



Photography: Anke Dorenbos (Impulsis)



# Learning to Read the World

## Functional literacy for young people and adults

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# Preface

We are fortunate. We can read. Election campaigns, medicinal product information, street names, newspapers and books are all within our grasp and understanding. This is not the case for everyone. It is estimated that there are still 776 million people in the world above the age of 15 who are illiterate (UNESCO 2008). Most of them are women. In our own country, the Netherlands, 1.5 million people still have difficulty in reading and writing. In a world in which information and knowledge are increasingly important, these people are falling farther and farther behind. Marginalised groups are being even further excluded.

The ICCO Alliance strongly supports the right to quality *Education for All*, a right that encompasses more than just reading, writing and understanding texts. It also entails the development of active citizenship. Reading and writing contribute to the personal development, self-esteem, self-confidence and self-awareness of women, as well as men. Literacy makes people more emancipated and resilient. It empowers people to claim their rights and take on their responsibilities. Education is essential for building and maintaining a peaceful and democratic society without poverty.

Education is a universal human right, established in the Universal Declaration of Human Rights (1948), and later upheld in various international treaties and conventions. The fact that a large group of people are deprived of an education stems from and leads to marginalisation, repudiation and demoralisation of children, young people and adults in the margins of society. Repudiation of their identity, for example, because they are not allowed to learn in their own language. Demoralisation of countless groups because teaching is not adapted to their level, language, lifestyle, religion or context. Their voices are not heard in the education system. Through all of these processes, children, young people and adults get the feeling that they don't matter; they feel excluded. We cannot let this happen!

Together with its partners and other actors, the ICCO Alliance asks that specific attention be paid to broadening access to educational opportunities for young people and adults and to increasing the quality of this education. We welcome the international attention currently being paid to the Millennium Development Goals, but it is not enough. We are striving for attainment of the entire Education for All (EFA) Agenda,

an important part of which is focused on education for young people and adults. This paper is the result of intensive collaboration between ICCO and civil society organisations in various countries where literacy programmes organised within the framework of the ICCO Alliance's education programme are being carried out. It describes why and how we want to contribute to Education for All through functional literacy and education for young people and adults, especially for marginalised groups in the global society.

ICCO has placed a high priority on functional literacy and asks other organisations to do the same. We are a recognised player in the field of literacy, and work with a broad network of partners in numerous countries that are helping in various ways to rid the world of illiteracy. This is why we are eager to share our vision and experiences with others.

*Jack van Ham*





Photography: ICCO Beeldbank

## Summary

Nearly 800 million people above the age of 15 are illiterate in the world today (UNESCO 2008). Women, rural inhabitants, indigenous groups and young people in fragile nations are especially vulnerable and appear to be structurally denied the right to a quality education or any form of learning.

Education, and implicitly literacy for young people and adults, is a recognised human right, established in the Universal Declaration of Human Rights in 1948, and later upheld in conventions such as the ICESCR in 1966, CEDAW in 1981 and the Rights of the Child in 1989, and most recently in Education for All and the Millennium Development Goals. Conceptual thinking about and the approach to literacy has developed along the way into the concept of Lifelong Learning.

Based on these rights, the ICCO Alliance, consisting of ICCO, Kerk in Actie, Edukans and Prisma, advocates the right to quality education for *everyone*. ICCO focuses particularly on literacy programmes for uneducated young people and adults. ICCO defines literacy as ‘the acquisition and use of reading, writing and numeracy skills, and thereby the development of active citizenship, improved health and livelihoods, and gender equality.’

This encompasses more than just reading and writing. Literacy also involves the development of active citizenship. It contributes to personal development, self-esteem and empowerment. It makes people emancipated and resilient. It empowers them to demand their rights and take on their responsibilities. Improved literacy

facilitates important political, economic, social and cultural contributions to society: active participation in democracy, critical reflection, strengthened cultural identity of minorities, peace and reconciliation, an improved living standard, and less dependence on others for information. Literacy contributes to the Millennium Development Goals, such as MDG 2 (*education*), 3 (*gender equality*), 5 (*health care*) and 6 (*HIV/Aids*). Schooling is thus essential for building and maintaining a peaceful and democratic society without poverty.

Convinced of the right to and importance of literacy, governments throughout the world have committed themselves to reducing illiteracy by 50% by the year 2015. This has resulted in a lot of paperwork and promises, but the progress achieved so far has been disappointing. What is hindering the achievement of the international literacy goals?

- Lack of political will and leadership
- Political instability and unrest, especially in fragile states
- Minimal financing by governments and donors
- Inefficient organisational structures, an uncoordinated approach
- Insufficient participation of the citizens themselves in education
- Lack of well-functioning forums for dialogue among civil society organisations and with governments
- Weak control mechanisms through which citizens (civil society) can hold their governments accountable (i.e. lack of 'claim making power')
- Limited access to and poor quality of literacy programmes

## ICCO

The objective of our rights-based approach is to ensure that governments comply with the treaties and conventions they themselves have signed and to make people aware of their rights, specifically their right to quality education.

An important part of ICCO's objective is to encourage people to look beyond the words they learn to read – so that they can learn to read the world itself. We advocate for programmes based on the learning needs and context of the learners (the most vulnerable young people and adults), which must always take into consideration the cultural, linguistic, ethnic and gender diversity of this group.

ICCO believes that more and better coordination and cooperation among diverse stakeholders are needed to effect a meaningful and sustainable change in society. ICCO has therefore adopted a programmatic approach and looks for complementarity among various actors.

The government has the lead responsibility for ensuring quality education, legislation, setting norms, controlling and creating the necessary conditions for good management of the education system. Civil society organisations (CSOs) can play a crucial role as informed advocates and watchdogs; in developing and systematising new ideas and applications to improve the quality of literacy; and as a service provider in situations in which the government has committed itself to the EFA Agenda but does not have the financial means or capacity to fulfil its commitments (such as in a fragile environment).

Our specific focal points with respect to functional literacy for young people and adults are as follows:

- *Equal opportunities for all*, with special attention for the most vulnerable groups: rural inhabitants, women, indigenous groups, people with a disability, those who missed opportunities, for example because they were denied the right to an education during a war, and children who are excluded from the regular education system or who dropped out of school early.
- The *participation* of individual citizens and civil society organisations and cooperation among governments, CSOs and the private sector are crucial for an efficient and better coordinated approach to education for all.
- Functioning *domestic accountability mechanisms* through which course participants and communities can pressure governments and financiers to fulfil their responsibilities.
- Improvement of the quality of functional literacy programmes, as advocated in the benchmarks of the Global Campaign for Education / Action Aid. Policy and programmes should be based on the learning needs of the target group and consider the diversity in age, language, ethnicity, gender and culture within this group.
- Programmes should be linked to active citizenship, peace and work.
- Explicit attention should be paid to gender and sexual and reproductive health and rights.

ICCO's role is to act as strategic financier and broker and to provide support through capacity building, lobbying and advocacy.

