CID	: Circuit Intégré des Dépenses
CMD	: Centre Multi-Domaine
DAF	: Direction de l'Administration et des Finances
DAFA	: Direction de l'Alfabétisation/Formation des Adultes
DCIM	: Dépenses Communes Inter-Ministérielles
DENFA	: Direction de l'éducation non formelle des adolescents
DENFPE	: Direction de l'éducation non formelle de la petite enfance
DGENF	: Direction Générale de l'Education Non-Formelle
DRIENF	: Direction de la recherche et des innovations en éducation non formelle
ES/CEBNF	: Ecoles Satellites et Centres d'Education de Base Non Formelle
FONAENF	: Fonds pour l'Alfabétisation et l'Education Non-Formelle
MASSN	: Ministère de l'Action Sociale et de la Solidarité Nationale
MD/ENF	: Ministère Délégué chargé de l'Education Non-Formelle
MENA	: Ministère de l'Education nationale et de l'Alfabétisation
MESS	: Ministères des Enseignements du Secondaire et du Supérieur
MJFPE	: Ministère de la Jeunesse, de la Formation Professionnelle et de l'Emploi
PDDEB	: Programme Décennal de Développement de l'Education de Base
PDSEB	: Programme de Développement Stratégique de l'Éducation de Base
PdT	: Pédagogie du Texte
PIP	: Programme d'Investissement Prioritaire
PRONAA	: Programme National d'Accélération de l'Alfabétisation
PSEF	: Programme Sectoriel de l'Education et de la Formation
RSF	: Rapport de Suivi Financier

Abstract

Non-formal education is of central concern for the Government of Burkina Faso and a key element in the Constitution (1991) of Burkina Faso regarding the fundamental right of every citizen to education. In Burkina Faso, adult literacy rate was estimated at 28.7% in 2007 with 36.7% for male and 21.6% for female (PDSEB 2012-2021). However, the budget allocated to non-formal education by the Government of Burkina Faso was estimated at 4% the budget of Basic education; representing 2.3% of the total education budget. Regarding the role and importance of non-formal education to human and national development and regarding the proportion of the education budget allocated to this programme, one can wonder whether non-formal education receives adequate financing.

The method adopted for this study is mixed research method, using a multi-faceted approach involving case study and descriptive survey research designs. The case study approach was adopted in order to have an in-depth examination of a specific country educational programme.

With regard to its commitment, study findings showed that Government was not financing non-formal education adequately. There is little political commitment. The study also revealed inefficient budget allocation mechanism and suggested a cautious approach to budget allocation modalities. The paper recommended that efforts should be made by policy and decision-makers to reconsider their financial commitment and establish some relevant and transparent criteria for

budget allocation. Other funding sources should be explored in order to realize optimum level of investment for a full development of non-formal education programme. The paper found clear evidence that taking into account unofficial funding agencies budget has a positive impact.

Key words: Non-Formal Education, Financing, Mechanism, Problems.

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Introduction

I. Background and rationale of the study

Non-formal education is of central concern for the Government of Burkina Faso and a key element in the Constitution (1991)¹ of Burkina Faso regarding the fundamental right of every citizen to education. The importance of non-formal education has been emphasized and confirmed through successive national education development programs in Burkina Faso (PDDEB, 2002-2011., & PDSEB, 2012-2021). Both programmes set the goals and targets for the development of formal and non-formal education.

Also, the importance of non-formal education has been emphasized through the development of the PRONAA² (2011-2015) embedded in the Basic education sector wide programme. To provide institutional and legal bases for non-formal education, the Government of Burkina Faso took active steps to create a Deputy Ministry exclusively in charge of non-formal education (MD/ENF). Some central directorates (DGENF comprising DRIENF, DENFA, DENFPE, DAFA), and decentralized departments (13 Regional Bureau of Non-Formal Education and 45 Provincial Bureau of Non-Formal Education) support the ministry for literacy provision.

¹ Constitution (1991) of Burkina Faso in its article 27 stipulate that every citizen has a right to education regardless of his religion, sex, ethnic group color, language and political views.

² PRONAA (National Programme for Accelerating Literacy). It is a Governmental strategy which aims at enhancing adult and youth literacy rate by 60 % by 2015.

To marshal more support for the provision of non-formal education, Government has also developed a policy of “Faire-faire” (power delegation) to national and international NGOs aiming at promoting non-formal education. Thus, non-formal education programmes are run by Government, NGOs and the civil society. This policy brought about more than 24 different approaches or programmes of non-formal education targeting different communities. The approaches differ in terms of philosophy, targeted population and medium of instruction. There are more than 60 local languages or dialects in Burkina Faso (PDSEB, 2012-2021). French has remained the official language, despite the fact that only a minority speaks it, thus, excluding the vast majority of the population from the educational system.

The main or commonly used local languages for adult basic education are Mooré, Dioula, Bissa, Fulfudé, Dagara, Djian, Lobiri, Gulmancema, Tamatchek San, Lyélé, Sissala, Dogossé (APENF report, 2010, 2012).

Regarding the complexity of the situation, Government further ratified the creation of FONAENF³ in 2002.

Despite all these legal policies and institutional arrangements, non-formal education still moves at a slow pace.

³ FONAENF (Fund for Adult Literacy and Non Formal Education) is a semi-autonomous body for the coordination of non-formal education programmes carried out by national and international NGOs and for the mobilization of financial resources.

I.1. Statement of the problem

Burkina Faso, a country whose population was estimated at 16.250.000 inhabitants in 2011, with female representing 51.7%, is known for the very poor performance of its economy. Highly subsistence and traditional agriculture is the major economic sector and a livelihood for about 74.3% of the population. The annual population growth rate was estimated at 3.1%. Household survey conducted in 2010 revealed that 43.9% of the population was living under the poverty line (PDSEB, 2012-2021).

UNDP Report on Human Development Index (2012) indicated a lower life expectancy estimated at 56 years, with 57 for females. The country is ranked 183rd out of 187th according to UNDP Human Development Report (HDR, 2013). According to Pascal Karorero, UNDP representative resident to Burkina Faso, this ranking could be partially explained by the high level of adult illiteracy and the lower mean years of schooling (HDR, 2013).

The provision of education for the citizens is fundamental to meeting the growing needs for skilled human resources that will propel the development of the country, as well as meeting the EFA and MDG goals. However, Burkina Faso is one of the countries that couldn't meet the EFA and MDG goals by 2015.

Basic education statistic reports (2011, 2012 & 2013), showed that in elementary education, Gross Enrollment Rate increased by 1.6% passing from

79.6% in 2011-2012 to 81.3% in 2012-2013. However it failed to reach 88% as targeted.

The completion rate increased by 4.4%, by shifting from 55.1% in 2011-2012 to 59.5% in 2012-2013. But in the 48 poor collectivities identified by Government, completion rate was estimated at 38.8% on average making difficult for the system to reach 65.1% in 2012/2013.

National primary school leaving examination in 2013 showed the success rate decreased from 65.2% in 2012 to 60.9% in 2013. This indicates that 40% of those school children couldn't get entrance to secondary education.

This internal inefficiency of the Basic education sector has a huge impact in the education system as a whole and the non-formal education programme in particular whose population is mainly composed of out-of-school and dropout children as well as illiterate adolescents and adults.

In Burkina Faso, adult literacy rate was estimated at 28.7% in 2007 with 36.7% for male and 21.6% for female (PDSEB, 2012-2021). This presupposes that 71.3% of adolescents and adults of 15 year-old and over were considered illiterates. They have no basic skill in reading, writing and calculating in their respective local languages or mother tongues.

Education is one of the social institution through which nations turn their population into assets and one that contributes to the construction and maintenance of social order and progress (Ololube, Egbezor & Kpolovie, 2008).

It is also a process by which children, adolescents and adults develop their abilities, attitudes and other forms of behaviors, which are of positive value to the society in which they live (Egbezor & Okanezie, 2008).

For this reason and in line with the World Education Forum Declaration, the Government of Burkina Faso has identified education for all its citizens as a national priority. Non- formal education was adopted to impart basic education for out-of school children, life-skills and work-skill programmes for adults with a view to eradicate extreme poverty.

As for the quality of non-formal education, data showed that learning results obtained are satisfactory. At all levels, the success rate was estimated at 85% on average. Women are performing better than men.

However, non-formal education seems receiving less financial support from the Government of Burkina Faso. The Financial Monitoring Report has estimated at 4% the budget of Basic education allocated to non-formal education including donor agencies contribution, which represented 2.3% of the total education budget (Rapport de Suivi Financier, 2013).

Regarding the importance and role of non-formal education in empowering people, by increasing their self-confidence, their capacity to improve their livelihoods and their participation in wider process of social and economic changes, one can wonder whether this programme is adequately

financed and if not, what could be done to improve the financial situation of this programme?

I.2. Significance of the study

It is widely admitted that education is a basic human right. It provides children, youth and adults with power of critical thinking, to make informed choices and enjoy a better quality of life. Historically, it is well known that countries which have invested in non-formal education have benefited in terms of economic growth and reduced poverty levels. We are confident in the value of non-formal education, its importance to society and its ability to contribute to poverty alleviation.

The assessment of non-formal education financing may serve as a means of establishing accountability and trust between Government, civil society and funding agencies and may also serve as an advocacy for more financial resources to non-formal education with a view to eradicate fundamentally illiteracy in Burkina Faso.

The study also aims at providing policy and decision makers with tangible evidence that adequate financial resources are necessary for the full development of non-formal education.

Literature is poorly or scarcely settled on the problem of financing non-formal education in Burkina Faso. This study fills the gap.

I.3. Purpose of the study

The purpose of this study is to explore and understand the problems of financing non-formal education in Burkina Faso, by examining the mechanism of financing non-formal education and by assessing the budget allocated to non-formal education in Burkina Faso.

Moreover, our study will attempt to track down unofficial funding sources of non-formal education with a view to capitalize their contributions in the global budget of non-formal education.

I.4. Research Questions

To give focus and direction to the study, the following research questions were formulated:

Is non-formal education adequately financed in Burkina Faso?

- What is the mechanism of financing non-formal education?
- To what extent is non-formal education financed in Burkina Faso?
- What could be the problems of financing non-formal education?
- What measures could be taken to address the challenge?

I.5. Hypothesis

To further direct the analysis and research, the hypothesis that non-formal education in Burkina Faso is not adequately financed is formulated.

II. Literature review

The purpose of this study is to explore and understand the problems of financing non-formal education in Burkina Faso.

In this paper, the term ‘non-formal education’ is used to refer to the type of “structured education that takes place outside of an organized school setting. Typically, non-formal education refers to adult literacy and continuing education programmes. It can also mean any organised and sustained educational activity that does not correspond to the definition of formal education. Non-formal education can therefore transpire both within and outside of formal educational institutions and can involve persons of diverse ages. Depending on the national context, it covers programmes to impart adult literacy, basic education for out-of school children, life-skills programmes, work-skills programmes and general culture programmes. Non-formal education programmes do not necessarily follow a ladder system of accomplishment and may be of different durations. They may or may not confer certification of learning achievement” (UNESCO, 1997).

Bock JC & Bock CM, define non-formal education as any organized, systematic educational activity outside the framework of the formal school system designed to provide selective types of learning to particular subgroups in the population, adult as well as children (as cited in Ayinde, 2009).

In view of the foregoing, one may say that non-formal education refers to any educational programme that is organized for all ages regardless of the content, place of study, form of study (part-time or fulltime) once the programme is flexible and is organized to satisfy the needs and aspirations of the beneficiaries and their communities.

To broaden the understanding of the issue at hand, the concept of ‘non-formal education’ as used in this paper has been termed differently. Drawing inspiration from various sources, the study conceptualized non-formal education as any adult education and/or learning or adult and youth literacy and continuing education programmes which takes place outside of the formally organized school and which do not necessarily emphasize certification.

In Burkina Faso, non-formal education enrolled youth and adults from 9 to 14 years in CEBNF⁴ and 15 years over in CPAF⁵.

