United Nations Educational, Scientific
and Cultural Organization

An Expanded Vision of
Basic Education
Situation Reviews in Nine Countries

Authors are responsible for the choice and presentation of facts contained in their articles and for the opinions expressed therein, which are not necessarily those of UNESCO and do not commit the Organization.

The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of UNESCO concerning the legal status of any country, territory, city or area, or of its authorities, or concerning the delimitation of its frontiers or boundaries.
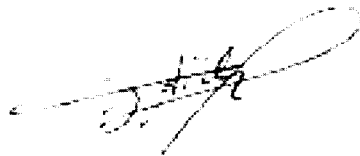
Preface

The Division of Basic Education at UNESCO has implemented the pilot phase of a project, Educators for Basic Education programme: Integrated Policy and Training, with financial support from the Government of Norway. As part of the activities of this pilot phase, the nine countries taking part in it – The Gambia, Guinea, Jordan, Kenya, Mali, Mexico, Senegal, Vietnam and Zambia – have carried out Situation Reviews of their approaches to basic education. This document is a summary of the findings of these reviews.

The Situation Reviews were intended to assess the general status of the achievement of the targets set by the World Conference on Education for All, Jomtien, Thailand (5 – 9 March, 1990). Special emphasis was given to their achievement of the expanded vision of basic education, particularly to the integration of formal and non-formal basic education programmes. Since there was a lack of information and data on the progress and development of non-formal basic education, the assessments made were less precise than had been hoped. Furthermore, as the Situation Reviews were conducted in only a small number of countries, any generalizations, expressions of views, or arguments presented in this document, should be treated with caution.

Nevertheless, it is considered that the experiences, successes and failures reported by the nine countries highlight the problems and obstacles that are encountered when attempting to transform the expanded vision of basic education into reality. This document is expected, therefore, to serve as a guide for similar efforts being undertaken by other countries in this regard.

The preparation of this document was a collective effort. First, I would like to thank the national project teams in the respective countries, who prepared their country reports. Special thanks are due to Ms Criana Connal and Mr John Allen, who helped prepare the initial structure of the document and to Mr Thomas Bediako, Mr Gabriel Carron and Mr Warren Mellor, who provided valuable comments. Special thanks and gratitude are reserved for Mr Ki Su Kim, who helped prepare the final text of the manuscript. I must also convey my thanks to the members of the UNESCO Technical Working Group for the devotion they have shown in the preparation and production of this document.

Aicha Bah Diallo

Deputy Assistant Director-General for Education

UNESCO

Contents

1. Introduction

The Jomtien Declaration of 1990 was significant for its commitment to 'Education for All' (EFA). It pronounced basic education to be 'a fundamental right for all people'[1] and its provision 'a common and universal human responsibility.'[2] Furthermore, it put forward an 'expanded' vision of basic education with a focus on quality and equity, ensuring that even the most disadvantaged individuals and groups of the poorest country would receive the kind of quality education they needed. This vision would encompass efforts:

- Universalising access and promoting education for all individuals and groups of individuals including the most disadvantaged;

- focusing on the actual learning acquisition by those in need;

- Broadening the means and scope of basic education to encompass both formal and non-formal education;

- Enhancing the nutrition, health and general physical and emotional environment for learning; and

- Strengthening partnerships among all sub-sectors and forms of education.

The Jomtien Declaration, then, proclaimed that such efforts required:

- Developing a supportive policy context in the social, cultural and economic sectors;

- Mobilising existing and new financial and human resources, public, private and voluntary; and

- Strengthening international solidarity and equitable and fair economic relations to address existing economic disparities.

This 'watershed' commitment[3] indeed entailed some visible changes. In the assessment of the Dakar World Education Forum of 2000, however, such changes were far from satisfactory, because so many children, youth and adults still had no access to the kind of education they needed.[4] Therefore, the Forum prepared a number of strategies to attain some time-bound goals in order thereby to meet the requirements. And it declared that 'drawing on the evidence accumulated during the national and regional EFA assessments and building on existing national sector strategies, all States will... develop or strengthen existing national plans of action by 2002 at the latest.'[5]

In order to promote the development of basic education in countries, UNESCO launched a pilot project, 'Educators for Basic Education: Integrated Policy and Training' (EBEP) and, as part of this project, organized Situation Reviews in nine countries: The Gambia, Guinea, Jordan, Kenya, Mali, Mexico, Senegal, Vietnam and Zambia. The purpose of the Situation Reviews was to prepare grounds for the devel-

The Jomtien Declaration pronounced basic education to be 'a fundamental right for all people' and its provision 'a common and universal human responsibility.'

The assessment of the Dakar World Education Forum of 2000 revealed that many children, youth and adults still had no access to basic education.

1. 'World Declaration on Education for All and Framework for Action to Meet Basic Learning Needs', adopted by the World Conference on Education for All, 'Meeting Basic Learning Needs', Jomtien, Thailand, 5-9 March 1990, p. 2.
2. *Ibid.*, p. 15.
3. C. Wright and R. Govinda (eds.), *Three Years After Jomtien: EFA in the Eastern and Southern Africa Region*, UNESCO, Paris, 1994.
4. *The Dakar Framework for Action*, UNESCO, Paris, 2000, pp. 17- 22.
5. Ibid.

opment of national plans – with special focus on basic education educators-related issues.[1] This article is a summary of the key findings of the Situation Review Reports submitted by the nine countries.

This document discusses the vision, reality and challenges of the expanded vision of basic education.

It first discusses what to consider when viewing basic education in an expanded scope, in developing systems and policies for basic education and in operating educational programmes. Then, in light of the Jomtien Declaration, it addresses three aspects: (1) the Vision – how the concept of basic education is being expanded in the nine countries, what policy and systemic changes are taking place and how educators are being prepared for basic education; (2) the Reality – what is the availability of necessary resources, how partnerships are being developed between different sub-sectors of basic education and how necessary data and information are being collected and distributed; and (3) the Challenges – what challenges now face these countries.

2. Basic Education in the Jomtien and Dakar Frameworks

It may be useful to begin by reminding ourselves of what is meant by basic education in an 'expanded' vision.

Basic education means the education required for individuals to operate in a society.

Basic education means, literally, the education required for individuals to operate in a society. At Jomtien, the world declared this kind of education to be a fundamental human right, obviously because an individual being excluded from it would imply his or her being excluded from the mainstream life of the society to which he or she belongs. Losing opportunity for basic education means losing opportunity to develop the abilities to operate as well as others in society. On the other hand, a society in which many members do not receive basic education will be disadvantaged in pursuing economic and social progress, for the many members not having such abilities would mean their exclusion from society-wide efforts for increased wealth and social well-being. For the good of the members concerned and for the good of society at large, therefore, basic education is important.

Basic education, however, is an ambiguous concept in the sense that no universally agreed-upon definition of it exists.