# Abbreviations

AAEA	Associação Angolana para a Educação de Adultos
AENF	Alphabetisation Education Non Formelle
AFEM	Association des Femmes Educatrices du Mali
AJR	Action Jeunesse Rurale
AMADE	Assicaiton Maliene pour le Developpement
AME/APE	Association des Meres/ Association des Parents
AMSS	Association Malienne pour la Survie au Sahel
AOB	Algemene Onderwijs Bond
ASRADEC	Association Sénégalaise de Recherche et d'Appui au Développement Communautaire
CADEP	Capacity Assessment and Development Programme
CCEB	Cadre de Concertation des ONG et associations actives en Education de Base
CEDAW	Convention for the Elimination of All Forms of Discrimination Against Women
CERFLA	Centre d'Etudes pour la Recherche et la Formation en Langues Africaines
CNEAP	Collectif National pour une Education Alternative Populaire
CNEPT	Coalition Nationale Pour l'éducation Pour Tous
CNSC	Conseil National de la Société Civile
CNV	Christelijk Nationaal Vakverbond
COGES	Communauté de Gestion des Etablissements Scolaires
CONFINTEA	Conférences Internationales sur l'Education des Adultes
CR-ONG	Conseil Régional des ONGs
CSO	Civil society organisation
DEFI	Développement par l'Education la Formation et l'Insertion
DSF	Développement Sans Frontières
DVV	Institut fur Internationale Zusammenarbeit des Deutschen Volkshochschul Verbandes
EFA	Education For All
EPT	Educação Para Todos/ Educación Para Todos
FDC/BF	Fondation pour le Développement Communautaire du Burkina Faso
FONAENF	Fonds National pour l'Alphabétisation et l'Education Non Formelle
FTI	Fast Track Initiative
GCE	Global Campaign for Education
GMR	Global Monitoring Report
HIV/Aids	Human Immuno Deficiency Virus/ Acquired Immune Deficiency Syndrome
ICESCR	International Covenant on Economic, Social and Cultural Rights
MEBA	Ministère de l'Enseignement de base et de l'Alphabétisation
MDG	Millennium Development Goals
NGO	Non-governmental organisation
OMAES	Organisation Malienne d'Aide des Enfants du Sahel
PME	Planning, monitoring and evaluation
PRSP	Poverty Reduction Strategy Paper
RADI	Réseau Africain pour le Développement Intégré
REFLECT	Regenerated Freirean Literacy using Empowering Community Techniques
RPL	Réseau Plaidoyer et Lobbying
SCC	Sudan Council of Churches
SRHR	Sexual and reproductive health and rights
UIL	UNESCO Institute for Education in Hamburg
UNESCO	United Nations Educational Scientific Cultural Organisation
UNICEF	United Nations Children's Fund
UNOWA	United Nations Office for West Africa
USE	Union de Solidarité et d'Entre-aide

# 1 Introduction

It is estimated that there are still 776 million illiterate young people (older than 15) and adults in the world. The differences among and within the continents are enormous: most illiterate people live in South and West Asia, East Asia, the Pacific and Sub-Saharan Africa, and the majority (64%) is still made up of women (UNESCO 2008). The most important causes of illiteracy in developing countries are the poorly functioning education systems and rapid population growth. Millions of teenagers have never been to school or dropped out early.<sup>1</sup> They cannot even read or write simple texts. The socio-economic structure, typically characterised by a low national income, neglected rural areas, a sharp contrast between rich and poor, and a permanent marginalisation of large groups (girls and women, certain ethnic minorities, people with a limitation, migrants, slum dwellers, etc.) also impedes the reduction of illiteracy. Illiteracy or limited literacy is still a common problem in wealthy countries as well. According to the Dutch Reading and Writing Association, 1.5 million Dutch people (one million of whom were born and raised in the Netherlands) cannot participate fully in society because they have problems with reading and writing. They have difficulty realising their own goals and cannot independently further their skills.<sup>2</sup>

Despite the declaration of 2003-2012 as the United Nations Literacy Decade and the internationally supported Education for All goals, two of which focus on adult education, many people still have not had the opportunity to obtain basic literacy skills.

On paper a lot of attention is being paid to literacy, but progress has been disappointing. One in five adults around the world still has no access to education. The UNESCO monitoring report of 2006 rightly calls for special attention for the two Education for All goals related to illiteracy among young people and adults.

The Global Campaign for Education is focused this year (2009) on education for young people and adults and lifelong learning.

The ICCO Alliance,<sup>3</sup> and ICCO in particular, wants to stimulate functional literacy for young people and adults.<sup>4</sup> The reasons for this will be explained in section 2 below. Special attention is paid to the most vulnerable groups, such as girls/women and young people, who are especially at risk.

Together with our partners and other actors we have supported and further developed many initiatives in the past two years focused on education for young people and adults. These initiatives fall within the framework outlined in the ICCO Alliance business plan 2007-2010 and have been carried out in the South as well as in the North. Based on these and earlier experiences we have gained and exchanged with our partners new thematic and process-related insights. The lessons learned and new insights gained are incorporated in this paper.

This paper is intended for policy makers among our partner organisations, ICCO's regional offices and colleague organisations and for donors. ICCO's education programmes place considerable emphasis on functional literacy. The reason for this emphasis and how we intend to realise it in the coming years will be explained. In this paper we would very much like to share this vision with others.

Section 2 of this paper will describe the development of the concept of literacy and section 3 will provide a problem analysis. The implications will be discussed in section 4. Examples will be given from West Africa, South Sudan and Angola, where ICCO is already supporting literacy programmes.

## Box 1: EFA goals related to literacy

**EFA goal 3:** Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes.

**EFA goal 4:** Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults; or as currently formulated: A 50% reduction in illiteracy (UNESCO 2008).

## 2 The right to and importance of literacy

The EFA Agenda, to which the ICCO Alliance is a contributor, is directed toward Education for All. By means of this paper, ICCO is calling on others to pay explicit attention to literacy, specifically for the category of young people and adults who are currently deprived of access to quality education or other forms of learning. Attention to the EFA goals 3 and 4 is currently being drowned out by the global attention to the Millennium Development Goals.

In this chapter we will first sketch the development of the concept of literacy over the past decades, and we will clarify which definition ICCO adheres to. We will also explain why we believe that special attention is needed for EFA goals 3 and 4.

### Developments in thinking about and the approach to literacy<sup>5</sup>

Changes in perceptions about literacy in the past decades can be found, among other places, in the definitions of 'literate' and 'illiterate' applied by UNESCO and the international world. UNESCO's perception in 1958 was that 'a literate person is one who can with understanding both read and write a short simple statement on his or her everyday life'. This definition did not yet consider a person's living standard, even though illiterate people are usually socio-economically disadvantaged.

After UNESCO's establishment in 1946, the literacy programmes were initially focused on reading, writing and numeracy skills. The governments of many developing countries initiated literacy campaigns<sup>6</sup> and courses with the objective of enabling as many people as possible in a short period of time to obtain a fundamental education. The programmes were usually the same throughout the country and literacy was to a large extent isolated from the learners' living environment. The training was (and still is in many countries) directed toward reading, writing and numeracy skills in the belief that these skills would help the learners find a place in an increasingly modernised society. After completing such a programme, learners (especially those living in the city) could follow a formal post-literacy programme and receive a primary education based on primary education for children but adjusted in form, pace and content. In such

programmes, adults are typically not treated as adults. The learning process and teaching in the class are characterised by a hierarchical relationship between the teacher and learner, little class participation and a curriculum that does not reflect the learners' own life experience.