Advocates of non-formal education claim for adequate financing of non-formal education by extolling the merits of the programme.

Adult and non-formal education is a productive human development investment (Ayinde, 2009). The realization of the benefits that can accrue underscores the need for consistent financing of the programme.

⁴ CONFINTEA V (1997). UNESCO’s Fifth International Conference on Adult Education

⁵ CEBNF (Non-Formal Basic Education Centers) initiated in 1995 by the government of Burkina, in conjunction with UNICEF and several NGOs. In those centers, French and the local or indigenous language remain the medium of instruction. Children from CEBNF can continue their schooling in classical secondary education

Some benefits are listed by UNESCO (1997). According to the CONFINTEA V⁶ key document, *The Agenda for the Future*, "The costs of adult learning must be seen in relation to the benefits that derive from reinforcing the competence of adults. [...] The education of adults contributes to their self-reliance and personal autonomy, to the exercise of basic rights and to increased productivity and labor efficiency. It is also positively translated into higher levels of education and well-being of future generations. Adult education, being a human development and productive investment, should be protected from the constraints of structural adjustment" (CONFINTEA V, 1997).

A well-managed non-formal education programs can increase the drive for the development of democracy. Indeed, adult education is one of the basic building blocks of the development of democracy and democratic institutions (Seya, 2005). "Adult education sustains development, which in turn fosters hope and participation in democracy, justice and active citizenship. Likewise, democracy and active citizenship require new skills and competencies along with the capacities for institution-building. Participatory education programs empowering rural communities have been invaluable in cementing human rights, raising gender awareness and enhancing the income-generating skills needed to fight poverty" (Ololube & Egbezori, 2012).

⁶ CPAF (Permanent Center for Literacy Training) is for adolescent and adult from 15 year and over. The local language is the main medium of instruction. The CPAFs focus on life-skill and general culture and work related skill programmes. Training is usually provided during the dry season of the year (December to April) when people are free from farm work.

Beneficial effects of non-formal education programmes extend beyond the actual learners – the direct consumers of education – to affect children, families, and communities as well. “The better educated parents are, the more likely it is that they will raise literate children. Children whose parents can read and write tend to stay in school longer and achieve more than children of illiterate parents. Likewise, the foremost reason for low school enrolment in pastoral communities is parental fear that education will lead children away from their traditional way of life. Non-formal and distance education for parents can help to reduce these fears” (Carr-Hill & Peart, 2005).

The realization of the central position of adult education and training for human resource development from the perspective of lifelong learning is now part of the official positions of UNESCO and OECD. According to Bélanger and Tuijnman, it is considered “a means for shaping the future of societies by emphasizing the personal development of the individual, thus countering the risk to cohesion, promoting the democratic traditions in society, and responding to the challenges in an increasing global and knowledge-intensive production system” (as cited in Singh, M., Investing in Human Development, CONFINTEA V, 1999, p.7).

Qualitative studies like the UNESCO-PROAP study, included in the CONFINTEA report, highlight the contribution of education to health, which in the past has been difficult to prove. These social benefits and externalities should

be taken into account in policy decisions about the financing of adult learning, especially non-formal adult learning.

Adult literacy programs can play a central role in reducing the spread of HIV/AIDS. According to Bakilana et al. (2005), adult literacy is essential for communicating many of the key HIV/AIDS prevention messages. Bakilana and her colleagues found that Uganda has reduced the prevalence of HIV/AIDS from 14% in the early 1990s to about 4.1% in 2003; the only country in Africa to achieve such a drastic reduction. An important part of this success was the use of information campaigns to educate Ugandans about the existence of HIV/AIDS and means of self-protection.

In this context, Schenker (2005) expanded the merits of literacy health programs for women. Non-formal education health programme:

- Provide women with information on how to protect themselves, their partners and their children;
- Empower women and enable them to discuss issues surrounding HIV/AIDS despite the associated stigma;
- Empower women to negotiate safe sex with their husbands despite traditional gender-related constraints;
- Encourage women to demonstrate leadership through community responses to HIV/AIDS.

Investment in non-formal education can pay dividend, not only in terms of economic growth, earnings and employment, but also on health and demographic behaviour. There are social benefits in improved quality of life and the overall development of society. In Freire's view, Adult literacy programmes is an exercise to eradicate negative societal conditions such as poverty, social exclusion, ignorance and political dictatorship.

Derek Bok is challenging when he posited that "If you think education is expensive, try ignorance."

Indeed, the EFA Global Monitoring Report (2006) stated that, "illiteracy rates are highest in countries with the greatest poverty." The above statement has established a strong link between poverty and illiteracy.

Research has proved that poverty is more endemic in developing countries which have very low literacy rate. The above report has mentioned that countries in sub-Saharan Africa with literacy rates below 40% such as Burkina Faso, Mali and Niger fall within countries with very high poverty figures (EFA, 2006).

Another consequence of illiteracy is the pressure put upon the population dynamics because of family size. Literate women average 2 children per family while illiterate women give birth to 6–8 children. The countries with the highest population in the world are also the countries with the highest number of illiterates. India alone is estimated to account for one third of the adult non-literate population in both 2000 and 2015 (L. Buchert, 2003).

Cannon, E., & Edmund, S. (2000) advanced the point that population growth is a major factor contributing to the increase in poverty in the sense that “it diminishes farm sizes in densely settled areas, results in a growing class of dispossessed rural dwellers, and creates pressure for people to push into marginal zones that cannot sustain permanent cultivation”; and this negative trend persists due to activities that degrade the environment, such as “soil erosion, over-grazed pastures, and loss of watershed protection” leading to the aggravation of the poverty situation experienced by the marginal groups.

SIL International (2001), formerly the Summer Institute of Linguistics, has established a link between illiteracy and income. Some figures of literacy rates compared to the range of GNP per capita could suggest that there is a correlation.

- Per capita income in countries with a literacy rate below 40% averages about \$600
- Per capita income in countries with a literacy rate above 98% is about \$12,600

In the comparison of these figures, as the literacy rate doubles, so doubles the per capita income. The message here, at least in individual economic terms, is that literacy has payoffs and is a worthwhile investment.

Illiteracy may mean income loss not only for the individual but for society at large as well. According to the National Adult Literacy Survey, in the US alone, adult illiteracy carries an estimated price tag of more than \$17 billion per

year as a result of lost income and tax revenue, welfare, unemployment, crime and incarceration, and training cost for business and industry. This could suggest that the price tag for illiteracy at large is more than the cost of literacy (SIL, 2001).

Experience has shown that when children become literate while their parents remain illiterate, a process of social disruption and disorientation is apt to set in, producing confusion on all sides (SIL, 2001). Literacy, especially in a language a woman understands, ought to make a difference in her life and consequently in the life of her family (SIL 2001).

- Educated women are more likely to use health clinics and return to the clinic if their children's health does not improve;
- Educated women tend to begin their families at a later age and have fewer, healthier children;
- A 1% rise in women's literacy is 3 times more likely to reduce deaths in children than a 1% rise in the number of doctors. (Based upon a United Nations study of 46 countries).

After discussing the importance and role of non-formal education, it is tempting to examine the possible constraints for financing non-formal education.

“Adult education activities have been chronically anemic due to inadequate funding and poor implementation owing largely to a historical lack of

passion and vision for adult education as both a strategic goal and an instrument for national development” (Gbadamosi, L., Onuoha, L., & Nwosu, J., 2013).

This view is largely shared by Süßmuth⁷ in her appealing remark at the CONFINTEA V conference: “As someone who has actively followed the development of Adult Education and development cooperation for many decades, it disturbs me personally that despite all our efforts to spread understanding, today there is still hardly any advancement in the financing of Lifelong Learning. The fact that this equally concerns the countries of the North and the South as international donors for instruction does not make anything better” R. Süßmuth (2009).

Youth and Adult Education and learning, including literacy, are almost neglected in the international development agenda. They are not part of the Millennium Development Goals and of the international aid and funding. Education for All is almost reduced to universal primary schooling. This is not an argument against the need for all children to go to the best possible schools after good care and education in early childhood. However it is a clear argument for education as a human right throughout life. The two slogans that have been used over and over in advocacy still stand: “Lifelong Learning for the North, and basic education for the South” and EFA has been translated into “Except for Adults” R. Süßmuth (2009).

⁷ Süßmuth was the President of the German Parliament and Chair of the CONFINTEA V in 1997.

L. Buchert⁸, also discussed the issues of financing non-formal education and adult education in the context of an overview of trends in international policy and official development assistance. He sought to identify factors that enhance or constrain the giving of priority to adult education by international funding and technical assistance agencies.

Regarding International Policy Context, the author assumed that current discussions on adult education must be set in the context of the Education for All (EFA) goals approved at the World Education Forum in Dakar (April, 2000) and the Millennium Development Goals (MDGs) put forward in the United Nations Millennium Declaration (September, 2000).

“The six EFA Dakar goals form a systemic approach to educational development ranging from early childhood care and education to secondary education with emphasis on both formal and non-formal education, the quality of learning and learning achievement. They address the needs of children, youth and adults. The importance of higher education is reflected in the reference to continuing education. The six goals are generally understood as referring to the basic education level that constitutes the foundation for lifelong learning.

In contrast, the MDGs include only two of the six Dakar goals (universal primary education and gender disparity). Gender equality is to be reached at all levels of the education system – which could be interpreted to include higher

⁸ L. Buchert was a Senior Programmes Specialist at UNESCO.

education. There is reference to formal education only and the direct target group is children and youth whose age would depend on the formal education level that they reach” (Buchert, 2003).

Buchert (2003) found that from the perspective of adult education, this international policy context raises further concerns.

First, there is no direct reference to a concept of adult education either in the EFA Dakar goals or in the MDGs. Adult education activities do not form part of the MDGs whereas the EFA Dakar goals refer to life-skills programmes and continuing education for youth and adults and to literacy for adults, particularly women.

Second, the reference to empowerment in the MDGs is restricted to girls and young women who pass through the formal education system. This is at the expense of adult women who never entered formal education, who have limited or no education achieved by other means, but whose empowerment is nevertheless critical if all of the other development goals are to be achieved, including ensuring that children, and girls in particular, go to school in the first place.

Regarding Official Development Assistance, a number of multilateral and regional organizations, such as the World Bank and the European Commission, and individual countries, such as Canada, Japan, the United States and Norway (Unesco, 2002, table 5.8, p.174) have renewed their support for the international

policy agenda through stated commitments to the two corresponding EFA and MDGs of universal primary education and gender equality that are more easily reached through formal institutional arrangements. “Adult education, which relies much more on flexible arrangement, innovation and alternative strategies, receives little or no attention” (Buchert 2003).

When looking at the findings of the CONFINTEA V mid-term reviews, “International agencies and national governments alike have concentrated on formal basic education for children to the detriment and neglect of Adult Education and learning. Funds pledged by donors to support EFA and MDG do not notably go to adult learning and education; there is no equivalent to the Fast Track Initiative that supports EFA primary education. This disregard for non-formal education is scandalous” (Süssmuth, 2009).

The financing of adult education specifically is impeded by an inadequate and inconsistent policy provision (Regional Synthesis Report for Asia, 1997), to the extent that adult education and training support in other sectors, such as infrastructure or rural development, may appear in the category termed “unspecified” and also, adult education activities are subsumed within other kinds of activities.

This difficulty is encountered in Nigeria where the Federal and States Ministries of Agriculture, Health, Commerce, Industry and Cooperative carry out adult and non-formal education activities. The budget in these Ministries is not clearly

dedicated to adult education. “Some civil society organizations involved in adult education often have adult education as part of other activities and may not necessarily have a distinct budget for it. Some other difficulties include the fact that the responsibility for administering adult education programmes frequently falls on individuals such as trade union official, for whom adult education is only a peripheral of their work” (Gbadamosi, Onuoha & Nwosu, 2013).