Basic education, however, is an ambiguous concept in the sense that no universally agreed-upon definition of it exists. What kind of education is basically required for social operation is relative to the conditions of the society concerned. In the mid-nineteenth century, for instance, European and North American countries established a network of primary schools as the vehicle for delivering a common basic education to their membership. Such countries are now operating secondary schools, in addition to primary schools, as part of their scheme of compulsory common education, apparently in the view that basic operation in their societies requires not only primary education but also secondary education. This view is now gradually being expanded to include some post-secondary education. Meanwhile, there are countries in which compulsory education even at the level of primary education still exists only as a goal. Such countries are practically deterred from embracing the view of their 'better-off' neighbours. A sensible and practical

---

1. UNESCO, 'Country Situation Review: Guidelines', typescript.

notion of basic education, therefore, has to be explored in the concrete context of the society concerned.

An 'expanded' notion – or vision – of basic education, however, should not be explored in order to justify the status quo but, instead, to frame a set of viable goals with which to seek improvement. In a country in which even education at the primary level is not provided to all of its members and their children, social operation may not require very much 'basic' education. In the Jomtien light of fighting the problems of the status quo by means of an orchestrated commitment of various forces inside and outside the country, however, the content of basic education has to include considerably more than what is now necessary for basic operation in the society concerned. Hence, the Jomtien Declaration states, 'To serve the basic learning needs of all requires more than a recommitment to basic education as it now exists. What is needed is an "expanded" vision that surpasses present resource levels, institutional structures, curricula and conventional delivery systems while building on the best in current practices.'[1] The scope of basic education in such an expanded vision has to cover not only those who are of school age but also those who are older and employ diverse, yet well co-ordinated forms of education. Here, the six goals agreed to in Dakar set a range of matters to consider across individual countries for the exploration of a viable expanded vision of basic education.[2] The six goals can be summarised in two points:

An 'expanded' vision of basic education should not be explored in order to justify the status quo but to frame a set of viable goals with which to seek improvement.

Basic education should be all-embracing in terms of its target group and mode of delivery employed. It also should be relevant to addressing the various learning needs of all individuals.

- that an expanded definition of basic education should cover both early childhood care and education and primary education for children and non-formal education in various programmes, such as literacy, upgrading and life-skills programmes, for youth and adults and

- that the content of the definition should be something that is excellent in quality and, in function, meets the essential educational needs of all individuals and groups – even the most vulnerable and disadvantaged children, women and girls, races, ethnic groups and so on.

An expanded vision of basic education – or its definition – will have to be explored within the confines of the above discussion while coping with the conditions of individual countries. Setting goals and strategies, developing systems and policies and operating basic education programmes will, then, have to take place in that vision. This thus sets a framework for this summative commentary.

3. The Vision

The nine countries which submitted their Situation Review Reports have made efforts to develop an expanded vision of basic education beyond their conventional concept of formal schooling and to implement the vision in their society – but with varying degrees of success. The following three sections describe the progress they have made, as well as their difficulties.

---

1. 'World Declaration on Education for All', Article 2.
2. See *The Dakar Framework for Action*, 'Goals,' pp. 15-17.

3.1 Expanding the Vision of Basic Education

The expanded vision of basic education, which demands going beyond the conventional concept of formal schooling, naturally confronts opposition and difficulties, both conceptual as well as political. Under the circumstances of unsatisfactory participation in formal schooling, politically, efforts to promote 'basic' education concentrate initially on its formal aspects, particularly on the provision of primary schooling. This political priority, then, imposes practical limits on the conceptualization of basic education in an expanded way. Generally, thus, the countries have so far not come up with an elaborated definition of basic education in an expanded vision.

Focus still on Primary Schooling

Primary schooling is still being considered to be the principal means for meeting basic educational needs.

In most Situation Review Reports, primary schooling is still being considered to be the principal means for meeting basic educational needs. To this, non-formal education is added as a complementary element at the level of a general vision of basic education, if not necessarily at the level of educational systems and policies. In all of the Situation Review Reports, for instance, non-formal early childhood care and education, out-of-school programmes for youths and literacy and other adult education programmes, as well as formal primary education, are all quoted as being included in their broad view of basic education (Table 1).

Table 1: Ages for Basic Education

Country	Primary Education	Early Childhood Care and Education	Out-of-school Equivalency Education for Children and Youth	Literacy and Adult Education
The Gambia	Lower Basic (Primary) 7-12	3-6	8-15	15 +
Guinea	7-14	0-6	14-17	17 +
Jordan	6-16 (Grades 1-10)	44-68 months	N/A	16 +
Kenya	6-13	0-5	10 +	18 +
Mali	7-12	3-6	9-15	15 +
Mexico	6-12	0-5	10-14	15 +
Senegal	7-12	3-5	9-14	15 +
Vietnam	6-10	3-36 months (nursery)/ 3-6 (kindergarten)		15 +
Zambia	Basic School (Grades 1-9)	3-6	10-20	15 +

There are differences in the ways in which the countries understand individual areas of basic education.

There are, however, differences in the ways in which the countries understand individual areas of basic education. For example, the ages of the children for whom early childhood care and education are provided are different across countries. Some countries consider that early childhood care and education should be provided from the very first years of life while others leave it until much later. Such

8

differences may suggest the difficulties some countries face in providing learning opportunities to very young children; they may also imply that the meaning and importance of early childhood care and education differ widely from one country to another.

Literacy education is another area of showing differences. While all countries consider literacy to be an important component of basic education and actually have literacy programmes, their approaches vary. Some countries have policy statements, in which literacy is not defined narrowly as a mastery of the 'Three Rs' – reading, writing and arithmetic – and as something worthwhile just for the merit of simply acquiring it, but rather as something related closely to other areas of learning, such as indigenous knowledge, problem solving and life-skills, which facilitate the learners' daily operation in society. Other countries simply set the 'eradication of illiteracy' as one of their major goals or targets.

Obstacles

Such differences are not problematic at all so long as the countries make efforts to obtain a clear definition of basic education in the expanded vision suitable to them. As is frankly admitted in The Gambia's Situation Review Report, there are still obstacles for expanding the vision of basic education and laying it down in precise terms for implementing basic education programmes in areas other than formal schooling. In many quarters of that country, non-formal education is still regarded as being inferior to formal education and a 'second best' option for basic education. It is sometimes recommended as a suitable means of providing learning only for those so far denied educational opportunities, such as the marginalized, the disadvantaged and minority groups. Non-formal basic education thus has a stigma attached to it from the very outset and its potential for providing cost-effective and alternative approaches to meeting the huge demand for basic education is unfairly neglected by education authorities.

Non-formal education is still regarded as being inferior to formal education and a 'second best' option for basic education.

Without a drastic enhancement of the quality and relevance of non-formal basic education, such a prejudice – and other obstacles – will continue to deter efforts to expand the vision of basic education and define basic education accordingly. The drastic enhancement requires, among others, appropriate changes in the systems and policies of non-formal basic education. However, unless a practicable and sensible definition is in place in each country – elaborating what areas of non-formal education fall under the category of basic education, what the contents of education that constitute "basic" education in each of the areas are, what goals or targets are to be attained and so on – changes in educational systems and policies will continue to be misguided by vagueness, ambiguity and ambivalence.