In the early 1960s, specifically after the World Conference on Adult Education in Montreal (see annex 1), and in response to important economic and sociological studies in which correlations between illiteracy and a number of development indicators were demonstrated, a more development-oriented definition of 'literate' was put forward:

*A person is literate when he has acquired the essential knowledge and skills which enable him to engage in all those activities in which literacy is required for effective functioning in his group or community, and whose attainments in reading, writing and arithmetic make it possible for him to continue to use these skills towards his own and his community's development and for active participation in the life of the country (UNESCO 1962).*

It became increasingly clear that illiteracy is the manifestation of a combination of economic, social, political, psychological and cultural factors through which groups are excluded from development. In the various international conferences (see annex 1) it has become clear that the concept of functional literacy has become more and more generally accepted. The ultimate objective of literacy programmes is to help people become functionally literate:

*A person is **functionally literate** who can engage in all those activities in which literacy is required for effective functioning of his (of her) group and community and also for enabling him (or her) to continue to use reading, writing and calculation for his own and the community's development. (Revised Recommendations concerning the International Standardisation of Educational Statistics: UNESCO 1978).*

An important aspect of literacy is that people learn to express their thoughts and ideas in a written text and that they become able to interpret the written





Photography: Marja Vos (Kerk in Actie)

messages of others.<sup>7</sup> Literacy is about obtaining and being able to use reading, writing and numeracy skills, the development of active citizenship, better health and gender equality.

After the 1960s literacy and adult education was thus seen more and more as an instrument to attain other objectives as well, such as participation in public life. The approach to literacy was also expected to be 'functional'. This new way of thinking was strongly influenced by: a) the experiences with literacy programmes and basic education (usually very traditional) within the framework of community development programmes; b) the Second World Conference on Adult Education in Montreal, where functionality and context were introduced as points of departure; c) discussions at the World Congress of Ministers of Education on the Eradication of Illiteracy (Tehran); d) the UNESCO-led Experimental World Programme for Functional Literacy (EWLP); and e) the work of individual thinkers such as Charles Maguerez

focused on work-oriented literacy in North Africa, and the socio-psychological approach to literacy promoted by Paulo Freire in Latin America. Maguerez' focus was no longer on 'pure' literacy. He linked the educational objective to the objective of economic development, which can be realised in practice by relating literacy directly to the skills required for work. Freire wanted literacy instruction to be based on the total context in which the learners live. In response to the poverty and oppression in Recife (Brazil), where he started his literacy activities, he emphasised the political aspect. Through his literacy method, he wanted to empower the oppressed to speak up, so that rather than remaining engulfed in a 'culture of silence' they could participate more critically in society. Literacy was thus about increasing awareness: 'conscientização'.

Strongly inspired by Paulo Freire's thinking, civil society organisations (predominately unions, farmers' organisations, women's organisations, NGOs and faith-based organisations in Latin America) implemented

popular education programmes in the 1970s and 1980s.<sup>8</sup> Learning to read and write was only one of the central elements and there was considerable resistance to the so-called 'banking education'.<sup>9</sup> The emphasis was placed more on increasing awareness and self-organisation. Since the end of the 1990s, various NGOs have also integrated a 'work' component into their literacy programmes.<sup>10</sup>

Since 1978 (i.e. following the Third World Conference on Adult Education in Tokyo (1972) and the International Symposium on Literacy in Persepolis (1976)), the concept of functionality has been interpreted in an increasingly broad sense. In the 1980s and 1990s the definition was adjusted to reflect the challenges of globalisation, including the impact of new technologies and information media and the emergence of knowledge economies.

The most recent definitions adopted by the UNESCO emphasise once again the importance of the social context and the complex interaction between literacy and social change:

*Literacy is the ability to identify, understand, interpret, create, communicate, and compute, using printed and written materials associated with varying contexts. Literacy involves a continuum of learning in enabling individuals to achieve their goals, develop their knowledge and potential and participate fully in community and wider society (UNESCO 2008: 18).*

In current discourse renewed attention is being paid to the *right* to literacy, and to the EFA Agenda as set out in 2000 in Dakar. Literacy ('learning to learn', 'learning to know', 'learning to act' and 'learning to live together')



## Box 2: Why should people learn to read and write?

In our partner countries many reasons are given for participating in literacy activities: to feel less isolated, to be able to read a letter or party pamphlet during elections, to participate in group discussions, to learn more about HIV/Aids, to better manage one's own economic activities, to be able to read doctor's prescriptions, medicinal product information and in some cases the Bible or Koran, to help children with their homework to be of more help when children are sick and are able to read and sent SMS. Of course, some people also have less noble reasons to participate.

is seen more as a basic pillar of lifelong learning in a rapidly changing and increasingly globalised society. Learning to master reading and writing skills is seen as just one part of a broader and more general learning process that is directed toward the more advanced literacy skills required in a society characterised by economic globalisation, increasing internal and international migration, rapid technological change and an increasing emphasis on knowledge.

### Literacy is a right!

*'Education is a human right with immense power to transform. On its foundation rest the cornerstones of freedom, democracy and sustainable human development.'*  
- Kofi Annan -

Education, and thus implicitly also literacy for young people and adults, is recognised as a universal human right, as established in the Universal Declaration of Human Rights (1948), and later upheld in various international treaties<sup>11</sup> and conventions (the ICESCR in 1966, CEDAW in 1981 and the Rights of the Child in 1989, articles 28 and 29).

An important objective of the rights-based approach is to hold governments to the commitments they made in signing international treaties and conventions and thereby encourage them to improve education in their countries (in fulfilment of all EFA goals). Their citizens (organised in parents' councils, youth or women's groups and community boards for example) should be aware that they have rights, which they can petition their governments to respect. Educated people are more capable of defending themselves and understanding their socio-economic, political and legal rights. Literacy is thus an essential tool for learning about human rights and the responsibilities of citizenship, and for taking

responsibility for personal and community development. Realisation of this right is also instrumental for realising other rights, such as participation and access to basic health care.

### The importance of functional literacy: education for young people and adults

Literacy is a requirement because development in the broad sense digresses if a large part of the population does not participate actively, and because permanent marginalisation of current and future generations must be prevented.

Literacy can be a tool for development of the individual, family and community. It contributes to self-esteem, self-confidence and empowerment: it makes people capable of standing up for their rights. Literacy is thus important at an individual level. But it also leads to significant political, economic, social and cultural benefits at the community and national level. Literacy is an essential factor in the achievement of various development goals.

### Political contribution

Literacy can help promote active participation in democracy, such as participation in elections, expression of tolerant viewpoints, membership in unions and participation in community activities. It stimulates critical reflection among citizens and possibly the support of popular movements (literacy can be a tool in the struggle against existing injustice and in increasing awareness of an oppressed situation, which is of course not always appreciated by the ruling government). The power of literacy for governments and civil society organisations lies in the strengthening of national unity and identity, as well as in the communication of political messages.<sup>12</sup> Literacy programmes, especially if conducted in their mother tongue, strengthens the cultural identity

of minorities. In post-conflict areas, such as South Sudan, literacy can contribute to peace and reconciliation. It is an important tool for limiting the psychosocial damage that wars and conflicts cause and for processing traumas. And it is also a means through which to focus attention on socially relevant themes, such as promoting healthy behaviour, safety, the environment, HIV/Aids, peace, human rights and conflict resolution.

### **Economic contribution**

'Sparse existing evidence indicates that the returns on investment in adult literacy programmes are generally comparable to, and compare favourably with, investments in primary level education' (Action Aid 2005). By setting up and supporting self-help groups (often linked to savings and credit groups), providing information on production techniques, supporting projects directed toward improving incomes and the quality of life, literacy programmes can contribute to a better standard of living. Integrating literacy programmes with vocational training (Education for Work) can help the learners become more literate in the more general sense and improve the quality of basic vocational education. This in turn will enhance the quality of production in the business sector.

### **Social contribution**

Literacy contributes to increased possibilities of participation in the social organisation of the community, for example participation in planning, decision making and various social and cultural activities that were previously not accessible to everyone. It also contributes to the empowerment of the target groups, as they can become less dependent on others for information.