“Lack of clarity on what constitutes adult education, lack of specified recording of financial support to adult education and lack of knowledge on what financing is needed to undertake adult education activities and achieve the adult education-related EFA goals have acted against provision of funding for adult education. In a context of scarce resources, this may reinforce the trend towards paying particular attention to investing broadly in school education for children, and particularly girls, rather than ensuring systemic development, of which continuing education and special programmes for marginalized and excluded adult population groups form a necessary part” (Buchert, 2003).

Particularly, in a time of growing constraints on public and private resources, it is equally important to look at the mechanisms for financing non-formal education.

Non-formal education programs are generally sponsored by Governments with some NGOs complementing the State. However, in some cases, non-formal education activities are fully financed through external resources.

The Regional Synthesis report for Asia showed that adult Education spending constitutes an insignificant proportion of the public education budget, particularly for low-income countries (as cited in CONFINTEA V, 1997).

India, which ran one of the largest adult literacy campaigns, spent a mere 0.02 percent of its education budget on adult literacy and continuing education courses.

Some African countries like the Gambia, Kenya and Malawi spent 0.3 – 0.5 % of their education budget on Adult Education. In Zambia it was 0.2 %.

The Philippines spent one percent of its education budget on adult literacy and continuing education, which is close to what most of the developing countries in Asia spent, if not less. This is comparable, for instance, to Botswana which allocated a disproportionately small figure of 1.1% of the recurrent budget of the Ministry of Education on adult literacy education (Maruatona, 2007)⁹.

In Pakistan, there was no separate budget allocation for adult literacy. Of the total expenditures on education, almost 43% was spent on primary education, 24% on secondary, and 23% on higher education. The remaining 10% was spent on “miscellaneous”, which included adult literacy, non-formal basic education, teachers training, madrassahs reform, etc. (M. Saleem).

All these allocations likely fell far short of the funding benchmark for high-quality literacy programs as identified by Global Campaign for Education

⁹ “Country Profile commissioned for the EFA Global Monitoring Report 2008, *Education for All by 2015: will we make it?* (Maruatona, 2007).

in 2005, which suggested that governments should dedicate at least 3% of their education budgets to adult literacy with additional contributions being made by other relevant ministries for continuing Adult Education courses.

Participant countries to the CONFINTEA V committed themselves to “improving the financing of Adult Education by contributing to the funding of Adult Education by bilateral and multilateral financial institutions within the framework of partnership [...], by proposing that each development sector assign a share of its budget to adult learning [...], by investing an equitable share of resources in women’s education...” (CONFINTEA V, 1997).

Governments in low-income countries are handing over a significant proportion of responsibility for non-formal education financing to NGOs, the private sector and communities.”

Mongolia has no budget at all for adult learning and education, but has in recent years received about 9 million from international agencies and NGOs to carry through Adult Education activities.

In Senegal, 93 % of the adult literacy budget comes from external sources.

In UNESCO 2002 study about the financing of education, it is relegated to the miscellaneous category, in which 30 % of ODA resources are spent, a drop of around 11% in relation to previous years. Germany, for example, allocates 62 % of its ODA resources to the tertiary education area, but only 7 % for non-formal youth and Adult Education, all thrown together under “miscellaneous.”

Although, non-formal education financing seems to be neglected by numerous governments, Süßmuth went on and cited concrete example of countries which place non-formal education on an equal footing with formal education.

Namibia, in its Vision 2030, pursues the idea of a “knowledge society,” in which Lifelong Learning becomes an integrated principle. Non-formal education is on an equal footing with the formal system, non-formal education paths are recognized and evaluated with equivalency certificates.

Thailand also sees its opportunity for development above all in a well-trained population. Increasingly, non-formal education ideas are replacing classic adult education concepts. Non-formal education is not defined exclusively as programs for disadvantaged groups, but also includes programs which are specifically aimed at vocational further training for personal development. In “Non-formal education Roadmap 2006-2008”, the target is that at least 50 % of the working population will be able to earn a secondary education certificate. In Thailand, as in Brazil, stress is put on the decentralization of the measures (Süßmuth, 2009).

Also, the CONFINTEA V¹⁰ marked a turning point in the conception of adult learning.

¹⁰ UNESCO’s Fifth International Conference on Adult Education (CONFINTEA V, 1997) in Hamburg held on the theme *The Economics of Adult Learning: The Role of the Government*

The UNESCO Institute for Education in Hamburg has mobilized the co-operation and support of Member States and of a wide range of partners, including UN organizations, governmental and nongovernmental organizations and the private sector to discuss strategies for making adult learning a reality for all citizens and deal with different aspects of financing adult learning.

The Conference identified some key issues with regard to the economics and financing of adult learning. There is broad consensus emerging in many countries that government has an important role to allocate more resources for providing disadvantaged populations equal access to lifelong education.

Emerging from the deliberations of the Hamburg Conference, the participants committed themselves to a series of concrete ways of improving the financing of adult learning:

- Multilateral financial institutions should fund adult education within the framework of partnerships;
- Member States should allocate at least 6 per cent of the Member States' Gross National Product (GNP) in education and an equitable share of the education budget to adult education;
- Every development program, whether it be agriculture, health or environment, should include an adult learning component;
- Community initiatives in adult learning should be financed and supported;

- The current debts of the least developed and developing countries should be converted into investment in human development. Member States should explore this creatively;
- Social partners should be stimulated to engage in adult learning in enterprises, and investment in education and training in every enterprise should be considered as an investment in productivity;
- Social partners should promote the ratification and application of the International Labour Organization Convention 140 (1974) concerning paid educational leave;
- Utmost importance should be given to investing an equitable share of resources in women's education.

III. Research methodology

III.1. Research design

The method adopted for this study is a mixed research method, using a multi-faceted approach involving case study and descriptive survey research designs. Descriptive surveys are usually conducted through questionnaire, interviews, direct observation, and field notes. It gets the researcher closer to the participants and helps him probe into their insights. According to Dr. Y.P. Aggarwal, descriptive research is devoted to the gathering of information about prevailing conditions or situations for the purpose of description and interpretation. This type of research method is not simply amassing and tabulating facts but includes proper analyses, interpretation, comparisons, identification of trends and relationships (as cited in SALARIA, N., 2012).

The case study approach was adopted in order to have an in-depth examination of a specific country educational programme.

III.2. Scope and limitation of the study

Primarily, the study is limited to the MENA¹¹ which is in charge of non-formal education in Burkina Faso. We will focus on non-formal education and its financing modalities. The choice of this programme could partially be explained by the fact that it receives meager financing compared with formal education. However, adults are those people eligible to enter into the job market. How this

¹¹ MENA (Ministry of National Education and Literacy)

age-group children and adults are prepared for the labor market is of critical importance for the country development.

Thus, the study involves four most prominent non-formal education programmes providers chosen in accordance with their strong experiences, specificity and effectiveness. These are Tin-Tua, APENF¹², Solidar Switzerland and FDC¹³. All of them are receiving financial support from FONAENF.

Tin-Tua and APENF have received UNESCO King Sejong Literacy Prize respectively in 1998 in Paris and 2014 in Bangladesh. Their educational programmes focus on adult education and learning.

As for Solidar Switzerland, its programme specifically focuses on bilingual education involving the French and the local language of the community.

FDC programme focuses on literacy training on life-skills building for out-of-school and dropout children. This programme also builds a bridge between non-formal education and formal education.

Furthermore, the study attempts to collect financial data on unofficial sources of financing that means, funding sources which are taken into account in the global budget of non-formal education. However, it does not pretend to cover all these sources.

¹² APENF (Association for the Promotion of Non-Formal Education)

¹³FDC (Community Development Foundation)

III.3. Population sample

The population for this study consists of senior officers of the MENA, in charge of educational activities and budget planning as well as officers in charge of the development of non-formal education programme.

Coordinators of non-governmental organizations offering adult education programme are also concerned in this study.

The choice of this population is due to their positions as policy and decision makers. Therefore, they are likely to provide reliable information regarding budget allocation policy and good explanations about the possible problems compounding adequate financial provision to non-formal education programme.

III.4. Data collection tools and procedure

For conducting the study, financial data (from 2009 to 2013) are needed to assess the financial efforts deployed by the State and funding agencies for the past five years.

For that, quantitative data relating to State, Funding agencies budgets allocated to non-formal education are of great necessity.

Qualitative data related to information from respondents or government officers and NGOs coordinators, and documentary analyses of the programmes are important elements.

Data related to financial resources allocation to non-formal education as well as information on the quality of non-formal education will be collected through secondary sources (Government policy documents, NGO reports) and

questionnaires addressed to Government officers and non-formal education programme coordinators. Questionnaire will be addressed through emails due to financial constraints and distance handicap.

Quantitative data would help appreciate the volume of financial investment as well as the consistency of the budget allocated.

Qualitative data would also help examine the mechanism and the problems of financing non-formal education.

IV. Research findings

IV.1. Mechanism of financing Basic education in Burkina Faso

IV.1.1. Sources of financing Basic education

An understanding of the mechanism of financing the sector of Basic education is helpful for the better understanding of the mechanism of financing non-formal education programme.

Basic education budget is composed of *State* budget, the CAST/FSDEB¹⁴, the budget of *Projects and programmes* registered in the Public Investment Program (PIP), and the financial contribution of *NGOs and Associations* bound by convention with the MENA.

The table below gives details of the funding sources of Basic education in 2013.

Table 1: Distribution of Basic education budget per source of funding (in thousands FCFA)

<i>Funding sources</i>	State Budget allocated to MENA	External funding CAST/FSDEB	Projects, NGOs/Associations	Total Basic Education Budget
Amount	173 810 290	17 443 583	4 335 516	195 589 389
% per Funding source	88.86%	8.92%	2.22%	100%

Source: Plan of Action (2013) of the MENA (readjusted by the author).

The table shows that the State is the main funding source of the Basic education sector (88.86%). External funding agencies contribution was estimated at 8.92% followed by Projects/NGO/Associations financial support at the rate of 2.22%.

The framework of this table is developed following the *nomenclature of the Ministry Action Plan*. The rubric “*Projects/NGOs & Associations*” is designed

¹⁴ CAST/FSDEB (Compte d’Affectation Spécial Trésor/Financement du Secteur de l’Education de Base) is a coined term to refer to external funding agencies contributions

to capture the contribution of Projects, NGOs, and Associations as well as any other contributions from collectivities or North/South or South/South communities twinning.

IV.1.1.1. State Budget

“State budget” is a coined term referring to the national government financial resources allocated to the ministries of education.

In Burkina Faso, until mid-2013, four ministries were in charge of education provision: the *Ministry of Social Welfare and National Solidarity (MASSN)* in charge of Preschool education, the *Ministry of National Education and Literacy (MENA)* in charge of Elementary Education, the *Ministry of Secondary and Higher Education (MESS)* in charge of Secondary and Higher Education, and the *Ministry of Youth, Employment and Vocational Training (MJFPE)*.

The table below shows the amount of government budget allocated to each ministry in charge of education for the year 2013.

Table 2: Distribution of education sector budget

<i>Ministries of Education</i>	Budget (in thousands FCFA)	Proportion
*MENA	185 091 000	58%
MASSN	16 172 000	5%
MESS	103 769 000	33%
MJFPE	13 872 000	4%
Total Education Sector	318 905 000	100%

Source: RSF 2013. *MENA budget includes the DCIM + Budget to be transferred to collectivities

IV.1.1.2. External funding agencies/CAST-FSDEB

CAST/FSDEB is used in replacement of the expression “Common Funds” used during the implementation of the PDDEB (2002-2011).

To support financially the Basic education sector and to harmonize their interventions, bilateral and multilateral development agencies decided to open a special joint account in the State Treasury Department.

The table below gives a detail account of the external funding sources of the Basic education sector and their individual financial contribution for the year 2013.