Drastic enhancement requires appropriate changes in the systems and policies of non-formal basic education.

3.2 Changing Systems and Policies

The nine countries are, generally, moving towards systems and policies necessary for exploring and implementing basic education in an expanded vision. They have come to note the importance of the non-formal sector in basic education and, accordingly, identified related governmental offices and, through them and in association with non-governmental agents, tried systemic and policy changes. However, they are confronting a number of problems.

There have been efforts to recognise and embrace non-formal approaches in their national system of education, but the priority of policy making is still being given to expanding and/or improving the formal schooling system.

Priorities on the Formal Sector

There have been efforts to recognise and embrace non-formal approaches in their national system of education, but the priority of policy making is still being given to expanding and/or improving the formal schooling system.

Kenya seeks to broaden the scope of its 8-4-4 framework of schooling. There have been efforts to recognise and embrace non-formal approaches in their national system of education, but the priority of policy making is still being given to expanding and/or improving the formal schooling system. Kenya, for example, seeks to broaden the scope of its 8-4-4 framework of schooling in order to add two more years of early childhood care and education to the existing system of formal basic education, which consists of eight years of primary schooling and four years of secondary schooling, or technical and vocational training. Separately from the system of formal education, as well, Kenya is now providing lifelong and continuing education and training for those aged eighteen and above. In Mexico, too, basic education now consists of ten years of compulsory education from ages five to fourteen and efforts have been made to lower the starting age to three.

A Mid-Term Review of The Gambia's education policy, undertaken in 1994-5, recognised the need to apply the 'expanded vision' of basic education more vigorously with regard to both policy and practice and, accordingly, the government restructured its Department of State for Education. The main purpose of this restructuring, however, was to streamline existing educational structures for the activities foreseen in accordance with a decentralization policy and also to facilitate monitoring and evaluation, rather than to expand basic education well beyond the system of formal schooling. Jordan, meanwhile, identifies its basic education programme as consisting of ten years of compulsory schooling, starting at the age of five years and eight months and also considers it to be mainly within the formal system.

Troubles in Policy Implementation

True, the nine countries have made further efforts to boost non-formal basic education as a sector important for its own merits and indeed have developed policies to garner participation from various groups and individuals. But implementing new policies seems to pose a greater challenge than anticipated.

It is difficult to co-ordinate partners' non-formal programmes through a body outside the government structure.

For instance, Zambia's 1996 national policy, 'Educating Our Future',[1] stressed the need for partnership between the government, civil society and communities. Community schools have subsequently mushroomed. The Zambia Community Schools Secretariat (ZCSS), an autonomous body headed by an Executive Director, was established in 1997 as an umbrella body for the co-ordination of community school activities. Its activities were monitored by a board consisting of representatives from business, NGOs, church organizations, the Ministry of Education and civil society. The Ministry of

---

1. Noted in Zambia's Situation Review Report.

Education also designated a liaison officer to work with the board. Within the Secretariat, therefore, there was a structure of partnership set up. But an assessment undertaken in 1999 revealed a host of problems in community schools including under-funding, lack of supervision and the low qualification of teachers. Most importantly, the assessment concluded that the problems arose mainly from a lack of co-ordination among those involved in the administration of community schools and recommended that a desk for community schools be established within the Ministry of Education. This episode illustrates some of the difficulties of co-ordinating conflicts and disagreements in non-formal settings through a body structured outside the line ministry.

Even when different offices co-operate with each other, it is often difficult for them to find mutually-agreeable policies, especially when they have potentially conflicting approaches to and competing interests in, basic education. An example of this is Kenya's Post-Literacy Project (KPLP). The latter was set up in 1996 by the Department of Adult Education (DAE) in the Ministry of Culture and Social Services in collaboration with the Kenya Institute of Education (KIE). The project, which is an ongoing one, is intended to develop a joint national post-literacy curriculum. While the KIE favors courses which emphasize academic achievement, the DAE prefers community-based ones using more participatory methodologies. The primary concerns of the KIE are, therefore, to ensure re-entry into the formal school system and to provide flexibility within the framework of continuing and lifelong learning for non-formal education learners. The challenge is to reach an understanding between those who want a more academic curriculum with predetermined learning achievements and those who wish to respond more directly to the practical learning needs of the beneficiaries.

It is difficult to find mutually-agreeable policies when they have potentially conflicting approaches to and competing interests in, basic education.

What to Consider

The integration of formal and non-formal basic education is of vital importance. Basic education – formal or non-formal – has dual demands to meet: it has, on one hand, to meet the needs of diverse learners in basic education to adapt learning approaches to their social and political environment and, on the other, to satisfy the call for a standardization of skills and basic competencies by means of formal education. For this, they need to develop a flexible definition of basic education and ensure that basic education thus defined is accessible to all, while also answering the demand for criteria, operational guidelines for management and for monitoring. This requires that basic education programmes in different sectors should not operate separately according to different goals and criteria. The value of non-formal education, however, is not to be understood only from the strategic point of view, namely of mobilising all possible resources in order to provide opportunities for basic education. Non-formal education has its own values.

The value of non-formal education is not to be understood only from the strategic point of view. Non-fomal education has its own values.

The responses of the countries to these dual demands have been of two kinds: linking and merging. These means are best seen as two parts of a coherent process, rather than as mutually exclusive. Linking and merging can be initiated at all levels: policy planning and implementation, institutional delivery and pedagogical practice.

Linking and merging of formal and non-formal education should be seen as a coherent process.

The nine countries are pursuing integration in a typically common way. They have made efforts to embrace the expanded vision at least at the policy level and, to some extent, at the system level by restructuring and trying to connect relevant governmental offices. However, making policy changes and amendments at the governmental level proved easier than implementing them in reality, when the government proved not the sole agent involved in basic education. Frustrations followed, therefore.

Basic education involves and must involve, different partners outside the government system.

Basic education involves and must involve, different partners outside the government system. Without taking realities into account and establishing sensitive mechanisms and supports for the orchestration of different approaches to meeting the educational needs of diverse individuals and groups and, more importantly, without fully mobilising and empowering different agents and partners, it will remain a daunting challenge to give the benefit of basic education to all those who need it.

3.3 Preparing Educators for Basic Education

Basic education educators are required to perform a wide range of tasks. The training of such educators is to be explored in a new light.

Among the many agents and partners in basic education – leaders, sponsors, professional organizations, community groups, families and so on – the educators who are actually engaged in basic education programmes play the most crucial role. The expanded vision demands the development of basic education educators' solid professional expertise as well as proper salaries and morale boosting. Basic education educators are required to perform a wide range of tasks, within both formal and non-formal settings. They may be asked to adapt and apply, the national school curriculum, select or design appropriate pedagogical techniques and identify learners' various needs. They may be expected to collaborate with parents and communities and to become resource persons. They may also be required to assist in various educational campaigns.