Empirical evidence has shown that literacy is closely linked to the Millennium Development Goals, such as (Oxenham 2008: 35-44):

#### *Education (MDG2)*

Through literacy programmes, adults (especially mothers) become more interested in the education of their children: they have more contact with the teachers, play a more active role in parent councils, and are able to hold teachers and headmasters accountable for their responsibilities. This increases the chances that the children (especially girls) will be allowed to stay in school longer and thus makes it possible for them to achieve more.

#### *Gender equality (MDG3)*

Most of the people who lack basic reading and writing skills are women. Educational research has clearly proven that participation in literacy programmes gives women self-confidence, and literate women are more likely to play an active role in their communities.

#### *Health care (MDG5)*

Being able to read and write gives increased chances for individuals, families and communities to better access information about sexual and reproductive rights and health care. 'Families become more likely to adopt preventive health measures such as immunisation or to seek medical help for themselves and their children.' Literacy appears to be an indicator of how many children a woman is likely to have.

#### *HIV/Aids (MDG 6)*

Literacy is extremely important in the struggle against the spread of HIV/Aids, and enables communities to take action against the pandemic. Literacy programmes also serve as a safety net (a second chance for education) for young people affected by AIDS.<sup>13</sup>

### **Cultural contribution**

Literacy programmes conducted in a minority's own language are better able to reach such marginalised groups and stimulate active citizenship and recognition of their cultural identities.

#### **In focus: The daily importance of literacy for Kadia**

At seventeen, Kadia in Mopti (Mali) is already a mother. Her parents sent only her brothers to school. Kadia is now trying to catch up by taking literacy lessons. She has to, because: 'I need the lessons to be a better worker. I work in a store, and this means that I really have to be able to read, write and calculate. We also have a telephone in the store, which is available to people in the community. Now I can help them look up telephone numbers and I can do the bookkeeping.'

*Source: Interview by Mariken Stolte, 2009*



Photography: Eliske van Gorkum (ICCO)

### ICCO: functional literacy programmes

Based on current thinking with respect to literacy, ICCO defines literacy as ‘the acquisition and use of reading, writing and numeracy skills, and thereby the development of active citizenship, improved health and livelihoods, and gender equality’ (in accordance with the international benchmark 1 established by GCE International/Action Aid, see annex II). ICCO emphasises the right to and the importance of functional literacy in a rapidly changing world, especially for those outside the mainstream, and the importance of permanent education.<sup>14</sup> An important objective of literacy is to mobilise people, encourage them to look beyond the words they learn to read and to thereby learn to read the world itself. We advocate

a pragmatic approach that understands and meets the needs of young people and adults.<sup>15</sup> We are very much aware of the importance of diversity between and within regions. This demands that we be cautious in making generalisations. It is essential that in creating policy and programmes we pay attention to diversity in every context and for each specific target group, always taking into account differences in age, gender, language, ethnicity, culture and special learning needs. The strategy of bringing young people and adults together into one category should not allow us to lose sight of the specific challenges of each age group.<sup>16</sup> We are aware that there are many forms of formal and non-formal education for young people (such as vocational training). In this paper we focus specifically on functional literacy programmes.



Photography: Jaap 't Gilde (ICCO)

### 3 Problem analysis

#### Why is illiteracy still such a large problem?

The fact that 776 millions of adults still do not have access to any form of education cannot be explained simply by a shortage of financial means or of teachers. The problem is much more complex.

The ICCO Alliance is convinced that, even if sufficient means were available, development cannot be constructed, managed or planned from the outside. Development is not a linear process that can be seen as a simplistic input-output-outcome formula. Development is a complex process. Structural changes are often visible only in the long term. ICCO's change

theory suggests that we analyse changes in a society and in the lives of people as a complex process that is influenced by a range of actors with different interests and power relations. Based on our change theory, perceptions of poverty and views on how it can be alleviated, we believe it is necessary to consider all of the relevant factors that contribute to illiteracy. We analyse how power relations work and how they still prevent people from claiming their rights and taking action themselves. An analysis of the factors that influence illiteracy reveals that rapid achievement of the EFA goals will require commitments and investments at various levels, multiple strategies and the involvement of a range of actors.

## What are the limiting factors?<sup>17</sup>

### **Policy and leadership**

- Possible resistance to the discussion of themes in literacy initiatives that threaten the position of those in power, such as land reform, labour union freedom and democracy.
- Political instability at national level can impact the continuity of the literacy programmes. Government transition and shifting of high-level officials within the ministry of education often delay implementation. This is though also true for all more or less controversial programmes.
- The limited support of political leaders for non-formal education in general, and literacy programmes in particular, is responsible in part for the fact that national and regional education plans (PRSP, etc.) almost always pay insufficient attention to the content and financial planning of literacy activities. And even when non-formal education / literacy programmes are incorporated, for example in a PRSP, there is often no organisation responsible for critically monitoring their implementation.
- Reliable statistical data that can serve as a baseline, as input for policy and programme development and as the basis for good monitoring are lacking in many countries.

### **Financing**

- The UN's goal is 50% reduction of illiteracy by 2015. This will require strong and sustainable political engagement. The willingness of governments to integrate literacy into legislation, policy, planning **and** financing of the education sector has to progress beyond words and become deeds. Governments currently invest very little in literacy programmes (often less than 1% of the total education budget). International donors are also partly to blame.

### **Inefficient organisational structure**

- Various ministries are often responsible for the EFA goals (certainly EFA 3 and 4) and more often than not their efforts are not coordinated; funds are spent unwisely; the overlap in activities is large and overhead costs are high; the return on investments in poor-quality literacy programmes is low; funds slip away; and the bureaucracy is immense.<sup>18</sup>
- The decentralisation processes, intended to strengthen participation, ownership and accountability, have (due to their inefficiency) not always benefitted the

poorest of the poor or other marginalised groups. Their interests are not sufficiently taken into account at national level. Funds get stuck at national level, regional governments are insufficiently prepared for their new tasks, leadership is lacking and local power is weak, there is insufficient motivation and knowledge about the required quality improvements in education, lack of guidelines for regional policy, etc.

### **Insufficient participation and accountability mechanisms**

- There are no well-functioning, formalised forums for dialogue between civil society organisations and government agencies on education in general, and education for young people and adults in particular.
- At national level there are no functioning forums through which civil society organisations can exchange experiences among themselves and conduct research directed toward advocacy and effective planning of lobbying activities. Such platforms could monitor government concessions and play a key role in holding governments and other providers of literacy programmes accountable (for example through shadow reporting).
- Despite the rhetoric and formal structures that ensure stakeholder participation (such as literacy commissions), the actual influence at local level of those directly involved in policy, planning, content and monitoring of education is very limited and there is still no sign of claim-making power. The actors involved still have no, or very little, power to pressure governments to fulfil the responsibilities established and agreed to in treaties and conventions, they are usually not aware of their rights nor of these treaties, and cannot mobilise themselves.

### **Access to literacy programmes**

#### *Supply side*

- The insufficient infrastructure in rural areas, the great distances, poor linkages and scarce means of transportation all hinder participation in literacy programmes.
- Participation is often not an option for mono-lingual (indigenous) groups if the programmes offered do not correspond to their own culture, language and endogenous knowledge. This type of exclusion also applies to people with some form of disability.
- There is very little interest in the position of teachers / facilitators, especially if the organisation of the

course (understandably) requires affinity with the target group's cultural and linguistic background. Teachers are consequently often in short supply.