Table 3: External Funding Agencies registered in the CAST/FSDEB

External Funding Agencies	Amount of contribution (in thousands FCFA)	% in the total amount
Canada	5 623 092	32.24%
Netherland	3 800 000	21.78%
Switzerland	2 415 000	13.84%
AFD (Agence française de Développement)	2 033 467	11.66%
Denmark	1 119 956	6.42%
Unicef	246 000	1.41%
Report of the Balance of 2012 Budget	2 206 068	12.65%
TOTAL CAST	17 443 583	100%

Source: DAF/MENA and readjusted by the author

From the table, one can observe that there are six (06) international agencies financing Basic education sector in 2013. Their total contribution amounted to 17.4 billion FCFA with Canada as the most important contributor.

IV.1.1.3. Projects, NGOs & Associations

- **NGOs & Associations**

In 2013, four (04) NGOs and Associations contributed to the financing of Basic education. Their financial contribution amounted to 2.5 billion FCFA.

Tableau 4: Financial contribution of NGOs & Associations

NGOs & Associations	Realizations	Amount (in thousands FCFA)
1 Lampe pour l'Afrique	Acquisition of 50 000 solar lamps	900 000
Association Frères des écoles chrétiennes	Construction of 30 school infrastructures /Training	1 330 000
Helen Keller International	Capacity building of 46 elementary school teachers	273 830

Bambino NelDeserto	Training of teachers and PTA members on non-violence in school	56 993
Total		2 560 823

Source: Plan of Action 2013/MENA and readjusted by the author

- **Projects and Programs**

Table 5 shows a list of eight (08) different projects and Program intervening in the sector of basic education in 2013. These are projects registered in the PIP and jointly implemented by the MENA and some of its development partners. The financing of these projects requires State subsidy or compensation depending on the terms and conditions.

Table 5: Financial contribution of Projects and Programs (in thousands FCFA)

Title of Project	Sources of funding	Mode of financing	Total cost of the Project	Allocation for 2013
Projet de Développement de l'Enseignement de Base, Phase IV - BID	State	Compensation	610 000	197 941
	BID IV	Loan	5 680 000	2 007 973
	TOTAL		6 290 000	2 205 914
Projet Cantines Scolaires MENA/CATHWEL	State	Compensation	701 375	181 456
	CRS-MYAP - USAID/FFP	Subsidy	2 417 928	591 940
	CRS-USAID/FFE	Subsidy	4 536 510	1 527 741
	TOTAL		7 655 813	2 301 138
Projet de Construction et d'équipement de salles de classes dans les écoles primaires publiques (Phase 5).	State	Compensation	100 000	37 500
	Japon	Grant	7 273 498	3 797 841
	TOTAL		7 373 498	3 835 341
Projet Ecoles Satellites et Centres d'Education de Base Non Formelle (ES/CEBNF)	State	Subsidy	7 132 395	726 204
	UNICEF	Subsidy	25 606 031	2 801 934
	China/Taiwan	Subsidy	843 700	00
	Austria	Subsidy	1 825 332	485 104
	TOTAL		35 407 458	4 013 243
Projet d'Appui aux Comités de Gestion d'écoles (PACOGES)	State	Compensation	75 825	21 287
	JICA	Subsidy	483 600	347 720
	MENA	Subsidy	3 250	3 250
	UNICEF	Subsidy	22 698	22 698
	TOTAL		559 425	394 955
Programme de Pays du PAM 2011/2015 - 10.399.0	State	Compensation	335 443	77 368
	PAM	Subsidy	6 259 164	1 564 791
	TOTAL		6 594 607	1 642 159

Projet d'appui à l'éducation de base et à l'alphabétisation par l'éclairage PV-LFP-LED (Une Lampe pour l'Afrique).	State	Compensation	343 970	167 110
	Chine/Taiwan	Subsidy	2 623 828	983 936
	TOTAL		2 967 798	1 151 046
Projet d'Appui à la Formation Continue des Enseignants en matière de Sciences et de Mathématiques à l'Ecole Primaire Phase II (SMASE-Burkina Faso II	State (CAST included)	Compensation	585 206	194 963
	JICA	Subsidy	753 214	219 357
	K1-2008	Subsidy	503 270	157 375
	TOTAL		1 841 690	571 695

Source : DEP/MENA readjusted by the author

The 4th project (ES/CEBNF¹⁵) is the only one concerned with non-formal education. This project is one of the six Presidential programmes called “*National Engagement*” and comprising (1. Education, 2. Health, 3.Environment, 4. Agriculture, 5. Youth unemployment and 6. Human Right Promotion) which targets education and placed under the umbrella of the MENA. It receives funds from the State, and other external funding agencies like UNICEF, China/Taiwan, and Austria. In 2013, 4.0 billion FCFA were allocated to the Project for the implementation of its activities. However its budget is not managed directly by the MENA.

The overall goal of the Project is to contribute to the expansion of non-formal Basic education.

The project aims at achieving the following objectives:

- Increase access to non-formal education training centers, with 50% of girls;
- Increase access to non-formal education training centers of children living with an handicap ;
- Increase the number of facilitators in the centers ;

¹⁵ ES/CEBNF (Satellite schools/Non-Formal Basic Education Centers)

- Strengthen the capacities of local communities' training centers.

IV.2. Mechanism of financing non-formal education

IV.2.1. Sources of financing non-formal education

Non-formal education is a component of Basic education in Burkina Faso. As such, the programme receives financing from the *State* budget, the *CAST/FSDEB* as well as *Projects, NGOs* and *Associations* committed to the development of non-formal education.

IV.2.2. Modes of financing non-formal education

The study has revealed two modes of financing non-formal education programme: the direct and indirect modes of financing. The direct mode is the financing of non-formal education by the State and its development partners through the Ministry Action Plan whereas the indirect mode of financing consists of financing non-formal education outside the scope of the Ministry Action Plan.

IV.2.2.1. Direct mode of financing non-formal education

The direct mode of financing consists of:

- Allocating a proportion of the State budget for the financing of non-formal education activities developed in the ministry annual plan of action;

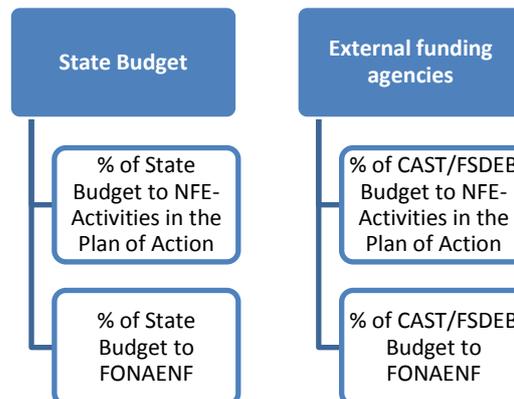
- Allocating a proportion of the CAST/FSDEB for the financing of non-formal education activities developed in the ministry annual plan of action.

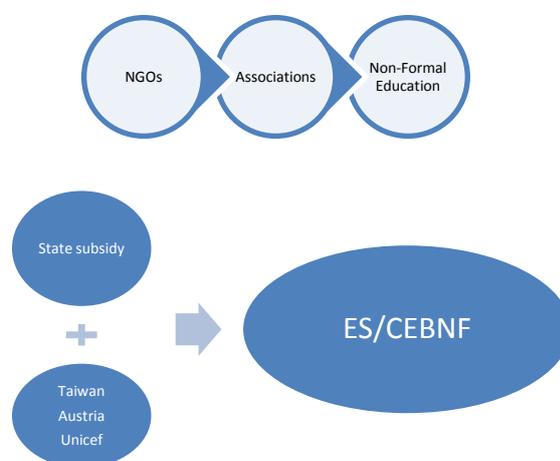
IV.2.2.2. Indirect mode of financing non-formal education

The indirect mode of financing consists of:

- Transferring a proportion of the State budget to support the FONAEF;
- Transferring a proportion of the CAST/FSDEB to support the FONAEF;
- State subsidy and financial partners' contributions to the Project ES/CEBNF for the implementation of non-formal education programmes;
- The financing of non-formal education by NGOs and Associations

The mode of financing is described in the graph below.





IV.3. Assessment of the financial contributions of the State and Funding agencies to non-formal education in Burkina Faso

The table below shows the ongoing financial efforts deployed by the State and its financial partners for the development of non-formal education programmes in the past five years (2009-2013). These efforts could be measured with regard to the total budget of Basic education sector.

Table 6: State and its partners' financial contributions to non-formal education (in thousands FCFA)

	Sources of financing	2 009	2 010	2 011	2 012	2 013
Modes of financing	Basic Education Budget	102 496 990	117 913 813	110 075 187	134 671 844	151 180 161
	State Budget	89 650 930	106 950 250	96 282 360	120 879 017	136 114 780
	CAST/FSDEB	12 846 060	10 963 562	13 792 827	13 792 827	15 065 381
	Projet/ONG& ASS.					
Direct mode (financing non-formal education activities through the Action Plan)	State Budget	-	-	-	2 100 000	1 162 092
		%	%	%	1,7%	0,9%
	CAST/FSDEB	282 861	213 000	199 134	286 955	120 340
		2,2%	1,9%	1,4%	2,0%	0,8%
	Projet/ONG& ASS.					

Indirect mode (Subsidy to FONAENF)	State Budget	450 000	1 250 000	1 100 000	2 650 000	2 950 000
		0,5%	1,2%	1,1%	2,2%	2,2%
	CAST/FSDEB	562 281	1 850 000	2 823 000	2 200 000	2 878 341
		4,4%	16,9%	20,5%	16,0%	19,1%
TOTAL State contribution					3,9%	3,1%
TOTAL CAST contribution					18%	19,9%

Source: CID/DAF-MENA 2013

As already indicated, Basic education budget is composed of the *State* budget, the *CAST/FSDEB*, *Projects*, *programmes*, *NGOs* and *Associations* financial contributions.

It is observable from the table that the budget of Basic Education was constantly increasing except in 2011. From 102.4 billion in 2009, and 117.9 billion in 2010, the budget dropped to 110.0 billion in 2011 before rising up to 134.6 billion in 2012 and 151.1 billion in 2013.

The decrease in the budget in 2011 could be explained by the military unrest that shook the country in February following soldiers' mutiny over unpaid allowances generating into social unrest until the end of June 2011. These protests brought a serious malaise in the country and resulted in rearrangements and cuts of the National budget to face popular claims and compensations of burnt properties and also in a freeze of international funds.

However, it is worth mentioning that the figures from the table were extracted from the CID¹⁶. The CID only reveals budgets directly allocated to the Ministry of Basic Education such as the State and its official development partners Budgets.

The rubric “Projects, NGOs and Associations” is designed to capitalize the financial contribution of the latter, however their budgets do not go directly to the Ministry of Basic education account. This explains why the CID cannot reveal the amount of their contributions.

The CID does not also include the DCIM¹⁷ simply because the MENA does not pay salary. Civil servants salaries are paid by the Ministry of Labor and Public Service, and collectivities are managed by the Ministry of Land Administration. This also explains why the MENA Budget amount here is lower than the amount in *table 1*.

IV.3.1. Budget for non-formal education activities as per direct mode

This section indicates the proportion of the State and External funding agencies budgets for non-formal education activities in the Ministry plan of action.

From the CID, we have not been able to extract State contribution to non-formal education activities from 2009 to 2011 because during those periods, there was no separate budget line for non-formal education. Also the components of Basic

¹⁶ CID (Integrated Circuit of Expenses) is the ministry software for budget management.

¹⁷ DCIM (Inter-Ministerial Common Expenditure) engulfs the Ministry staff or workers’ salaries and the budget transferred to the collectivities for carrying out educational activities.

education in those times were *Access, Quality and Management*, and non-formal education programmes were financed within those components through plans of actions developed by the Deputy Ministry and Central directorates exclusively in charge of non-formal education.

However, the year 2012 marked a turning point for the development of non-formal education. With the advent of the “Budget Program”, non-formal education became a single component/programme with a clear budget line. Then, Basic education programmes turned out to be: *Access, Quality, Non-Formal Education and Management*. Thus, it became easier to read the budget allocated to non-formal education.

This situation explains why from 2012, the State and its financial partners’ contribution to non-formal education programmes could be assessed.

Following *the direct mode*, as can be noticed from figures, in 2012 and 2013, less than 2% of State budget was allocated to the implementation of non-formal education activities even though data are not complete for a full consideration.