Such a wide range of tasks can be met effectively neither by an amateur educator nor by an educator who has been trained for the system of formal schooling. As much as the ideas about an expanded vision of basic education are new, the training of such educators is to be explored in a new light – in terms of developing a new pedagogy which is applicable to various formal and non-formal education situations, or a set of teaching strategies for different situations; organising versatile training programmes; engaging basic education educators, other educators and educational researchers in the development of professional expertise; and so on. As well, it is necessary that the currently employed educators' capacities are expanded through organized training or retraining programmes and new educators recruited and trained for various basic education settings.

Awareness of the Problem

Although little has been done to introduce policies for expanding basic education educators' capacities through versatile and flexible training programmes, most of the nine countries are drawing attention to the problem. That is, no comprehensive policy exists for the training of educators for basic education, to equip them to face the challenge of implementing and maintaining basic education programmes. A paragraph in The Gambia's Situation Review Report describes this problem persuasively:

Considering the demands made on personnel... there should have been a policy pronouncement on the recruitment and training of non-formal education personnel. On the contrary, the education policy is silent on the modalities of recruitment and training of non-formal educators. Perhaps this is based on the assumption that anybody who is literate can facilitate adult learning, which is certainly not the case. Because of this lack of appreciation of the need for special skills and training for adult educators, non-formal educators are deprived of opportunities to train.

This is an ironic phenomenon in view of the fact that all countries stressed, at Jomtien and in Dakar, the vital role played by basic education educators in the achievement of quality education for all and recognized that they are central to an effective education reform.

No comprehensive policy exists for the training of educators for basic education to equip them to face the challenge of implementing and maintaining basic education programmes

Approaches

The statement of reform policies in Senegal, made within the framework of a Decade programme on Education and Training (DPET), describes a possible way of providing training for basic education educators. These reforms include the restructuring of training colleges and the development and use of a new training reference manual. The stated 'mission' of the restructured training institutions is illustrative:

To undertake the training of teaching staff in both formal and non-formal basic education. Specifically, to carry out the multi-grade training of educators, enabling trainees not only to handle classes from pre-school to primary school levels, but also to face the challenges of community development posed by non-formal basic education. Such integrated and multi-disciplinary training will be grounded in a thorough knowledge of the learners' immediate environment and the socio-cultural context of Senegal, in general.[1]

To complement the restructured training colleges, a joint study, initiated in 1995 by the Department of Continuing and Initial Education and the Centre d'études pédagogiques pour l'expérimentation e et le Conseil international (CEPEC), resulted in the development of a new training reference manual. This manual is not only a teacher-training resource but also a tool for the reorientation of educators in non-formal basic education. The manual recommends the use of some of the following strategies: practice sessions, understanding school management in formal and non-formal settings, simulation exercises, interdisciplinary seminars and presentations of case-studies. The educators graduating from the newly created training institutions are expected to be able to teach multi-

So much is expected of the basic education educators, their training should be as broad-based as possible.

---

1. Cited from Senegal's Situation Review Report.

grade classes and support the development of non-formal basic education programmes. It seems necessary here to note that since so much is expected of the basic education educators, their training should be as broad-based as possible. Its provision, as well, should not be made exclusively by the Ministry of Education but in co-ordination with other related ministries, professional bodies in education and NGO communities.

A case in point is The Gambia. After agreement with programme administrators, the government, NGOs and community organizations set up a National Co-ordinating Task Force to meet the need for basic education educators. It has representatives from the Department of State for Education, Health, Agriculture, the Women's Bureau, Community Development and NGOs. The purpose is to bring teacher education more in line with human development needs and aspirations, to develop a greater harmonization among formal, non-formal and informal education sectors and to lead the sectors to recognising the possibility that each sector can learn from the others.

In Jordan, the training of basic education educators is seen as the responsibility of the Directorate of Continuing and Adult Education in the Ministry of Education. A National Project Team of stakeholders from the public and private sectors assists in providing leadership and direction to technical and working groups. There are also partnerships with other ministries involved in literacy instruction.

In Kenya, too, responsibility for the implementation of workshops and in-service training courses remains predominantly with the Ministry of Education, Science and Technology and universities and other higher education institutions, but other ministries and NGOs are also involved in the organization and delivery of the programmes.

The countries are keen to ensure that the priority learning needs of the beneficiaries are taken into account in the training of basic education educators. For example, in a Mexican plan, training educators for migrant children is proposed to be done through Teaching Community Training Networks, staffed by teacher trainers and researchers and by means of regional workshops and state meetings. A fundamental aspect of the approach is to work closely with communities and not only with teachers and researchers but also with parents and children and in accordance with their needs. Much emphasis is placed on practical training methods and on benefiting from the experience of actually employing the methods and by the establishment of ties with NGOs, and federal and state authorities.

Beyond the Existing System

As suggested in the previous subsection, connecting or merging structures, systems and practices of the formal and non-formal sectors for an integrated approach to basic education presents a great challenge and this challenge can be met only by a long-term commitment. The nine countries participating in the Situation Reviews have advanced to develop pilot national action plans to tackle the issue at least in the field of training basic education educators. Their common concern is how to go beyond the existing system of teacher training and meet the diverse learning needs of the many who have been denied access to basic education.

Jordan focuses on establishing an administrative unit within the Ministry of Education that can oversee matters related to the training of both formal and non-formal basic educators. The structural mechanism is expected to facilitate an integrated approach. The Gambia, Kenya, Vietnam and Zambia attempt to provide teachers with training opportunities to learn about non-formal programmes so that they can perform dual functions. To that effect, they intend to introduce an integrated curriculum to teacher training institutions as well as refurbish the policy framework. Mali, Senegal and Guinea go a step further and aim at elaborating an integrated training programme for polyvalent educators for basic education working in both formal and non-formal settings. This will be tackled at the policy, system and practice levels. Mexico aims to provide educators with training opportunities to deal with migrant children in the non-formal sector, but the approach employed is more network-based, utilising networks of all stakeholders including the migrant children themselves and their families.

Jordan is trying to establish an administrative unit within the Ministry of Education that can oversee matters related to the training of both formal and non-formal basic educators.

Despite different approaches to integration, the countries all agree that it is necessary to proceed with caution in the implementation of their plans. Guinea, Jordan, Mali, Vietnam and Zambia make it clear that their plans are to be of a pilot nature. The countries also feel that it is of utmost importance that the purpose of the plans is explained to and fully understood by, all stakeholders – NGOs, private institutions, policy makers and the mass media – and set up measures to network, inform and involve them. In this regard, Mexico moves a step ahead and will set up a communications network on the Internet, with all stakeholders involved in the education of migrant populations, which are the beneficiaries of their project. In spite of such positive movements, the reality is not necessarily bright.

It is of utmost importance that the purpose of the integrated training and policy is explained to and fully understood by, all stakeholders.