#### *Demand side*

- The possibility for women to participate in courses outside the home is determined by their position in society and deep-rooted cultural norms, as a result of which they may not be granted permission by men to participate (see box 3).
- Particularly in rural areas, taking a literacy course does not necessarily lead to a better socio-economic position. This can be a reason to refrain from investing money, time and energy in such a course.
- After completing a long working day, people are often too tired to diligently follow a literacy course.
- Regular attendance is also hindered by the large distances to be covered and seasonal work carried out elsewhere, especially by men - which also influences the possibilities of women to participate. While the men are away, the women are responsible for more tasks and thus have less or no time to take a course.

### **Quality and relevance of literacy programmes**

Factors related to the practical implementation of the literacy programmes also influence the results of these interventions:

- In the development of the literacy programmes too little attention is paid to the composition of the groups (size, education level, gender balance), and the location and timing of the meetings. The programme content is also insufficiently adapted to the specific needs of the target group.
- Implementation of the programmes is not going as well as planned, because the teachers and/or supervisors have not been adequately trained and/or there is no supervisory body in place. Especially in poor rural areas with bad labour conditions, the motivation of the teachers (often volunteers) is severely put to the test. The often inadequate or minimal preparation/education and continuing education of the teachers is not conducive to quality working methods. Teachers are, for example, poorly educated and not trained to encourage dialogue and active participation in their lessons. Nearly all of them also have other full-time tasks.

#### **Box 3: Extremely few literate women in South Sudan**

At 24% (and 31% for young people aged 15-24), the literacy rate in South Sudan is of great concern. Gender equality in South Sudan is characterised by massive denial of girls' and women's right to education. At 8%, South Sudan has proportionally fewer girls in school than anywhere else in the world. The highest classes in primary school have high drop-out rates (less than 1% complete primary education).

The limited access to basic education (including literacy training) for girls and women can be explained by barriers to participation on both the supply and demand sides. A barrier on the supply side is the poor geographic accessibility of schools and training centres. Their participation is also hindered by the lack of gender-friendly facilities (lack of latrines and water); the lack of female teachers/facilitators and teachers who are gender sensitive; irrelevant curriculum/teaching methods; (gender-based) violence at school; and the lack of facilities to motivate teachers who have fled the country to return. Barriers on the demand side have to do with women's safety; cultural aspects; early marriage; preferential treatment of boys when financial means are lacking; and values to be taught to girls in preparation for marriage.

The Upper Nile region, where ICCO is implementing together with OxfamNovib, SNV and Dark & Light Blind Care, among others, an education programme to restore primary education, has an illiteracy rate of about 90%.

Under the auspices of this programme, the Malakal Women Organisation, a member of the Women Group Network, recently started an adult education programme in cooperation with ICCO/CADEP. During the first phase it appeared that, despite the women's strong motivation, their participation was hampered by the large distances they have to travel to reach the literacy group. The harsh weather conditions in the region (it is 'either very hot, dusty and dry or very wet due to long rains') also often make the school buildings inaccessible. The facilities themselves are miserable: 'muddy constructions, fully falling apart; the classrooms are dark and hot, humid or dry (depending on the season).'

*Source: CADEP programma Sudan 2009; J. Kirk 2006.*



- The limited sustainable success of literacy programmes is due in part to the limited supply of reading materials, which makes it difficult for participants to retain the knowledge they worked so hard to acquire. Too little attention is paid to this so-called post-literacy phase and to creating a literate environment. Those who have just learned to read and write, for example, do not always have access to a newspaper or other reading materials. Notices and directions are often still not written in the local language.

## Vulnerable groups

The barriers mentioned above disproportionately affect the most vulnerable groups and thus increase the already existing inequality. The supply of education and illiteracy are distributed unequally among and within countries, and the most vulnerable groups are not yet being reached. These groups are (UNESCO 2008):

1. **Rural inhabitants** In almost every country, the illiteracy rate is significantly higher in rural areas than in cities. In the cities, the young, rural migrants looking for a new life and a new identity tend to be the most vulnerable. More attention is usually given to schooling of those living in the modern urban centres than of those in the rural areas, where illiteracy is relatively widespread.<sup>19</sup>
2. **Women.** In most countries more women are illiterate than men. Often cultural values and norms prevent the women from taking a literacy course or applying newly acquired skills. For this reason, illiteracy is used as an indicator for gender inequality.
3. **Indigenous groups.** The high percentage of illiteracy among indigenous groups is in many countries the result of national education policies, in which little attention is paid to their specific situation and rights. The large cultural and linguistic diversity is also a barrier to education (requiring the development of adapted education materials, teachers who understand the languages and cultures of the various indigenous groups, etc.). The lifestyle of some groups, such as nomads, is often used as an excuse for the low participation of these groups in the education system.
4. **People with a physical or cognitive limitation.** In Africa, more than 90% of children with a limitation have never attended school (UNESCO 2005: 179)
5. **People who have missed opportunities,** e.g. because their country was in the midst of a conflict when they were of school-going age (this is an important category in fragile states such as South Sudan).<sup>20</sup>
6. **Children/young people who are excluded from the regular education system, or who dropped out of school early.** The high illiteracy rate is due in part to the poor quality of primary education in many countries. The number of children attending school increased in many countries after the introduction of free primary education, but many stop attending school already after one, two or three years. One out of three school-age children in Sub-Sahara Africa never reach the first grade (UNESCO 2008: 60) and it is expected that two-thirds of the currently uneducated young people will never attend school.<sup>21</sup> The number of young people who do not possess basic skills has increased by 7 million in Sub-Sahara Africa alone, in part because of population growth but also because of the low level of school attendance and high drop-out rate (UNESCO 2008: 94).



## 4 Implications for icco's policy

Considering our rights-based approach and the lessons learned in our partner countries, what does this analysis mean for our approach, position and contribution with regard to the improvement of access to, and the quality and relevance of education for young people and adults (EFA goals 3 and 4), particularly for girls and women?<sup>22</sup>

### A. ICCO's approach

#### **Programmatic approach: emphasis on cooperation and coordination**

To influence structural change in a society, the Alliance has introduced a new way of working: the programmatic approach. In this process, the various actors hope that by working together in alliances on a specific societal goal they can achieve greater added value, efficiency and impact. The actors involved recognise their mutual dependence, the importance of shared success and the importance of strategies that will allow them to achieve together the formulated goals with the financial means available. Together they formulate a shared vision, objectives, implementation strategy and their separate tasks within the process. Programmes are set up by southern actors at the local,

national, regional or even global level, depending on what they determine to be relevant and functional. Various organisations with a diverse range of knowledge and experience, such as local and international NGOs, faith-based organisations, community-based organisations, businesses, universities, local governments, networks, etc., can all be a part of the programme.

The Alliance is convinced that more and better coordination and cooperation between diverse actors can bring about meaningful and sustainable changes. The potential to effect change and address the fundamental causes of poverty is enhanced by the involvement of a varied group of actors, which can lead to real social change. The ICCO Alliance also expects that linking organisations at multiple levels (local, regional, national and international) will lead to a more varied exchange of experiences and the joint development of knowledge, which in turn will lead to more efficient use of resources and higher-quality work (see box 4 for an example). Another assumption is that southern partners with a good programme will be able to attract funds from other donors as well and thereby become less dependent on the ICCO Alliance.