Also the contribution of the CAST/FSDEB is uneven. From 2.2% in 2009, it decreased to 1.9% in 2010 and 1.4% in 2011, and then rose up to 2% in 2012 before decreasing sharply to 0.8% in 2013.

IV.3.2. Subsidies to FONAEF as per indirect mode

Regarding the *indirect mode*, after 2009, state contribution to FONAEF increased but remained somewhat constant compared with the CAST/FSDEB which increased four times its contribution to FONAEF in 2010. However the CAST/FSDEB contribution remained also uneven. From 20.5% in 2011, it decreased to 16% in 2012, and then rose up to 19.1% in 2013.

As above-mentioned, in both sections it was impossible to retrieve data to assess the financial contribution of NGOs, Projects and Associations for the whole period. These difficulties make the analysis less complete. Then, in view of these difficulties, since the year 2012 marked a turning point for non-formal education programmes, data from the Ministry plan of action from 2012 to 2014 were considered. The extension to the year 2014 is to give consistency to the analysis. Also, data of 2014 are usually available by the end of December 2013 following the adoption of the ministry plan of action in the eve of the New Year 2014.

IV.4. Assessment of the financing of non-formal education through the Ministry Action plan

Another possibility to assess the financing of non-formal education is through the Ministry plan of action. As mentioned so far, the Plan of actions captures the financial contributions of the State, CAST/FSDEB as well as Projects, NGOs and Associations, to the development of education in terms of planning and realizations.

The table below gives details of the financial contribution of the State and its partners to non-formal education.

Table 7: State, CAST/FSDEB, Projects, NGOs & Associations financial contributions to non-formal education (in thousands FCFA)

Mode of financing	Sources of financing	2 012	2 013	2 014
	Total MENA Budget	136 621 951	155 313 923	233 119 182
	State	120 879 017	136 114 780	196 862 696
	CAST/FSDEB	13 792 827	15 065 381	23 748 021
	Project/ONG&ASS.	1 950 107	4 133 762	12 508 465
Direct mode (financing non-formal education activities through the Action Plan)	State	2 100 000 (2%)	1 162 092 (1%)	2 000 000 (1%)
	CAST/FSDEB	286 955 (2%)	120 340 (1%)	629 360 (3%)
	TOTAL contribution	2 386 955	1 282 432	2 629 360
Indirect mode	State Subsidy to FONAEF	2 650 000 (2%)	2 950 000 (2%)	2 650 000 (1%)
	CAST/FSDEB Subsidy to FONAEF	2 200 000 (16%)	2 878 341 (19%)	2 876 000 (12%)
	TOTAL Subsidy to FONAEF	4 850 000	5 828 341	5 526 000
	Project/ONG&ASS.	27 175	123 425	245 346
Total State contribution	4 750 000 (4%)	4 112 092 (3%)	4 650 000 (2%)	
Total CAST/FSDEB contribution	2 486 000 (18%)	2 998 681 (20%)	3 505 360 (15%)	
GRAND TOTAL Contribution	7 264 130	7 234 199	8 400 706	
% Basic education Budget to NFE	5,3%	4,7%	3,6%	

Source: from the author

In general, the budgets of the State and all its partners have increased all over the periods considered.

However, regarding the *direct mode of financing*, the State allocation was uneven. From 2.1 billion in 2012, it has decreased to 1.1 billion in 2013, before rising up to 2.0 billion in 2014.

The CAST/FSDEB allocation took similar path but was more important in 2014 (629 million) than in 2012 (286 million) when compared with State allocation which has remained slightly constant for the same periods.

Regarding *the indirect mode*, budget allocation took different trend and has increased in 2013 for both sources (2.9 billion for the State and 2.8 billion for the CAST/FSDEB).

When considering the total contribution, the allocation of the State kept decreasing from 4% in 2012, 3% in 2013, to 2% in 2014 even though its global budget was increasing.

As for the CAST/FSDEB, its contribution was important in terms of proportion, from 18% to 20%, and then decreased to 15% in 2014.

For the projects, NGOs, and Associations, their allocation was constantly increasing. The budget of 2014 (245 million) is 9 times the budget of 2012 (27 million) and 2 times that of 2013 (123 million).

As a result, it is tempting to say that for both sources (State and CAST/FSDEB), there is no logic in the distribution of financial resources to non-formal education. Also, throughout the whole period, when comparing the amount of allocation from each source to the direct and indirect modes, it reveals that the State as well as the CAST/FSDEB is pouring more resources into the FONAENF than into the ministry plan of action. For example, in 2012, the State has allocated 2.1 billion to the ministry action plan and 2.6 billion to FONAENF whereas the CAST/FSDEB has allocated 286 million to the Ministry action plan and 2.2 billion to FONAENF. The trend is also valid for the years 2013 (State: 1.1 billion against 2.9, and CAST/FSDEB: 120 million against 2.8 billion) and 2014

(State: 2.0 billion against 2.6, and CAST/FSDEB: 629 million against 2.8 billion).

In general, one can notice that even though the proportion of the Basic education budget allocated to non-formal education was decreasing through the periods (5.3% in 2012 to 3.6% in 2014), in terms of absolute value, the total budget for non-formal education has increased from 7.2 billion in 2012 and 2013 to 8.4 billion in 2014. This prompts one to say that more and more attention is being paid to non-formal education programme even though some improvements remained to be done.

IV.5. Exploring unofficial funding sources

As mentioned so far, non-formal education receives financial contributions from Projects, NGOs and Associations committed to the development of this programme. However, it is worth noticing that some NGOs even bound by convention with the MENA didn't have their investment capitalized in the global budget of non-formal education. Thus, on the basis of the narrowed sample of NGOs, their budgets are brought out with a view to have an overall assessment of non-formal education budget.

IV.5.1. Contribution of the FONAENF to the financing of non-formal education

IV.5.1.1. Presentation of the FONAENF

FONAENF is an organization governed by the law N°1092 ADP of December 15, 1992 related to the right of association. Its declaration of existence

is registered under the N°2002-233 MATD/SG/DGAT/DLPAP of June 25, 2002.

The particularity of its status is due to the admission of the State as member.

FONAENF members are composed of representatives from: 1) the State and local Collectivities, 2) Bi-lateral and multilateral Financial and Technical Partners, 3) NGOs and Association involved in non-formal education activities, 4) the civil society.

Each member is represented at the different organs of FONAENF (General Assembly, Board of Administration, National Committee of Finance, Regional and Provincial Committees of Finance) and has equal rights.

The status of “Association” allows the FONAENF to avoid any political and/or moral pressures. It also guarantees a kind of stability of the steering committee and strengthens the consultation between members leading to consensus in the decision making among parties.

The status of “Association” gives some prerogatives as well as fiscal advantages to the FONAENF. It also allows moral and physical persons to adhere to the Funds.

IV.5.1.2. Goal and objectives

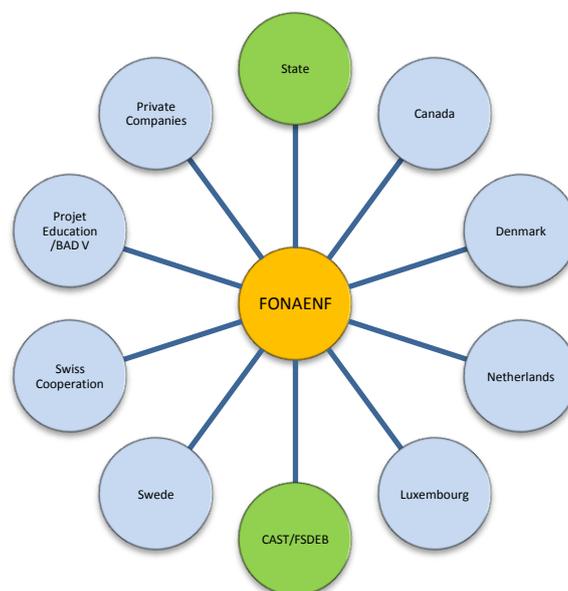
The goal of the FONAENF is to contribute, through the promotion of non-formal education, to the achievement of the EFA Goals in Burkina Faso.

The mains objectives of the FONAENF are to:

- Collect and manage the State and funding agencies financial contribution to non-formal education;
- Encourage the State and Partners of development to increase their financial contribution to non-formal education;
- Explore new sources of financing;
- Strengthen capacities of intervention in the field of non-formal education through allocation of subsidies in accordance with the rules and regulations of the association;
- Adopt new forms of financing non-formal education which favor the most disadvantaged/underprivileged section of the population.

IV.5.1.3. Sources of Financing

Since its creation in 2002, FONAEF is mobilizing funds from the State and some bilateral and multilateral cooperation agencies for the financing of non-formal education. The graph below shows the current financial partners of the FONAEF specifically for the year 2013.



As mentioned so far, the FONAENF is receiving some financial support from the State and the CAST/FSDEB Budgets. What is noticeable from the graph is that some bilateral and multilateral funding agencies, who contribute to the CAST/FSDEB, are also financing individually the FONAENF such as the Swiss Cooperation, Netherlands, Denmark, and Canada.

The following table indicates the different partners and their financial contribution to FONAENF since 2003 up to 2013. From the table, the most regular financial contributors is the Swiss cooperation followed by Denmark, the State, Sweden, Netherland and the State partners (CAST/FSDEB).

The unsustainability of the FONAENF budget is due to the fact that some of its contributors are projects whose life-span is sometimes short. FONAENF managed somehow to enlist the financial contribution of some national and

private companies like telecom, lottery, construction, and oil firms. As an Association, FONAEF is also contributing financially through receipts generated from the sales of bid tenders for constructions and equipment, textbooks printings, and other generated profits.

Sources of financing	Amount received in thousands FCFA											TOTAUX EN FCFA
	Année 2003	Année 2004	Année 2005	Année 2006	Année 2007	Année 2008	Année 2009	Année 2010	Année 2011	Année 2012	Année 2013	
Etat Burkinabè	400 000 000	404 000 000	420 000 000	0	891 000 000	450 000 000	0	900 000 000	1 100 000 000	2 650 000 000	2 950 000 000	11 490 000 000
Projet éducation (Canada et Pays-Bas)	515 000 000	1 320 844 162	0	0	0	0	0	0	0	0	0	1 835 844 162
Ambassade des Pays Bas	0	0	0	1 311 914 000	1 967 871 000	3 017 402 200	1 967 871 000	1 967 871 892	1 311 914 000	777 249 000	777 249 000	13 099 342 092
Coopération Suédoise	0	673 446 419	552 722 507	577 313 003	565 187 966	476 184 132	0	1 408 418 440	1 461 026 086	0	0	5 714 298 553
Ambassade Royale du Danemark	0	217 465 188	322 763 158	333 333	350 877 192	263 157 895	263 157 895	265 486 726	710 681 052	438 596 491	263 157 895	3 428 676 825
Coopération Suisse	400 000 000	200 000 000	280 000 000	510 000 000	446 000 000	400 000 000	429 200 000	976 800 000	500 000 000	880 000 000	574 000 000	5 596 000 000
Coopération Française (PAEN)	22 154 200	0	6 402 113	982 622	0	0	0	0	0	0	0	29 538 935
PENF (Canada)	58 913 780	0	0	30 490 262	4 494 321	2 843 986	0	0	0	0	0	96 742 349
Projet Education / BAD	0	25 079 530	25 079 531	0	0	592 482 400	0	0	895 262 200	0	0	1 537 903 661
Coopération Luxembourg	0	0	0	0	0	0	131 186 400	131 186 400	131 186 400	131 186 400	131 180 249	655 925 849
Fonds du CAST	0	0	0	4 657 971 000	2 500 000 000	0	1 670 910 000	1 850 000 000	2 823 000 000	2 200 000 000	2 101 092 000	19 090 973 000
ADEA	0	0	0	1 514 326	0	0	0	0	0	0	0	1 514 326
FTI	0	0	0	0	0	0	0	600 000 000	800 000 000	0	0	1 400 000 000
Secteur privé (ONATEL, LONAB, TOTAL, SODEPAL, HAGE et Ministère de la défense)	0	0	0	3 220 452	15 000 000	700 000	0	0	0	0	3 000 000	21 920 452
Intérêts produits par les DAT)	2 912 396	6 277 952	0	10 488 557	116 52 893 208	092 902	35 419 437	6 472 602	0	117 905 757	25 957 834	374 420 645
Reversements des reliquats par les opérateurs	0	5 361 465	21 523 812	2 341 060	260 501	4 991 509	0	75 000	1 147 100	455 725	732 888	36 889 060
Vente de dossiers d'appel	0	0	0	0	60 000	300 000	1 450 000	700 000	500 000	2 050 000	630 000	5 690 000