4. The Reality

The nine countries have embarked on innovative efforts and aim at translating the expanded vision into reality. Yet their efforts have been greatly hampered by various obstacles. Among others, the countries have noted the scarcity of resources, poor data and information difficulties in developing partnerships. Some of these problems, such as the provision of resources, are chronic to the whole education sector and others, such as the lack of information and data, are rather the case in non-formal basic education. Difficulty in developing partners is a challenge, which has arisen from the expanded vision that requires a greater mobilization of different sectors and partners in society.

The following sections describe how these obstacles have hampered the implementation of the expanded vision and how the countries have faced such challenges.

4.1 The Scarcity of Available Resources

As acknowledged at Jomtien and in Dakar, the government's allocation of sufficient financial and other resources to all components of basic education is of vital importance for the successful satisfaction of educational needs of all individuals and groups. The reality betrays this requirement, however and arouses a serious concern in

the preparation of plans for attaining the goals agreed to in those places – a concern about the lack of resources, financial resources in particular.

The Bleak Situations of Education Funding

The education sector has to compete with the demands for funds from other sectors and it would be unrealistic to suppose that the needs of education would be given priority.

In the compilation of national budgets, as a rule, the education sector has to compete with the demands for funds from other sectors and it would be unrealistic to suppose that the needs of education would be given priority over those of other even more demanding sectors. On the other hand, available resources are not abundant. In all the countries, in 1996, the public sector fund allocations made to education ranged from 1.9 per cent to 7.9 per cent of the gross national product (GNP) (Table 2). Considering the fact that the economies of those countries were mostly of a small volume, it is obvious that the actual share of the entire education sector is very small in most of the nine countries.

In a rough estimation based on the data supplied in Table 2, Mexico allotted nine times more money to education than Kenya and Senegal, eighteen times more than Guinea and thirty-six times more than Mali. Compared with more affluent countries, however, the Mexican case of education funding is far smaller. For instance, in the same year the money that went to the Mexican education sector was only one-sixth of what went to the Canadian education sector.[1] The scarcity of funds for education is a common problem in all nine countries.

Table 2: Public Expenditure on Education (PEE) by Country, 1996

Country	Gross National Product (GNP) $	PEE: % of GNP	PEE: $ per capita	PEE: % of Public Expenditure	Teacher Salaries % of PEE
The Gambia	N/A	4.9	N/A	21.2	49.1
Guinea	560	1.9	10.64	25.6	N/A
Jordan	1 650	7.9	130.35	19.8	70.4
Kenya	320	6.5	20.80	16.7	N/A
Mali	240	2.2	5.28	N/A	51.7
Mexico	3 670	4.9	179.83	23.0	89.7
Senegal	570	3.7	21.09	N/A	59.9
Vietnam	290	2.9	8.41	N/A	65.3
Zambia	360	2.2	7.92	7.1	N/A

Note: Figures are for 1996 and adapted from The World Education Report, UNESCO, Paris, 2000. But GNP figures are for the same year (1996) and cited from World Development Indicators, World Bank, Washington DC, 1998, CDROM.

Of the small amount of funds allocated to education, more than 50 per cent goes to higher education.

Of the small amounts of funds allocated to education, according to the Situation Review Reports, more than 50 per cent goes to higher education. In Zambia, for example, the cost of one university student is equivalent to that of four secondary school students, or that of ten primary school pupils. The ratio of the cost of education for primary, secondary and university levels is, therefore, 1: 4: 10, or 7%: 27%: 66%. In Kenya, too, there is a great disparity between the

---

1. Canadian figures are also derived from the UNESCO and the World Bank data.

expenditure on primary education and that on higher education, with higher education taking the lion's share. This causes primary schools' dependence on the payment of fees for attendance which, in turn, causes troubles for the poor parents who are unable to pay for their children's education.

Of the few resources that go to education, furthermore, a smaller portion is spent for teacher salaries in poorer countries than in more affluent countries (Table 2). This may be so because a large portion is taken by higher education and perhaps because the demanding situation of the educational infrastructure takes another large portion. Low teacher salaries thus entailed keeps teacher morale low in formal schooling let alone non-formal basic education programmes. Under such circumstances, to recruit a sufficient number of basic education educators and give them proper training is not an easy job.

Seeking New Resources

According to the Situation Review Reports, the countries have endeavoured to increase available funds for education in order to cope with such serious probleMs The widely employed measures include financial partnerships with communities, cost-sharing programmes and the introduction of school fees for primary education. Countries like Mali and Zambia have been encouraged to do this by the assumption that contributions from families and communities provide an important stimulus for greater responsibility and accountability at the local level. This assumption, however, seems to be problematic, because the potential financial contribution from the community has to be limited if money is scarce in the community and school fees only deny children from poor families access to basic education.

Financial resources for basic education are often considered solely from the point of view of budgets administered by the Ministries of Education. However, there are other resources available in other ministries and departments as well as the private sector, which can be supplementary to the funds supplied by the government. Yet, due to a lack of information and data related to what they are and where they are, they are not mobilized as much as they should, or could be. As well, without a proper mechanism set up to co-ordinate contributions from different sectors and partners, the success of joint financing seems limited.

In the final analysis, however, the problem of insufficient financial resources for an expanded basic education can be solved neither solely by changing priorities in the government's fund allocation nor by exploring additional financial resources in the domestic context. Unless the economic situation of the countries improves drastically, available financial resources will remain constantly unsatisfactory. The drastic improvement of the economic situation requires, as aptly noted in both the Jomtien and the Dakar frameworks, a determined commitment by the world to co-operate in the international context to reduce imbalance in trade and debts and stimulate the economic growth and development of the worse-off countries.[1] Basic education in such countries is an activity of 'national capacity building' and, as such, has to be organized and funded in this context, to a large part

The problem of insufficient financial resources for basic education cannot be solved unless the economic situation improves drastically.

---

1. 'World Declaration on Education', pp. 15-19. / Dakar Framework for Action, p. 18.

if not entirely, through 'co-operation in the international context' if it is to be pursued 'in an expanded vision that surpasses present resource levels', as acknowledged at Jomtien.

To say so, however, is not to deny the importance of mobilising domestic resources, financial or human. Especially noteworthy in terms of mobilising human resources is the promotion of partnerships among various offices, groups and individuals.

4.2 Difficulties in Partnership Development

The Jomtien Declaration and the Dakar Framework for Action emphasized the importance of seeking new and revitalized partnerships at all levels, especially partnerships between governmental and non-governmental organizations, such as the private sector, local communities, families, teachers engaged inside and outside basic education and professional organizations in education.[1] It did so unmistakably because partnerships between such agents were the mechanisms for mobilising human resources for a quality basic education. Linked to the lack of a coherent policy on non-formal basic education, to the overall shortage of financial resources and, as we will see in the next subsection, to the gaps in data collection and distribution, however 'new and revitalized partnerships' appear to remain a matter that needs to be addressed urgently in taking steps for national plans for basic education.