#### **Box 4: The multi-actor approach in practice**

In Mali, where 77% of the population over the age of 15 cannot read or write (UNESCO 2008), ICCO supports a coherent, multi-actor education programme directed toward non-formal education, especially literacy instruction. Fourteen NGOs, including a lobbying network, from four regions (including the Bamako District) are active within the programme. Whereas there was previously very little structural cooperation, today the municipalities, schools inspectorate and NGOs collaborate in fulfilling their specific roles. The municipalities are responsible for the literacy work in their own municipalities, the schools inspectorate monitors quality and carries out an evaluation at the end of each course. The NGOs facilitate this collaborative process and provide financial support. Within a steering group at national level, the government, NGOs, an INGO and ICCO organise the programme planning and monitoring. NGOs and the government work together in 47 municipalities and the villages themselves also contribute. In the first five months of the literacy programme, 41 education committees, comprising municipal councillors and municipal employees among others, were educated about the importance of literacy and the importance of lobbying for allocations for literacy from the municipal budget. A concrete result is that the municipalities now see literacy as their own responsibility (and not that of a temporarily present NGO), and are setting aside funds in their budgets for the continuation of literacy classes. In this way concerted efforts are being made to achieve sustainable literacy.

At national level ICCO works together with the Malinese literacy network Yelen Bolon and the EFA Coalition. Regular consultations also take place with the Dutch embassy in Bamako. Collaborative efforts with UNESCO in the West African region have been intensified and starting this year financial support is provided to the Pamoja network.

### **Box 5: Complementarity between ICCO and the Dutch bilateral support**

The programme support provided by ICCO in Burkina Faso is focused on strengthening the capacity of local organisations active in non-formal education and/or literacy programmes (parent councils, literacy initiatives for education in the local language, etc.). In this way, ICCO hopes to contribute to reducing the high rate of illiteracy, but also to enable these organisations to apply for funds themselves from FONAENF (a national fund for non-formal education and literacy programmes). FONAENF is financed in part by Dutch development grants. It is in the interest of the donors to this fund, as well as the government of Burkina Faso, that a sufficient number of capable local organisations be able to receive and successfully invest the money that is available.

The organisations Développement Sans Frontières (DSF), Fondation pour le Développement Communautaire du Burkina Faso (FDC/BF), Tin Tua and Cadre de Concertation des ONG et associations actives en Education de Base (CCEB) are supported in part by ICCO so that they can contribute at national and/or decentralised level to reducing the illiteracy rate (now still at 74% nationally), and to strengthening other community-based organisations so that they too can apply for and successfully invest FONAENF funds.

Through this complementary approach, more can be achieved in the area of non-formal education and literacy.

Wherever possible and relevant, ICCO works together with the multilateral stakeholders of the United Nations Literacy Decade (specifically the UNESCO Institute for Lifelong Learning in Hamburg (UIL), which focuses on promoting literacy, non-formal education and adult education and lifelong learning, and international specialised NGOs/networks, such as DVV, Action Aid and the Pamoja network). ICCO will also participate in the International Conference on Adult Education (CONFINTEA VI), which will give representatives of governments, UN organisations, CSOs and research institutes the opportunity to meet and make recommendations on how to move forward.

ICCO strives for maximum complementarity between its own efforts and the bilateral support provided by the Dutch government, and therefore meets regularly with the Dutch embassy in the countries in which ICCO is active to discuss both the content and implementation of its education programmes. Box 5 describes the collaboration taking place in Burkina Faso.

### **ICCO's basic principles**

#### ***The government has the lead responsibility***

Education is primarily the government's responsibility. The government is expected to create the necessary conditions for quality education, standardisation, regulation and management<sup>23</sup> of the education system, including the provisions for

young people and adults. This means, among other things, that national and sub-national government policy should reflect a vision on the importance and recognition<sup>24</sup> of literacy. This should be reflected, among other ways, by education plans per sector, PRSP, regulations, etc., the adherence to which should be monitored. With respect to financing literacy programmes, regional, (sub)national and international actors must urgently make the necessary means available (such as institutional strengthening, human resources and financing). National governments are expected to allocate at least 3% of their national budgets for the education sector to literacy programmes for young people and adults.<sup>25</sup> In countries where this is being done, international donors are expected to fill in the remaining gaps.<sup>26</sup>

#### ***Role of CSOs***

ICCO believes that CSOs can play a crucial role (see also section B below):

- As *informed critics and advocates*: by actively lobbying for and monitoring the implementation of budget allocations, regulations, strategic plans and policy directed toward equal access to education for adolescents and adults.
- As *innovators*, by developing new ideas and applications in education to improve the quality of the education methods for young people and adults, which through systematisation and lobbying efforts can be incorporated in national government policy; also by contributing to the capacity building

### **Box 6: Equal opportunities for the Fulani in Senegal**

The Fulani in West Africa are nomadic cattle herders who live in a region where the vegetation is constantly threatened. They are ignored both by the government and many NGOs and belong to the poorest segment in the region. CERFLA (Centre d'Études pour la Recherche et la Formation en Langues Africaines) is active in the Pulaar-speaking areas of Senegal.

CERFLA believes in the power of literacy as an instrument for people to determine their own development framework. CERFLA contributes to this by providing literacy to community groups in the local language. CERFLA teaches people to analyse their own situation, makes them aware of their rights (for example, the right as a tax-paying citizen to make use of social services) and empowers them to find their own solutions. The laws and decentralisation processes in Senegal are also explained to them. Each village counts 100 to 300 participants. Thanks to their participation in these groups, women play an active role in local management of the villages. The women's committees are also active in providing information about mother and child care.

of stakeholders, both on the supply and demand sides (such as school inspectors, literacy committees, teachers, lobbying and advocacy networks, research agencies and other NGOs).

- As *service providers*; in situations in which governments have committed themselves to the EFA goals but (currently) do not have the financial means and/or capacity to achieve these goals (such as in post-conflict areas), CSOs can from a rights-based perspective provide services complementary to those of the government, particularly if this coincides with supporting the capacity development of the (local) governments.<sup>27</sup>

## **B. Our specific focal points in education for young people and adults**

Based on the analysis presented in section 3 and our basic principles, ICCO focuses on the following points with respect to education for young people and adults:

### ***Equal opportunities for all: attention for the most vulnerable groups***

Every person has the right to active and meaningful participation in civil, social, economic and political development (UNICEF/UNESCO 2008). However, those who are most vulnerable are also at greatest risk of being denied this right. These groups are in some cases intentionally marginalised; their identities are repudiated and for this reason, as well as the manner in which they are viewed and addressed, they are discouraged from making use of services or from speaking out about the injustice of their exclusion.

The high illiteracy rate among certain groups confirms that the poorest are disproportionately denied access to education.

ICCO gives priority to an education for young people and adults that is directed toward the most marginalised groups and strives to include them in today's increasingly globalised society (see box 6).

### ***Participation***

It is crucial that a more efficient and coordinated approach to education for all be adopted that incorporates jointly determined roles for local, regional and national government bodies, interest groups, knowledge centres, civil society organisations, the business sector and national and international donors. A platform at national or even local level offers the opportunity for all parties to participate in critical but constructive policy dialogue, participative planning, budget allocation, the exchange of experiences with innovative pedagogic and participative approaches and annual sector reviews, but also for monitoring of the specific roles determined through a joint and formal distribution of tasks. It is also crucial that a national coalition includes well-organised groups of civil society.

ICCO supports such coalitions/umbrellas, like the Cadre de Concertation des ONG et associations actives en Education de Base (CCEB) in Burkina Faso and the Rede Educação para Todos in Angola, to make sure a strong voice of civil society is heard. At local level, ICCO also contributes to the organisation, training and political and social empowerment of citizens to make them better able to claim their rights and take responsibility for their own lives.