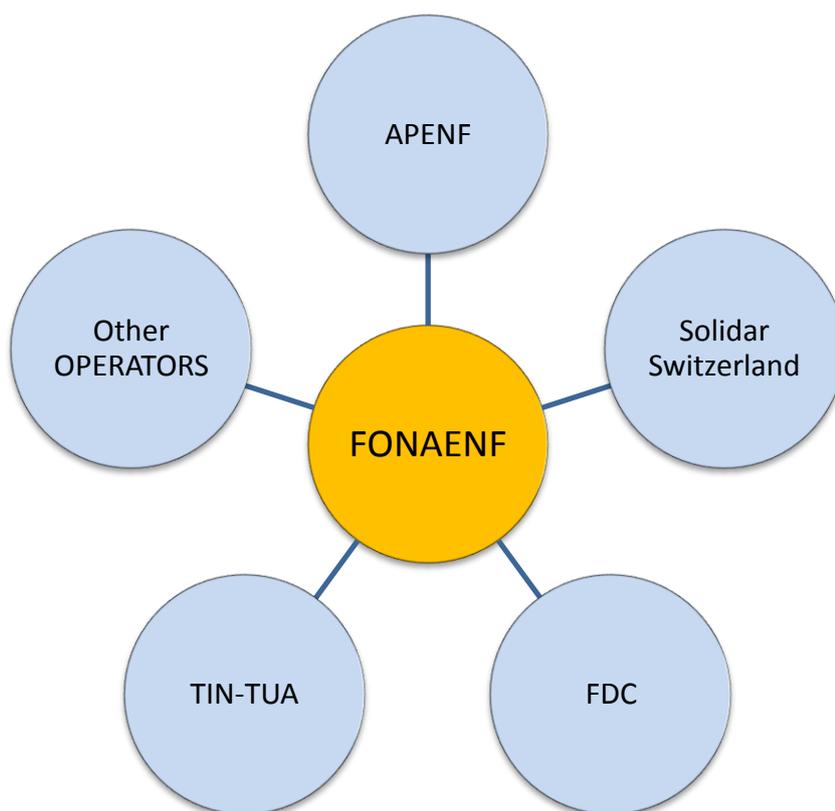
d'offres												
TOTAUX	1 398 980 376	2 852 474 716	1 628 491 121	7 439 568 615	6 793 644 188	5 324 155 024	4 499 194 732	8 107 011 060	9 734 716 838	7 197 443 373	6 826 999 866	64 415 679 909

Source: FONAENF

In eleven years, the budget of FONAENF has shifted from 1.3 billion FCFA in 2003 to 6.8 billion FCFA in 2013 showing somehow the mobilizing effort of the FONAENF.

IV.5.1.4. FONAENF mode of financing non-formal education

Resources mobilized from all the partners are used to finance non-formal education activities carried out by some NGOs and Associations known as “Operators” or Community-Based Organizations. APENF, Tin-Tua, Solidar Swiss and FDC which compose the sample are also receiving financial support from FONAENF for the implementation of non-formal education programmes through a binding convention. The graph below shows FONAENF and its operators.



It is worth signaling that these four prominent NGOs composing the sample, in addition to receiving funds from FONAENF, they are also mobilizing funds from their own partners for the financing of non-formal education activities.

IV.5.2. Contribution of APENF to the financing of non-formal education

IV.5.2.1. Presentation of APENF

APENF was created in June 17, 1997. The initiative came from the international Working Group on Non-Formal Education (WG/NFE) of ADEA. APENF is composed of more than 300 professionals from University, civil society, ministries, financial partners and private providers of Education. Three former Ministries of education and currently two ministries (Education and Environment) are members of the association.

APENF is present in all the 45 provinces of Burkina Faso and currently implementing three approaches or programmes such as REFLECT, PdT, AEFA/CMD. APENF works with some “operators” or community-based organizations at the field level within the framework of the policy of Faire-Faire. The association won the UNESCO Literacy Prize of King Sejong in September 8, 2014, in Bangladesh.

IV.5.2.2. Goal of APENF

The main goal of APENF is to promote non formal education through expanding access and enhancing the quality of Non-Formal Education to meet the social and economic demands in Burkina Faso.

IV.5.2.3. Activities of APENF

APENF carries out activities related to:

- Social mobilization;
- Awareness campaigns;
- Capacity building of actors involved in the planning and implementation of non-formal education
- Development of training modules
- Development of textbooks and teaching guides ;
- Development of curriculum and study plans ;
- Monitoring and evaluation of training centers ;
- Research on the development of non-formal education

IV.5.2.4. Sources of financing

APENF financial resources come from members' contributions, FONAEF and some external funding agencies. From the table, APENF is the main contributor followed by the Swiss cooperation, FONAEF and CRS (Catholic Relief Service).

APENF has received 149 million FCFA from FONAEF in 2013. The remaining amount is APENF financial resources mobilized from its own partners including its own contribution.

Table 9: APENF funding sources of 2013

N°	Sources of financing	Amount (in thousands FCFA)
01	APENF (Members' contributions, subsidy and grants)	192 560
02	Educators Without Borders (EWB)	57 717
03	Swiss Cooperation	150 000
04	Catholic Relief Services	126 700
05	RIP/PdT/EdM	21 885
06	DEDA	10 736
07	Make a Difference (MAD)	13 401
08	Fondation Occitane	13 119
09	FONAENF	149 871
	TOTAL	562 689

Source: From APENF

IV.5.3. Contribution of Solidar Switzerland to the financing of non-formal education

IV.5.3.1. Presentation of Solidar Switzerland

Solidar Switzerland referred to as Solidar Suisse in Burkina Faso, has been involved since 1994 in developing a model of bilingual education, including the local vernaculars alongside the official French language. As a result of their efforts, this innovative concept has spread across the entire country. The pioneering Solidar Switzerland project "Bilingual Education" means that, from their first day at school, children are educated in both their local languages and in French.

The model has been adopted across the entire country and is enjoying the support of Burkina Faso's Ministry of Education.

IV.5.3.2. Some Projects of Solidar Switzerland in Burkina Faso

A brief description of the current Solidar Switzerland projects in Burkina Faso involves:

1. Socio-economic integration of young rural

Young unemployed are trained in modern technics of agriculture and livestock to be able to earn their living. Project area covers two regions Bobo Dioulasso and Plateau Central

Through this project, Solidar Suisse aims at contributing to reduce youth unemployment in Burkina Faso by:

- Giving the opportunities to young learners having completed their training from AFI-D centers to pursue professional training;
- Training rural young people as farmers, on appropriate technology of production
- Contributing to alleviate poverty through socio economic integration of the youth

2. Support for pedagogical developments in education

In literacy centers, youth from 9 to 14 year-old who haven't benefitted from formal education learn to read and write and get vocational training. Through this project, Solidar Switzerland aims at contributing to improve the internal and external efficiency of basic education in Burkina Faso.

3. Education and rural development

Solidar Switzerland wants to achieve a sustainable development through improvement of the living conditions of the rural dwellers. The project aims at:

- Providing greater food security and incomes through more effective farming and livestock breeding methods. The project covers eight

provinces (Oubritenga, Kadiogo, Kourweogo, Boulkiemende, Ganzourgou, Kouritenga, Gourma, and Houet) and the department of Ipelcé.

- Providing better educational opportunities and citizenship through practical literacy programmes as well as campaigns for human rights;
- Providing better health conditions for around 12000 people through awareness campaigns and the extension of the village health insurance systems;
- Strengthening organizational and institutional capacities of local partners as well as the elected municipal council.

4. Bilingual schools

Solidar Switzerland has developed an approach to the use of both French and local languages in primary schools through the concept “Bilingual schools”. With the financial support from Switzerland and FONAENF, Solidar Switzerland has introduced the ALPHA programme in which students do their primary schooling in both French and a local language.

The bilingual schools programme is five years of instruction whereas classical schools programme duration is six years. Students in bilingual schools are usually over-age pupils beginning one or two years later than children in classical schools. But after the successful completion of the primary school programme, students can move into the classical secondary school system.

Bilingual schools are community schools, set up only upon request of the communities. These schools also include production-related activities (for example, learning geometry through the building of wooden benches); emphasis on culture and values; parental involvement in the curriculum (having community members involved in the schools' activities) and promotion of gender equity. Teachers receive the same training as teachers in classical schools, but also receive training from Solidar Switzerland, regarding the teaching of the local languages.

Bilingual schools are proved very successful in terms of achievement than classical schools. Experiences in bilingual education confirm that pupils attain higher learning levels when taught in their mother tongue.

MENA has approved the bilingual school approach as the preferred national approach and has authorized the regional Directorates of the Ministry to change classical schools into bilingual schools if the local community requests so.

IV.5.3.3. Sources of financing

As shown in the table, Solidar Switzerland has received 32 million FCFA from FONAEF which was its main and only financial partner for non-formal education activities.

Table10: Solidar Switzerland funding sources for non-formal education in 2013

N°	Sources of financing	Amount (in thousands FCFA)
01	Solidar Suisse	229 669
02	FONAEF	32 779
	TOTAL	262 449

Source: From Solidar Switzerland

IV.5.4. Contribution of Tin-Tua to the financing of non-formal education

IV.5.4.1. Presentation of Tin-Tua

Tin Tua¹⁸ is an NGO working in the Gulmu in the East region of Burkina Faso. The Gulmu is the second largest region of Burkina Faso comprising (05) provinces: Gnagna, Gourma, Komondjari, Kompienga, and Tapoa.

The creation of Tin Tua was preceded and prepared by the Project PAG (Literacy Programme in the Gulmu). The Programme started its activities in 1984 through a sociolinguistic study aiming at determining the main spoken language of the gulimanceba in order to develop teaching textbooks and also to collect oral tradition texts which may serve as bank of reading textbook for the new literates.

Literacy training started in the period 1985-1986 with 33 training centers in 3 provinces: the Gnagna, the Gourma and the Tapoa. The programme was carrying out the activities under the institutional banner of the National Sub-Committee of the Gulimancema whose attributions were basically cultural: language study, language teaching, and oral tradition text collection.

In three literacy campaigns, the development and diversification of PAG activities was becoming incompatible with the Status of the National Sub-committee. This explained the reason for the creation of Tin-Tua Association in 1989 by the literate members of P.A.G, including some members of the National

¹⁸ Tin Tua means in gulimancema (the local language spoken by the gulimanceba), “let’s get developed by ourselves”.

sub-committee and students who attended the Constitutive General Assembly of the Association.

The Association was later recognized as an NGO under the receipt of declaration of existence N°AN-VIII-29/PGRM/HC of June 25, 1991 delivered by the Ministry of Land Administration. The NGO is registered in the National NGO Book under the N°00189/MFP/MSCP/SG/DG/-COOP/BSONG of august 31, 1992. Tin Tua is member of the Permanent Secretariat of NGO (SPONG).

Tin-Tua has been distinguished laureate of the UNESCO King Sejong literacy prize in Paris, September 8, 2009.