Partnership in the Government Structure

Decentralization has often been used as a means for transferring responsibilities that central authority did not wish to maintain.

Partnerships within the government structure have, in part, to do with decentralization. Decentralization is the axis around which vertical co-ordination and partnership between the central and local authorities revolve. In principle, decentralization, pursued in this light, should make education managers more responsive to local needs and increase local capacities and accountability. In reality, nevertheless, decentralization has often been used as a means for passing responsibility on to local authorities for carrying out decisions made by the central authority, or for transferring responsibilities that central authority did not wish to maintain. Responsibilities have thus been decentralized, but, more often, not the allocation of necessary resources. Moreover, whilst the transfer of centrally-managed resources and responsibilities required the building of institutional and organizational capacities at the local level, few capacity-building initiatives have been undertaken for local authorities and groups.

Partnership between Public and Private Sectors

What is needed seems to be a co-ordinating mechanism that can not only facilitate linkages but also actually implement partnerships.

As for the partnerships between the public and the private sectors, what is needed seems to be a co-ordinating mechanism that can not only facilitate linkages but also actually implement partnerships. Jordan is a successful case in this regard. In that country, technical and vocational training had been conducted in the institutions of formal education until 1973. Then in 1976, a Vocational Training Corporation was established as a public body and was given overall responsibility

---

1. Ibid., Article 7, p. 7.

for apprenticeships. Since then, the Corporation has developed forty training centres and now plays a major role in establishing linkages between vocational training and the industry.

Such a co-ordinating mechanism needs a capacity of enforcement if it is to play its role properly. For instance, The Gambia has an association of NGOs – the TANGO – which co-ordinates the NGO activities in the field of basic education. Yet its role is limited to one of facilitator and, in the absence of an operational body that systematically enforces the TANGO's co-ordinative decisions, according to the Gambian Situation Review Report, 'rampant duplication' is being made in basic education programmes. Since NGOs are frequently in competition with each other for funds, they often adopt conflicting policies and programmes that undermine other sustainable development efforts if not mediated by a strong co-ordinating body.[1]

Empowering Stakeholders

The Situation Review Reports of some countries, such as The Gambia, Kenya and Zambia, note that although lip-service is often paid to the notion of stakeholders' participation, local beneficiaries continue to be the most under-represented group in co-ordination efforts. The systems and mechanisms which enable their voices to be heard, are lacking. Where such community bodies do exist and are given management responsibilities, they still do not possess the necessary capacity to fulfil their roles. For example, the people appointed to serve on local bodies have been largely unprepared for the responsibilities given to them and this has further marginalized them and reduced their decision-making power in partnership schemes.

Local beneficiaries continue to be the most under-represented group in co-ordination efforts.

Overall, the demand for greater local involvement in decision-making by local communities is not met sufficiently. In most cases, it ends at communal labour and collection of contributions. The local communities need empowerment in terms of knowledge, skills and some kind of power. The public sector, especially the concerned ministries, may well be expected to take leadership in this regard. However, all partners in the provision of basic education should be received on an equal footing and the public authority should not attempt to superimpose its own preconceived ideas on the other partners, or to act as the final arbiter in decision-making. There must be a willingness to discuss innovative approaches and there must be a readiness, on all sides, to compromise and adapt where necessary and furthermore, try to build the capacities of the partners.

The local communities need empowerment in terms of knowledge, skills and some kind of power.

4.3 Inadequacy in Data and Information Management

Another important area of concern in contemplating national plans for basic education in an expanded vision are the problems arising from collecting and distributing necessary data and information or, more precisely, from the absence of such activity. The paucity of data and information on non-formal basic education has been known

The paucity of data and information on non-formal basic education is serious.

1. D. Archer, The Changing Roles of Non-Governmental Organizations in the Field of Education, *International Journal of Educational Development,* 14/3, 1994; W. Hoppers, Learning the Lessons: A Thematic Review of Project Experiences, in Angela Little, et al., *Beyond Jomtien: Implementing Primary Education for All,* London, 1994.

generally, but the magnitude of the problem has not been as glaringly demonstrated as in the Situation Review Reports. The countries were asked to provide quantitative data in their Situation Review Reports on the training activities provided for basic education educators in formal and non-formal programmes, such as entry requirements, duration of training, in-service or any continuing training, qualifications obtained and so on. Data on training activities in the formal sector were indeed provided, but none of the countries was able to offer detailed information on training activities in non-formal basic education.

Three Typical Difficulties

The Situation Review Reports offer three typical reasons – among others – for the inability of supplying the requested information on non-formal education: conceptual, policy-related and capacity-related.

Conceptual:

- The lack of preparedness for the areas of non-formal basic education and an agreed definition.

Policy-related:

- There are no clear national policies for non-formal education, which results in no authorization from decision-makers for the systematic collection of non-formal basic education data;

- The lack of financial resources and trained data collectors and analysts; and

- Undefined boundaries of responsibilities, with no single institution or ministry accepting responsibility for collecting data on non-formal basic education.

Capacity-related:

- The lack of existing data, apart from the Education for All 2000 Assessment[1] and, specifically, the lack of national directories, or inventories, of personnel and agencies working in non-formal basic education;

- Inaccessibility to and under-use of existing baseline data and databases;

- Unreliable information given by respondents in the field and language barriers;

- Delays in submission of data requested because of long distances and poor networking;

- Non-submission of data requested;

- Poor record-keeping systems; and

- Poor databank facilities.

---

1. UNESCO, 'Thematic Studies: Education for All 2000 Assessment,' International Consultative Forum on Education for All, Dakar, Senegal, 26-28 April 2000.

As the countries reported, there is a pressing need to improve the technical processes of data collection and analysis on non-formal basic education. Technical obstacles are not unique to the collection of information on non-formal basic education but, rather, common in many other areas of investigation. The particular difficulty associated with non-formal basic education is that the latter's flexible and adaptable nature – and practice – which makes it difficult to develop operational definitions and, thus, hinders the development of sound data indicators and categories. Moreover, the absence of a clear policy framework for non-formal basic education makes it even harder to identify and locate, what policy needs the data sought for are meant to meet.

Guinea's Successful Experience

While few countries have done much to improve the situation, Guinea has experienced the necessity of having sound and relevant data and information. In 1991-1992, because of the shortage of primary school teachers in government schools, the Ministry of Education reformed the national policy for the recruitment of teachers. This was necessary because large numbers of under-qualified teachers were working in private schools for low pay and in poor working conditions while the country as a whole was experiencing teacher shortage. The apparent inefficiency of management of human resources led to an attempt to resolve the problem in a cost-effective manner. A decision was taken not to issue new contracts for teachers but, instead, to assign teachers from the existing pool of trained teachers and engage them in the reform processes. In a short duration of the governmental intervention, impressive results were generated.

The shortage of primary school teachers was tackled through redeployment of existing human resources. This was possible because of efficient data and information gathering and management.