Photography: Jochem Schneemann

**Domestic accountability**

Investments in education for young people and adults are more fruitful if internal accountability mechanisms function well. Citizens, civil society organisations, the parliament and the media play a key role in holding

national and local governments and other institutions that are responsible for this form of education accountable. Municipalities and literacy centres must also be held accountable, not only to their financiers, but also to the students and the community.

**Box 7: The national education coalitions in Burkina Faso**

The umbrella organisation CCEB has 150 members and is active in 12 regions and 45 provincial committees. Its members focus on various themes in formal primary education, non-formal and technical training, literacy, etc. CCEB coordinates and promotes the interests of these regional organisations through advocacy and lobbying of regional and national governments. Through its members in specific regions, the coalition also strengthens the capacities of the parent and mother councils/management committees (APE/AME/COGES) at schools and the capacities of new organisations established to provide literacy instruction.

In Burkina Faso the government is striving for synergy with CCEB as the representative body of civil society in order to improve the access to and the quality of to primary education. The Minister of Education has repeatedly declared that she sees the CCEB as the primary representative of civil society in the field of education. Thanks in part to CCEB’s lobbying efforts, budget allocations to education have increased to 16.2%. CCEB itself believes that the capacity of its members need strengthening in relation to specific themes such as the relevance of education for all (including literacy) and learners’ transition from non-formal to formal education.

### **Box 8: The Reflect-Apply method in Angola**

In 2002, one-third of the adult population (>15 years old) of Angola was illiterate. This amounts to almost 8.1 million adults. The percentages are highest in the rural areas (for women as high as 70%) (Diedericks, D. and A. Voix 2008: 17).

The Angolan organisation Associação Angolana para a Educação de Adultos (AAEA) bases its work on the principle of permanent education and applies the APLICA method, an adapted version of the REFLECT method, with the aim of stimulating self-awareness and self-development among the most marginalised groups in society. In this process special attention is paid to the important themes of dialogue, participation, freedom and responsibility, in order to strengthen people and help them discuss their rights, solve their problems and identify their priorities. This form of literacy aims not only to teach participants to read and write but especially to develop individual competencies as well as those of the family and community. Diedericks and Voix (2008) concluded in an evaluation of AAEA that this approach leads to improved livelihoods at community level, improved literacy skills, increased awareness of the importance of hygiene and the nutritional value of various crops, an increase in the number of community projects and improved democratic decision making.

ICCO strives to strengthen social accountability to enable citizens to hold governments, providers of education services and other responsible actors accountable.

#### **Quality of literacy programmes**

ICCO believes that every person has the right to learn to learn, to know, to do and to live together and to learn to respond to changes in society. For this reason, quality educational opportunities are extremely important, as advocated in the benchmarks of the Global Campaign for Education/Action Aid. (These benchmarks, presented in annex II, can incidentally be adapted to the local context.) ICCO advocates improvement of the following main determining factors of quality:

##### **\* Learning processes**

- ICCO believes in the added value of a participative approach. It is important that target groups participate in the preliminary research, planning, programming and implementation of a programme. The required coordination is also enhanced by involving other development organisations in a baseline study. The curriculum has to be adapted based on the results of a good participative preliminary study and thorough analysis of the participants' situation. Such a study provides not only useful information for the programming of the pedagogic process, but is also a means to intensify contacts among the various actors. This approach also creates a more participative and democratic atmosphere and stimulates teachers to be more open to the use of alternative study and

programming techniques. The teachers become more aware of the situation in the community and in the education institution, and pay more attention in their lessons and in the curriculum to problems and aspects of the history of and life in the village.<sup>28</sup> To stimulate participation of the target group, the groups of learners should not be too large.<sup>29</sup>

##### **\* Teachers<sup>30</sup>**

- A suitable salary, professional status and learning opportunities for literacy teachers must be strived for in order to optimise their quality and motivation (see annex II, benchmark 5).

##### **\* Programme content**

- The programmes should be adapted to the needs of the participants and their motivations to follow the course. It is therefore essential that attention be paid to diversity (e.g. in gender, age, ethnicity, living conditions between the city and rural areas). To achieve optimal learning results, a literacy curriculum needs to be developed that builds on the questions and living conditions of the participants, with the objective of finding a balance between the local context<sup>31</sup> and the broader possibilities.
- It is difficult to continually motivate the illiterate or semi-illiterate participants if the offered programmes are not sufficiently adapted to their needs. A varied supply of functional adult education that pays attention to aspects such as rights, productivity, competition, mobility, employability,

SRHR, life skills, communication and diverse cultural and religious aspects is therefore extremely important (see box 8).

- Research has repeatedly shown that literacy in one's mother tongue makes instruction in another language easier. Learning to read and write in one's mother tongue has cognitive, psychological and pedagogic advantages. For adults in particular, a mother tongue is the heart of one's own culture and the framework for understanding. A person's mother tongue is consistent with their own cultural identity and daily needs. Although the policy of instructing in a learner's own language is scientifically supported, educational practice is much more complex. Usually linguistic and socio-linguistic studies are not available, there are no good teachers available who can speak and write in both relevant languages, there are few or no appropriate teaching materials, and teachers have insufficient knowledge of experiences with culturally adapted pedagogic methods. For this reason, educational material has to be written and produced locally in the learners' mother tongue and local knowledge has to be incorporated in the learning process. The target group must, however, always be consulted in advance about its preferences and wishes. The decision as to whether or not literacy instruction should take place in the learners' mother tongue should be taken after careful consideration of political and ethnic sensitivities, pedagogic efficiency, costs and the preference of the learners. The extra costs for teacher training and the development of education material should be considered in relation to the expected results of education in a language that the participants do not understand fully or at all.<sup>32</sup>

### \* **Learning environment**

- To ensure the relevance and sustainability of literacy, it is important that programmes provide a sufficient supply of reading materials (through a mobile or school/village library, a local newsletter or reading material in the alfa centre), make use of the media (television, radio, newspaper and internet) and develop creative instruments for expanding the reading and writing possibilities that will support lifelong learning (e.g. introducing a contest for the best writer in the village, appointing village writers, having the alfa-group write a village monograph, working more with pictures and drawings, etc.).

### **Gender**

In accordance with MDG3, ICCO places great importance on gender equity in the analysis, formulation, implementation and monitoring of literacy programmes. ICCO is convinced that functional literacy has a great personal and social impact on women and girls. To achieve gender equality, special attention will have to be paid to systematising good practices, identifying the impact of literacy on men and women, promoting gender as a cross-cutting theme and lobbying for more attention for existing gender inequality.

### **Sexual and reproductive health and rights**

Sexual and reproductive health and rights is an important theme in all literacy programmes. This is especially the case in countries where sexuality and health problems are not easily discussed. Literacy programmes in particular offer a way to discuss and focus attention on themes such as sexual health and reproductive rights. ICCO considers external mainstreaming of HIV/Aids to be essential in countries where its prevalence is higher than 1%. This means that

#### **Box 9: A literate environment in Mali**

The Malinese NGO Eveil works in the Mopti region. This organisation helps people learn to read and write in their own language, the Peulh language. It also initiates and supports innovative initiatives to promote a more literate environment and a culture of reading and writing. Eveil establishes village libraries and teaches village writers. Village libraries are important in providing learners the permanent opportunity to make use of written materials on a variety of themes, such as citizenship, historic accounts, decentralisation and democracy, mother and child health, livestock and agriculture. A few villagers are trained in becoming writers so that they can learn to write about the developments in their own society that concern them (stories, events, etc.). Forty writers have been trained so far and their work appears regularly in the monthly publication Kabaaru in the Fulfulde language. In 2007, sixteen articles were published on various topics, including the advantages of being literate, the importance of community initiatives and the prevention of unnecessary social conflicts.