IV.5.4.2. Goal and objectives of Tin Tua

Tin Tua aims at supporting the process of self-promotion by paying particular attention to the women and the youth. It also aims at:

- Pursuing the eradication of illiteracy through PAG;
- Creating a literate environment through the development of a literature in gulmancema.
- Empowering the newly literates, women and young people in particular, for being independent through self-development activities;
- Supporting technically and financially the realization of projects developed by the trained farmers;
- Promoting the development of economic, social and cultural activities;

- Promoting in rural area some appropriate technologies in the fight against desertification, improving family living condition, health, and livestock rearing, craft, and ensuring food security.

IV.5.4.3 Source of financing

Table 11: Tin-Tua funding Sources for non-formal education in 2013

N°	Sources of financing	Amount (in thousands FCFA)
01	Bureau de la Coopération Suisse (BUCO)	135 000
02	DIAKONIA	55 138
03	FONAENF	0
05	Catholic Relief Services	21 042
07	ICCO	45 916
08	ATT ONG (Tin-Tua)	55 500
TOTAL		312 598

Source: from Tin-Tua

Tin-Tua has mobilized 312 million FCFA for the implementation of non-formal education activities. Contrary to our expectation, Tin-Tua didn't receive financial support from FONAENF in 2013.

IV.5.5. Contribution of FDC to the financing of non-formal education

IV.5.5.1. Presentation of the FDC

The Community Development Foundation/Burkina Faso (FDC/BF) is a national Association, philanthropic, non-governmental, non-confessional, non-profit making, created in 1997 by former workers of Save the Children USA in order to pursue the goal of that international NGO present in Burkina Faso since 1977 and whose lifespan was over.

FDC is registered under the Law n° 10/92/ADP/ of 15/12/1992 and legally recognized under the registration number N° 97-345/MATS/SG/DGAT/DELPJ.

FDC vision is that « All children be born, survive and grow up safely and be provided with adapted formal or non-formal education, with full support of their parents, families and communities».

IV.5.5.2. Goal and activities

Its main goal is to contribute to the improvement of the living condition of the disadvantaged section of the population (mainly women and children) with the full implication of their communities.

Activities of FDC/BF fall within the general guidelines of Accelerated Growth Strategy for Sustainable Development (SCADD) and the MDG.

FDC/BF aims at :

- Contributing to the emergence of local competences and communities organization viable for self-promotion;
- Contributing to reduce extreme poverty, infant and maternal mortality through participatory strategies of basic health care;
- Contributing to control soaring population growth and HIV/AIDS expansion ;
- Contributing to increase the number of children, adolescents and adults capable of reading, writing, calculating and of managing local development activities;

- Contributing to the improvement of food security and agricultural production in rural areas in conformity with environmental safety provisions;
- Contributing to increase the income of the populations through reliable IGA;
- Contributing to the promotion of gender and human rights (mainly the rights of the child) at community level;

FDC/BF interventions are guided by the following principles developed into a Charter:

- The focus of the benefit of the Project on the whole development of the children.
- Ensuring the gender equity between men and women, boys and girls.
- Community empowerment: Activities of the project aim at guaranteeing a transfer of competence to local actors and beneficiaries to pursue activities undertaken
- Sustainability: activities of the project aim towards positive change in behaviour, and management capacities of institutions and policies affecting the welfare of the communities.
- Measurable impact: FDC/BF projects should show tangible impacts through clear and formulation of objectives and systematic data collection on activities and its outcomes.

FDC/BF has developed an integrated approach of development around the following fields:

- Health and Population
- Education/Training
- Agriculture and Natural Resources Management
- Economic Opportunities

IV.5.5.3. Source of financing

Table 12: FDC Funding Source for non-formal education in 2013

N°	Sources of financing	Amount (in thousands FCFA)
1	EDM /Bucco (Enfant du Monde/Bucco)	168 840
2	Save The Children International	25 658
3	FONAENF	119 942
4	STROMME Foundation/SSAP (Accelerated School Enrolment Strategy/Creating bridges) KAVLI FUNDS	139 263
5	MENA/SSAP	50 146
6	STROMME Foundation / Saving for Change	38 106
7	AFT/ECPAT	21 193
8	Programme for Health sector support (PASS)	210 000
9	PADS	65 703
10	Kinderpostzegels/SKN Female sexual mutilations	27 522
11	Kinderpostzegels/SKN- Local Associations	2 499
12	SKN/Zone Libre de Tout travail d'Enfant	7 733
13	EDM/IFC	98 845
14	PMA/ICCO	32 374
15	WFP (World Food Programme)	28 982
16	UNICEF	41 998
17	IRD/PDVEII-USAID	175 402
18	FDC own contribution	130 642
	TOTAL	1 384 856

Source: From FDC

FDC has a large network of partners compared with NGOs from our sample. This could partially be explained by its integrated approach of non-

formal Basic education involving health, agricultural and work skills development programmes. FDC has mobilized 1.3 billion FCFA of which FONAEF contributed to 119 million FCFA. FDC own contribution amounted to 130 million FCFA which is also quite important.

IV.6. Global estimation of the financial contribution of unofficial funding agencies

The table below indicates the effort made by each stakeholder to mobilize resources for the financing of non-formal education activities that they have developed. The budgets considered in this table are stakeholders own mobilized resources.

Table 13: Contribution of unofficial funding agencies in 2013

Source of financing	Amount (in thousands FCFA)
FONAEF mobilized funds (State and CAST/FSDEB not included)	1 775 907
APENF mobilized funds (FONAEF not included)	412 817
Solidar Switzerland mobilized funds (FONAEF not included)	229 669
Tin-Tua (FONAEF not included)	312 598
FDC proper funds (FONAEF not included)	1 264 913
Total Budget of unofficial funding sources (FONAEF+APENF+Solidar Swit+Tin-Tua+FDC)	3 216 659

Source: from the author

As a reminder, FONAEF is the national funds for non-formal education. Its budget is composed of the State and its partners' resources as well as resources mobilized by FONAEF itself. The budget of 1.7 billion represents FONAEF own mobilized financial resources.

APENF, Solidar Switzerland, Tin-Tua, and FDC are NGOs sampled in the study. They basically carry out non-formal education programs. They are

receiving financial support from FONAENF as well as mobilizing some resources from their own partners for the implementation of non-formal education activities. The budgets considered in the table are those from their own mobilized resources. It does not include FONAENF financial contribution.

The total budget mobilized by the stakeholders to carry out non-formal education programme has amounted to 3.2 billion FCFA. It is almost half the contribution of the State and its partners (7.2 billion) within the Action Plan.

IV.7. Global assessment of non-formal education budget including unofficial sources

The Hambourg Conference provided a series of concrete ways of improving the financing of adult learning among which, it was suggested that multilateral financial institutions should fund adult education within the framework of partnership. While it is encouraged to explore other sources of financing for improving the financing of non-formal, it is also important to capitalize the financial contribution of the existing ones.

Thus, in an attempt to assess globally the financing of non-formal education, the financial contribution of some funding agencies carrying out non-formal education was brought in.

The table below gives details of the assessment result.

Table 14: Global budget for non-formal education in 2013

Source of financing	Amount (in thousands FCFA)
Education Budget	318 905 000
Basic education Budget	155 313 923

Total budget allocated to NFE in MENA Plan of Action (State budget, CAST/FSDEB, Projects,NGOs & Ass.)	7 234 199
Project ES/CEBNF	4 013 243
Total Budget of unofficial funding sources (FONAENF+APENF+Solidar Swit+Tin-Tua+FDC)	3 216 659
Total Budget mobilized for NFEP (all sources included)	14 466 101
% of non-formal education budget in the MENA budget	9.0%
% of non-formal education budget in the Education budget	4.40%

Source: from the author

As a reminder, ES/CEBNF is a project jointly financed by State and some development partners such as Taiwan, Austria and UNICEF. The project basic goal is to develop non-formal Basic education. Funds mobilized for the project amounted to 4 billion CFA.

All sources included, the total budget for non-formal education amounted to 14.4 billion FCFA.

The total budget allocated to non-formal education (14.4 billion FCFA) related to the Basic education budget (155 billion FCFA), showed a proportion of 9.0%. But when related to the total budget of education (318 billion FCFA), it resulted in 4.4% the proportion of non-formal education budget. This is a testimony of how important and remarkable is the contribution of some external funding sources. The paper cautioned that even if the contribution of the development partners improves the budget of non-formal education, the responsibility for the development of education dwells first on the national government.

IV.8. Comparison of sub-Saharan African countries public expenditures on adult education as percentage of education

The Global Report on Adult Learning and Education (GRALE) has offered an insightful platform for assessing the effort of some sub-Saharan African countries towards the financing of adult learning and education.

The report revealed what is feasible by national governments in terms of budget allocation to adult education.

Table 15: Assessment of the financing of adult education by sub-Saharan African countries

Sub Saharan African Country	Public expenditure on education as percentage of GNP	Public expenditure on adult education as percentage of	
	GNP 2010	GNP 2010	Education
Botswana	8.2	0.090	1.02
Chad	7.6	0.025	0.95
Swaziland	7.6	0.060	0.14
Kenya	6.7	0.043	0.78
South Africa	6.1	0.063	1.00
Mozambique	6.0	0.030	1.60
Malawi	5.9	0.018	0.39
Senegal	5.7	0.033	0.48
Ghana	5.6	0.030	0.53
Gambia	5.4	0.051	1.66
Côte d'Ivoire	4.8	0.022	0.65
Rwanda	4.7	0.012	0.26
Sierra Leone	4.3	0.070	0.78
Burkina Faso	4.0	0.117	2.54
Uganda	3.2		2.69
The Pacific			
Thailand	3.9	0.360	8.89

Source: GRALE 2013. Readjusted by the author

Data from the table are from individual country report. The initial table has been readjusted while keeping data related to *public expenditure on education as*

percentage of the GNP as well as data on *public expenditure on adult education as percentage of education budget*.

Also, countries like Niger, Nigeria and Zimbabwe were removed from the table due to insufficient data for the analysis. However, Thailand from the Pacific was inserted in the table purposefully to feed our analysis since in our literature review; Thailand and Namibia were exceptionally those countries which gave great consideration to adult education and learning. In the GRALE, data related to Namibia were not available for consideration.

To facilitate the analysis of the data, countries are arranged from those having the highest percentage of GNP to education to the lowest.

Public expenditure on education as percentage of GNP shows the effort of every individual country to provide financial resources to its education system. Also, it is worth mentioning that countries which allocate the same proportion of GNP to education are deploying the same effort but they may not be disbursing the same amount.

From the table, when considering Senegal as a median country, one may say that the seven countries above Senegal which are providing higher percentage of the GNP to education are pouring less of their education budget to adult education whereas the seven countries below Senegal with the lowest percentage of GNP to education are giving more of their education budget to adult education. For example in sub-Saharan Africa, by considering the two extremes (Botswana and

Uganda), the table shows that the government of Botswana had the highest GNP (8.2) to education but the lowest proportion of education budget to adult education whereas Uganda had the lowest GNP (3.2) to education but the highest proportion of education budget to adult education (2.69).

Also, one can notice that Chad and Swaziland were allocating the same proportion of their GNP (7.6) to education but Chad is making more effort toward adult education (0.95) than Swaziland (0.14).

Kenya and Sierra Leone, while allocating different proportion of their GNP to education (respectively 6.7 and 4.3), they were providing the same proportion of their education budget to adult education (0.78).

For the specific case of Burkina Faso which is the country under the study, the country could be ranked among the countries allocating the lowest GNP (4.0) to education specifically after Uganda while also giving consideration to adult education (2.54).

In general, astonishing enough, not any sub-Saharan African country met the benchmark of at least 3% of the education budget to adult education and learning as suggested by the 2005 Global Campaign for education. Is the target unattainable or too ambitious?

The case of Thailand was brought here to underscore the fact that the benchmark of 3% is not a chimera. When compared to Burkina Faso, it clearly shows that Thailand was almost allocating the same proportion of GNP to education (3.9)

but was exceptionally giving 8.89% of its education budget to adult education which is in fact above the benchmark. The experience of Thailand was an indication that adult education and learning budget improvement is not outside the scope of any country financial possibility.