The Guinean Situation Review Report attributes the success to the efficient use of the information base. First, the source of the administrative blockages was traced to the lack of appropriate and timely data on teaching personnel. Thus, efforts were made to set up a databank of educational personnel and censuses conducted. Analysis of the gathered data yielded three methods of redeployment. The first was vertical redeployment, which meant the transfer from secondary to primary schools of all those secondary school teachers who lacked the necessary qualifications to teach at that level. The second was horizontal redeployment in order to redress the balance between urban and rural discrepancies and teacher/pupil ratios. The third was the redeployment to primary schools of teachers working in administration or in other ministries while still being paid by the Ministry of Education. In addition, the newly created databank enabled administrators to impose a minimum working week of eighteen hours on teachers who had hitherto been working under contract for from four to ten hours per week. As a result, although teacher recruitment was frozen for two years, schools came to have more teachers than before and gross enrolment rates increased dramatically from 28 per cent in 1990 to 40 per cent in 1998.

Guinea's timely policy intervention, which centred on the redistribution of existing human resources, would not be possible had there been no data collection services to help the government make an inventory of and identify and locate, existing resources. On the other hand, data collection services would not be possible had the

Guinean government not sought them in spite of problems, difficulties and obstacles that apparently lay ahead. In this sense, the Guinean experience offers valuable lessons.

5. The Challenges

The countries do not, as yet, possess a clearly-defined concept of basic education. Administrative systems are not established and necessary s tate policies not yet prepared.

As so far identified, basic education in any expanded sense confronts, in all of the nine countries, a plethora of problems, difficulties and obstacles. Such problems and so on, are found in all spheres covered by the Situation Reviews. The countries do not, as yet, possess a clearly-defined concept of basic education which can be immediately translated to a national action plan that encompasses both formal and non-formal sectors of basic education. Administrative systems are, as yet, not established and necessary state policies not yet prepared satisfactorily to envision the future, grasp realities and take necessary actions. Measures and systems are far from prepared for recruiting and training educators – and re-training and re-deploying existing teachers – for the institutions and programmes that will be necessary for pursuing basic education in an expanded vision.

Such problems, difficulties and obstacles are accompanied by other problems and so on. Basic education is, as yet, not receiving required funds. The meagre sums of money that are now allocated to education are mostly going to the formal sector apparently because the latter is desperately in need of funds for setting up facilities and for hiring and paying teachers. Even so, the teachers in the formal sector are paid too inadequately for them to remain in high spirits. This leaves non-formal basic education largely neglected in terms of finding and training new basic education educators, engaging various groups and individuals in non-formal education programmes, building partnerships among the groups and individuals and connecting and/or integrating the formal and non-formal sectors of basic education.

A practicable national plan for attaining the goals set at Jomtien and reconfirmed and detailed in Dakar has to get over all or most of such problems, difficulties and obstacles. Upon reviewing what is provided in the nine Situation Review Reports in light of the Jomtien and Dakar Frameworks for Action, it seems appropriate to suggest to take into consideration some matters in the development and/or finalization of national action plans.

Expanding the Vision

- View formal and non-formal basic education in relation to the country's strategies for economic and social development. Set targets and develop policies, systems and programmes in this light.
- View formal basic education in light of expanding the capacities of the growing generation and enhancing the quality and relevance of formal schooling.
- View formal and non-formal basic education in light of empowering alienated individuals and groups – those who have lost educational opportunity and those who need upgrading, women, youths and other minority groups – for national capacity building as well as enhancing social justice.

• View non-formal basic education as a legitimate and effective way of meeting the basic educational need of all individuals and groups outside the bracket of school-age children. Enhance its quality and relevance for the socio-cultural and economic needs of the individuals, groups and communities concerned.

Setting Directions for Policy Action and System Building

• Consider the above four points under 'Expanding the Vision.'

• Ensure co-operation between governmental offices by creating co-ordinating bodies. Empower and enhance the capacities of such bodies.

• Enhance the autonomy and freedom of lower-level government offices and local authorities so that the latter can exercise independent judgement and make appropriate decisions in coping with local issues in basic education.

• Ensure co-operation and exchange between the public sector, NGOs and the private sector by creating co-ordinating bodies for that purpose. Empower and enhance the capacitis of such bodies.

• Develop mechanisms for linking formal and non-formal educational programmes on the local scene.

Educating Basic Education Educators

• Build expertise in basic education in an expanded vision. Enhance research activities by educational researchers and by the educators actually engaged in basic education in formal and non-formal settings. Make the findings of research activities available to policy makers, administrators co-ordinators and educators involved in basic education.

• Restructure existing teacher training institutions to accommodate teacher training needs for basic education in formal, non-formal and formal/non-formal conjoined programmes.

• Continue the various ongoing efforts to integrate the components of formal and non-formal education into the curriculum and/or programme of teacher training for basic education.

• Organize various short- and long-term ad hoc training programmes, workshops and so on, for training new basic education educators and for retraining teachers for formal and non-formal settings.

• Provide morale boosting for basic education educators both in formal and non-formal settings by increasing their salaries and improving their working conditions.

Finding New Resources

• Create newly available financial resources through international co-operation and, more importantly, by active measures for economic development. Consider such actions like connecting formal and non-formal basic education pro-

grammes to developmental projects as well as existing economic activities.

- Reclaim available financial resources by eliminating waste and redundancy in the execution of budgets. Fight corruption, restore transparency, streamline existing systems and programmes and avoid duplicity and redundancy. Stop internal and external conflicts.

- Explore ways to maximally mobilize existing financial and other resources. Co-ordinate programmes and activities in related offices in the government, communities, the industry and so on. Encourage activities by non-governmental groups and the private sector (companies, families and so on).

- Give funding priority to basic education. Organize various basic education programmes in formal and non-formal settings as part of developmental strategy and invest in those programmes as such.

Partnership Development

- Enhance co-operation and co-ordination between central and local authorities. In decentralization, make sure that necessary resources are secured and capacities expanded for local authorities together with new responsibilities.

- Enhance co-operation between the public and the private sectors and between private-sector activities, especially between NGOs' operations. Develop co-ordinating bodies, empower them and enhance their capacities.

- Connect the educators not directly involved in basic education, teachers' unions and other professional organizations in education, the educational institutions not directly involved in basic education, educational research institutions and enhance their contribution to basic education in an expanded vision.

- Enhance the contribution by all non-teaching staff involved in basic education in formal and non-formal settings. Expand their capacities by organising various workshops, seminars and so on and by publications and other media.

Data and Information:

- Collect, store and distribute data and information related to non-formal as well as basic education.

- Introduce necessary know-how and technology.

- Train and retrain necessary experts.

Many of these matters are easy to talk about but not quite so easy to address in the real situation of practice. They are, in this sense, "challenges" for those who are committed to pursue an expanded basic education on the national scene. There are, however, reasons to remain optimistic.

One such reason is the potential contribution of both formal and non-formal programmes of basic education to human development, and social and economic progress. Although there is debate about

the true relationship between education and economic development, in many countries economic development was preceded by educational expansion. All of the nine countries agree wtih the declarations of Jomtien and Dakar in the hope of alleviating the economic hardships through basic education in an expanded vision. If formal and non-formal basic education is organized and operated in relation to the efforts for economic development and social justice and if it responds to the real educational needs of the society and individuals and groups concerned, it will pay back in the form of actual economic development and improved social justice. The environment for expanded basic education will thus improve gradually.

Bibliography

Action Aid (2000), 'Civil Society Perspectives on Education for All: Broken Promises, New Hope', Synthesis Document for the Collective Consultation of NGOs, UNESCO, Paris.

Archer D. and Cottingham S. (1996), Action Research Report on Reflect: The Experiences of Three Reflect Projects in Uganda, Bangladesh and El Salvador, London.

Archer D. (1994), 'The Changing Roles of Non-Governmental Organizations in the Field of Education', in 'The Context of Changing Relationships with the State', International Journal of Educational Development, 14/3.

Bamber C. and Henderson A. (1996), Learning from Others: Good programmes and Successful Campaigns, Washington DC.

Bray M. (1996), Decentralization of Education: Community Financing, Washington DC.

Burchfield S. (1997), An Analysis of the Impact of Literacy on Women's Empowerment in Nepal, Cambridge.

Caillods F. (1997), 'The New Educational Environment: Planning for Participation', in Kemmerer, F. and Windham, D., (eds), Incentives, Analysis and Individual Decision-Making in the Planning of Education, Paris.

Carr-Hill R. (1994), 'Basic Education', Comparative and International Studies: International Encyclopaedia of Education.

Chapman D., Mählick, L. and Smulders A. (eds), (1997), Improving School Practice: Towardss Multi-Level Planning, Monitoring and Support, Paris.

De Stefano J. (1996), 'Community-based Primary Education: Lessons Learned from the Basic Education Expansion Project (BEEP) in Mali', Technical Paper 15, USAID, Washington DC.

Fuller B. (1990), 'Improving the Dialogue between the Producers and the Consumers of Educational Information', in Ross K. and Mahlck L., (eds), Planning the Quality of Education: The Collection and Use of Data for Informed Decision-Making, UNESCO, Paris.

Gaventa J. (1997), 'The Scaling-Up and Institutionalization of PRA, Lessons and Challenges', in Blackburn, J. (ed.), Who Changes? Institutionalising Participation in Development, London.

Hoppers W. (1994), 'Learning the Lessons: A Thematic Review of Project Experiences', in Angela Little, et al., Beyond Jomtien: Implementing Primary Education for All, London.

ILI/UNESCO (1998), 'Literacy Assessment for Out-of-School Youth and Adults.' Technical Report from Expert Seminar, Paris.

Lauglo J. (1995), 'Forms of Decentralization and the Implications for Education.' Comparative Education, 13/1.

Lewin K. and Berstecher D. (1989), 'The Costs of Recovery: Are User Fees the Answer?', IDS Bulletin, 20/1.

Lynch J. (1997), Education and Development: A Human Rights Analysis, London.

McGinn N. (1992), 'Reforming Educational Governance: Centralization/Decentralization', in Arnove R., Altbach P., Kelly, G., (eds), Emergent Issues in Education, Comparative Perspectives, Albany.

Muskin J. (1997), An Evaluation of Save the Children's Community Schools Project in Kolondieba, Mali, Institute of Policy Reform, Washington DC.

Mwamba W., et al. (May, 2000), 'Data Collection on Community Schools in Zambia', Final Report produced for the Zambia Community Schools Secretariat (ZCSS).

Myers R. (2000), 'Early Childhood Care and Development. A Global Review', prepared for the EFA Year 2000 Assessment, UNICEF.

© UNESCO

Newell-Jones. (1999), 'Post-Literacy in Kenya: Developing a National Curriculum, unpublished paper.

Nguyen V.D. (1999), Education in Vietnam: A Situational Analysis, Action Aid, Vietnam.

Obanya P. (1998), 'Patterns of Educational Reform in Africa', Prospects, 28/4.

Odora C. (1992), 'Decentralization and the Revalidation of the Indigenous Learning Systems', in Buchert, L., (ed.), Education and Training in the Third World, The Local Dimension, The Hague.

Okec A. et al. (1999), Evaluation of the Functional Literacy programme in Uganda, Kampala.

OXFAM (1999), Education Now: Break the Cycle of Poverty, Oxford.

PROBE (1999), Team, Public Report on Basic Education in India, New Delhi.

Samoff J. (1994), Coping with Crisis: Austerity, Adjustment and Human Resources, London.

Secretariat of the International Consultative Forum on Education for All (1990), World Declaration on Education For All and Framework for Action to Meet Basic Education Needs, UNESCO, Paris.

Siddhanti K. (1996), Financing and Resource Mobilization for School Education, A Study of Micro-Level Experiences, NIEPA, New Delhi.

Steifel M. and Wolfe M. (1994), A Voice for the Excluded: Popular Participation in Development, London.

Streeten P. (1979), 'Basic Needs: Premises and Promises', Journal of Policy Modelling, 6/2.

Thompson E. (1998), 'Developing a Post-Literacy Curriculum', A Discussion Paper. Kenya Post-Literacy Project.

Tietjen K. (1999), Community Schools in Mali, A Comparative Cost Study, Washington DC.

Torres R. M. (1996), 'Without the Reform of Teacher Education There Will Be No Reform of Education', Prospects, 26/3.

Tuijnman A., Kirsch I. and Wagner D. (eds), (1997), Adult Basic Skills: Innovations in Measurement and Policy Analysis, Cresskill, New Jersey.

UNDP (1999), Human Development Report, New York.

UNESCO, 'Country Situation Review: Guidelines', typescript.

UNESCO (1996), Data Collection and Analysis: Improving the Information Base for Literacy Programmes, Basic Manual, Paris.

UNESCO (2000), Education for All, Year 2000 Assessment, Statistical Document, Paris.

UNESCO (2000), EFA 2000 Thematic Study on Literacy and Adult Education, Paris.

UNESCO (2000), The World Education Report, Paris.

UNESCO (1998), World Education Report, Teachers and Teaching in a Changing World, Paris.

UNICEF (1999), Progress, Challenges and Future Strategies in Basic Education, New York.

UNICEF (1999), State of the World's Children, New York.

UNSO (1989), Measuring Literacy through Household Surveys, New York.

Wagner D. (1995), 'Literacy and Development: Rationales, Myths, Innovations and Future Directions', International Journal of Educational Development, 15.

World Bank (1998), World Development Indicators, Washington DC, CDROM.

World Bank (1999), World Development Report, Washington DC.

Wright C. and Govinda R. (eds.), (1994), Three Years After Jomtien: EFA in the Eastern and Southern Africa Region, UNESCO, Paris.