As already mentioned, the benchmark of 3% is not a myth. The ADEA 2006 Biennale has provided a sound and convincing explanation of the rationale of the standard benchmark suggested by the 2005 Global Campaign for Education. This cost benchmark is one of the twelve criteria identified for the success of any literacy program. The starting point for determining costs (ADEA 2006 Biennale on Education in Africa. p. 480) had been the identification of the key characteristics of quality programs in respect of:

- duration and intensity of learning programs;
- way in which budgets are managed;
- whether facilitators are paid and how much;
- ratio of facilitators to trainers and supervisors;
- approach taken to materials development;
- length of training programs;
- choice of languages;
- level of importance to be attached to wider issues of the literate environment.

The Biennale cautioned that the benchmark which is set out is designed to facilitate serious planning to achieve the Dakar Education for All goal of a 50% reduction in adult illiteracy by 2015. It provides a starting point for policy dialogue between governments and its development partners. However, the benchmark is not intended as a blueprint or a set of conditions.

The ADEA 2006 Biennale on Education in Africa has indicated that “83% of the 142 expert respondents agreed with this benchmark” (p. 487).

V. Discussion on the study results

V.1. Assessing the adequacy of the financing of non-formal education in Burkina Faso in relation to international and national policy context

V.1.1. Funding benchmark for non-formal education in international policy context

The Global campaign for education in 2005 has identified a funding benchmark for high quality literacy programme. It was suggested that governments should dedicate at least 3% of their education budget to non-formal education.

The study showed that in 2013, the Budget allocated to non-formal education was estimated at 2.3% of the total education Budget. This is an indication that the Government effort fell short of meeting the benchmark. As a result, there is a need to provide more financial support to non-formal education.

V.1.2. Funding benchmark for non-formal education in national policy context

The *PDDEB* was the ten years plan for Basic Education Development (2000-2009). The plan was launched in 2000, but due to its late implementation, the plan was set for (2002-2011). The plan set the goals and targets for developing Basic education including non-formal education in Burkina Faso.

In the plan, the Government committed itself to increase the proportion of non-formal education budget from 1% in 2000 to 10% in 2009 (PDDEB, 2000/2009. p. 4).

However, in 2013, the Financial Monitoring Report has estimated at 4% the budget of Basic education allocated to non-formal education (Rapport de Suivi Financier, 2013. P.8.).

Even though the budget allocated to non-formal education is increasing in terms of absolute value, the funding benchmark of 10% as suggested in the PDEBB was not met yet.

Quite interestingly, when the contribution of “unofficial sources” was added to the budget of non-formal education mobilized in the Ministry action plan, the total budget of non-formal education has amounted to 14 billion FCFA bringing its proportion to 9.0%. Even if the budget of non-formal education still failed to attain 10% of the basic education budget, the contribution of development partners brought it closer to the target.

V.2. Assessing the adequacy of the financing of non-formal education in relation to the PRONAA (2011-2015)

As mentioned so far, the PRONAA is the Governmental strategy for accelerating the development of non-formal education. The PRONAA is embedded in the PDSEB (2012-2021) which is the new ten years’ plan for Basic education Development. The programme is developed to achieve 60% of adult and youth literacy rate by 2015. The implementation of the activities of the PRONAA is materialized by an action plan developed by the deputy Ministry in charge of non-formal education (MD/ENF) and the affiliated directorates (DGENF, DENFA, DENFPE, DAFA, DRIENF).

According to the PRONAA, the achievement of the objectives commands the allocation of respectively 8.4 billion, 8.6 billion, and 10.2 billion to non-formal education activities from 2012 to 2014. Knowing the volume of the Basic education budget allocated to the implementation of the PRONAA from 2012 to 2014, it is therefore possible to assess the adequacy of this allocation from what is expected in terms of planning in the PRONAA for the periods considered.

Table 16: Assessment of the adequacy of the budget allocated to the PRONAA

BUDGET (in thousands FCFA)	2012	2013	2014
MENA BUDGET	136 621 951	155 313 923	233 119 183
Estimated cost of the PRONAA	8 493 130	8 697 277	10 210 916
Total budget allocated to the PRONAA (within the Plan of Action)	2 386 955	1 282 432	2 629 360
Financial Gap	6 106 175	7 414 845	7 581 556
Proportion of the estimated amount of the PRONAA in the MENA Budget	6,2%	5,6%	4,4%
Proportion of the budget allocated to the PRONAA	1,5%	0,6%	0,9%

Source: From the author

In comparison with the budget allocated by Government and its development partners (2.3 billion in 2012, 1.2 billion 2013, and 2.6 billion in 2014) for the implementation of the PRONAA, one can observe that additional financial efforts are needed to achieve the goals. It is noticeable also from the figures that as years passed by, the financial gap kept widening from 6.1 billion in 2012, 7.4 billion in 2013 to 7.5 billion in 2014. In fact, 6.2%, 5.6% and 4.4% of Basic education budget were needed to cover non-formal education activities from 2012 to 2014. But actual allocation represented respectively 1.5%, 0.6%, and 0.9% of Basic education budget for the same period. Therefore, there is an

urgent need to control the financial gap by increasing substantially the budget allocated to non-formal education.

This is also an indication that within the PRONAA, the Government has failed to meet its funding benchmark for accelerating adult literacy programme.

V.3. Conclusion on the study

V.3.1. Limitations in the mechanism of financing non-formal education in Burkina Faso

First, an analysis of the modes of financing non-formal education by the State and the CAST/FSDEB shows that there is not any logic in the distribution of the resources.

Moreover, findings show that there are no known documented criteria for the distribution of State and its partners' financial resources to non-formal education. When MENA senior officers were asked if there is any standard or criteria for the resource allocation, it resulted that the principle of allocation is based on the condition of not allocating lesser amount than the previous year. That explains why in terms of absolute value, the budget for non-formal education is still increasing from one year to another. But when considered by the proportion of resources allocated by the State and its partners' resources, the result is dismaying.

Second, the mechanism reveals itself an impediment to the full realization of the PRONAA. The analysis showed that the State and the CAST/FSDEB are pouring more resources into the FONAEF to the detriment of the Ministry plan

of action. Along the period, the State has allocated 2.1 billion to the ministry action plan and 2.6 billion to FONAEF whereas the CAST/FSDEB has allocated 286 million to the action plan and 2.2 billion to FONAEF in 2012. The trend is also valid for the years 2013 and 2014. For example, in 2013, a total of 2.3 billion was allocated to the realization of the PRONAA compared to an estimated budget of 8.6 billion.

V.3.2. Weak financial commitment of the Government

The problem compounding the financing of non-formal education is the lack of strong financial commitment from the government. In the PDDEB, the government committed to increase the budget of non-formal education from 1% in 2000 to 10% in 2009. However, findings of the study show that even in 2013, less than 5% of the budget of basic education is allocated to non-formal education programme.

While the study showed that the contribution of development partners is important to increase the budget of adult education and learning, the Global Report of Adult Learning and Education revealed that the improvement of the financing of adult education and learning depends on individual country financial and political commitment to this programme. Countries may still reconsider their budget allocation policy toward adult education, and any improvement could be operated even within the budget of education.

V.3.3. Lack of sufficient coordination of partners

The problem in the financing of non-formal education is also related to the failure of not taking into account the financing of some prominent NGOs and probably other stakeholders carrying out non-formal education programs. Findings showed that the financial contribution of those stakeholders was remarkable. Their contribution has increased two times the budget of non-formal budget which shifted from 7.2 billion to 14.4 billion in 2013. It would be porous not to take into account those contributions in the global budget of non-formal education.

V.3.4. Non-formal education, not a Governmental top priority

Although non-formal education is of great importance to the Government of Burkina Faso, there is good evidence that the programme doesn't fall into the category of Government top priority action which remains primary education. Having subscribed to EFA goals along his counterparts, the Government of Burkina Faso was also committed to achieve UPE by 2015. Data showed that in 2013, Government has allocated 58% of the education budget to Basic education (MENA) in which 4% was allocated to non-formal education, and 33% to secondary and higher education (MESS), 5% to preschool education (MASSN) and 4% to Technical and Vocational Education and Training (MJFPE). In the Basic education sector, formal education is financially prioritized since Government still struggle to cope with the avalanche of children outside the

school system as well as to maintain those already enrolled in the system. With a Gross enrolment rate of 81% in 2013, almost 19% of the children from 6 to 11 year old were not receiving any type of education.

V.3.5. Narrow vision of non-formal education

The poor financing of non-formal education may be attributed to the simplistic perception of the programme as a second chance education. Non-formal education was adopted in Burkina Faso to impart education to out-of-school children and adolescents of 15 year-old and over, dropout children, and adults who didn't get any chance to attend an educational programme. Therefore, non-formal education is viewed as a "repair shop" (R. Süssmuth, 2009). This narrow vision of non-formal education may constitute a vicious circle detrimental to the development of education as a whole. As long as some parents remain ignorant, they will neither perceive the importance of sending their children to school nor of monitoring the attendance of their children which unavoidably lead to low enrolment, poor achievement and dropout.

V.4. Recommendations

The benefits derivable from financing adult and non-formal education are enormous. Adult literacy programme contributes to the self-reliance and personal autonomy of adult learners. It enables them to exercise their basic rights. Above all, it increases their productivity, labor efficiency and well-being of their children. This type of education should be vigorously pursued and supported

with adequate finance. All bottlenecks hindering its financing and researching into it should be totally minimized or removed.

Finally, the study showed that the level of budget allocation to non-formal education in Burkina Faso is not sufficient enough to meet neither the international nor the national benchmarks. The paper also bent on the possible interneccine issues hindering the improvement of budget allocation to non-formal education in Burkina Faso.

Thus, based on the difficulties and limitations above-mentioned, in the financing of non-formal education in Burkina Faso, the following recommendations are formulated:

- The establishment of some relevant criteria for financial resources allocation to non-formal education;
- The government should reconsider its financial commitment towards non-formal education;
- By the light of the mechanism, the government should reconsider the volume of resources poured into the PRONAA so as to guarantee full achievement of its goals;
- The government should enlarge its nets to catch as much as possible, potential organizations implementing non-formal education programmes;
- Then, government should flesh out a sound strategy to coordinate and direct all partners' financial efforts towards the national Action Plan. This

would guarantee synergy in the implementation of non-formal education programs. By the same token, a better coordination would help avoid carrying out the same activity in the same place for the same population as well as wastage of resources.

- Government should spell out new legislations that place non-formal education on equal footing with formal education while guaranteeing an adequate proportion of Basic education budget to non-formal education. The case of Namibia provides strong evidence for placing non-formal education among government top priority programmes. Namibia, in its “Vision 2030,” pursues the idea of a “knowledge society,” in which Lifelong Learning becomes an integrated principle. Non-formal education is on an equal footing with the formal system and non-formal education paths are recognized and evaluated with equivalency certificates.
- Government should adopt a more comprehensive and elaborate vision of non-formal education. For example, the generalization of bilingual education while using the local and the French languages as media of instruction could be a fertile ground for local language survival and cultural promotion, thus ensuring community involvement and endorsement of the educational programme. Also, studies abound that in terms of academic achievement, students tend to do better when taught in

their mother tongue. Indeed, students are the expression of their culture and families, then the gap between learners and the community could be bridged through tailoring a curriculum that fit the local realities.

As for adults, the perspective of continuous education should be envisaged. Continuing education is defined as “any type of post-secondary education used to either obtain additional certificates to strengthen one’s professionalism whereas continuous education is a structured educational activity designed or intended to support the continuing development of individual or a group of individuals to maintain and enhance their competence. It promotes problem-solving and critical thinking” (As cited in Gbadamosi, L., *Planning and Financing Continuing and Non-Formal Education in Nigeria*. 2013. p.186).

As Rita Süßmuth suggested it, we are light-years away from a coordinated donors’ policy. Let us stand up for the fact that bilateral donors, international financial organizations and other development participants must finally recognize the potentials and the importance of youth and Adult Education and award them reliable, long-term resources of an appropriately large amount, giving particular consideration to the interests of the disadvantaged in the populations of the South.

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