### **Box 10: The regional education conference in Ouagadougou (2008)**

In October 2008 ICCO organised a conference for its partners<sup>36</sup> in Mali, Burkina Faso and Senegal and for other stakeholders in the field of non-formal education and literacy (UNESCO, DVV, national and regional governments and resource persons). At this conference, programme coalitions in three countries presented their programmes and gave each other feedback. Based on presentations by specialists, the participants exchanged ideas and discussed various topics (such as non-formal education, literacy methods, strengthening of CSOs, lobbying and the multi-actor approach). The conference also facilitated workgroup sessions, a field visit, more informal contacts and a documentation corner.

ICCO's goals for this conference were the following:

- The exchange (among ICCO and the participants) of ideas and experiences with the process of programme development in the three programmes.
- Facilitation of greater expertise among the partners with regard to the content and quality of non-formal education.
- Linking together conference participants (both partners and non-partners).
- Discussion of the follow up for the three countries.

The quality of the participants' contributions was good and the mutual interest in the various processes of programme development in each country was high. A foundation was laid for further exchanges (e.g. through the wiki, <https://educafroc.pbwiki.com>).

these subjects must at the very least be included in problem and risk analyses conducted for the purpose of formulating strategies and achieving results.

## **C. ICCO'S ROLES**

To contribute to these focal areas mentioned above, ICCO supports programmes financially, acts as a broker and contributes to capacity development and lobbying and advocacy.

### **Strategic financing**

ICCO gives strategic financial assistance to multi-actor literacy programmes, which are formulated through the programmatic approach, have an added value, are innovative and contribute to social change. ICCO also tries to involve other donors in supporting these programmes.

### **Broker**

In accordance with the programmatic approach, ICCO links individuals and organisations, such as CSOs, embassies, government representatives, other donors and knowledge centres active in the field of literacy. Together with these actors, ICCO investigates the possibilities and the added value of developing or strengthening a

(new or existing) literacy programme in a certain area.

This is often an intensive participative process. Such processes in Senegal, Burkina Faso and Mali have led to multi-actor programmes, formulated by local civil society organisations in collaboration with local governments, other donors and ICCO. Programmes are carried out at various levels and comprise various strategies.

### **Capacity development**

Strengthening the capacity of local actors, organisations and institutional structures within the education sector to plan, design and implement literacy programmes sustainably improves the level of education and is at the core of ICCO's programmes. Within the framework of multi-actor literacy programmes, ICCO will contribute specifically to strengthening the various capacities needed to make this approach successful (Veldkamp 2007): learning capacity, self-steering capacity, strategic and linking capacity and finally innovative capacity.

*Good planning, monitoring and evaluation* at the level of the country programme that ICCO supports and at the level of ICCO's whole literacy investment are prerequisites for good interventions. Upon request<sup>33</sup>, monitoring and evaluation, baseline studies, PME training and workshops can take place for and with partners. To support the ongoing learning



process, ICCO and its partner organisations have to incorporate permanent evaluation mechanisms in their programmes, ensure good systematisation and conduct strategic research. Within a national or international cooperative network, organisations continually have to ask themselves: What works well, what doesn't, and why? What results do they want to achieve in the middle term and what will be the long-term *impact* of literacy programmes on active citizenship, gender and socio-economic factors? How can programmes be improved? What is the most effective way to disseminate the 'lessons learned'? Based on these lessons, ICCO will be able to contribute to the international monitoring of the CONFINTEA VI agreements and to the dissemination of the various programme experiences throughout a broad network.

In the field of education for young people and adults, ICCO initiates and supports linking and learning activities (with partner organisations and non-partners),

as well as research projects,<sup>34</sup> peer reviews within and among countries, conferences and seminars/workshops. In addition, a digital learning network (wiki) has been developed and further expanded for the exchange of information and experiences. A good start was made for the West Africa region in October 2008 during the West Africa education conference (see box 10).<sup>35</sup>

Finally, based on a good systematisation of experiences with the programmatic approach in its literacy programmes, ICCO would like to identify lessons learned about the approach and the processes it involves, as well as to test the ICCO Alliance's principles and assumptions, which are the starting point for this new manner of working. Through critical reflection and interpretation of experiences, ICCO would like to learn more about the added value of the programmatic approach within the education sector and the cooperation with other actors. A good systematisation can also make it possible to compare programmes and processes which were





intended to facilitate the exchange of experiences with various approaches and methodologies/instruments. Well-documented experiences are more accessible for the direct actors and a large circle of stakeholders.

### ***Lobbying and strengthening of the support base***

To achieve a political breakthrough, lobbying and advocacy are important areas of activity for partners in the southern programmes. ICCO supports the advocacy efforts of local organisations vis-à-vis their own national or sub-national governments and donors.

These locally represented organisations, often national education coalitions or umbrellas, but also those at meso and micro level, lobby governments to fulfil their national and international commitments and to make education available to everyone, including young people and adults. This requires for example the reservation of a sufficient budget (at least 3% of the national education budget and separate budget items at municipal levels). They also lobby for good agreements regarding the tasks of the various actors in the sector. ICCO supports

these lobbying activities through financing and capacity building.

With respect to ICCO's own efforts, the organisation lobbies within the framework of the Global Campaign for Education<sup>37</sup> for a reform of the structure of international financing of education, to ensure that it is capable of timely mobilising sufficient means to contribute to achieving the full EFA Agenda. This new structure should take into consideration the benchmarks for adult education (in accordance with the Abuja Call for Action). Donors have to remain credible and must continue to work on the predictability of their assistance and long-term investments.

ICCO also contributes to the annual GCE campaign, which has Youth and Adult Literacy and Lifelong Learning at the centre of the 2009 campaign. During the international action week in April and on 8 September (the International Day of Literacy) we will be drawing attention to the right to and importance of education, and especially in 2009 to the complete EFA Agenda, including education for young people and adults.

## 5 Concluding observations

Everyone has the right to quality education; and investing in education programmes provides a good return in terms of social benefits. Education is the basis for a peaceful, democratic society without poverty. Education for young people and adults extends beyond literacy, but literacy is a prerequisite for a meaningful learning process as well as for personal, social and political emancipation. For this reason, within the ICCO Alliance education programme, ICCO focuses specifically on functional literacy programmes for young people and adults. As explained in this paper, we believe that full attention must be paid to the following points in order to contribute effectively to reducing the still much too high illiteracy rate.

### Equal opportunities for all

Every person has the right to actively and meaningfully participate in and contribute to civil, social, economic and political development (UNICEF/UNESCO 2008). Literacy is not only a right, but it contributes to this development. We believe that extra attention must be given to the groups that are at greatest risk of being denied and deprived of this right.

### Participation

Participative education policy development and monitoring requires an efficient and coordinated approach to Education for All, with jointly determined roles for the various state and non-state stakeholders at the different various levels. At programme level too, participation of the target group in the various phases of programme planning and implementation, and consideration of the needs and motivation of the participants are crucial for the success of a literacy programme. Inclusion is thus the key word! This enhances personal and social development and contributes to a worthy society.

### Financing

In accordance with international agreements, governments should dedicate at least 6% of their GDP to education, and at least 3% of this education budget should be allocated to education for young people and adults. Where this is being done, international donors should provide funds to fill in the remaining gaps.

### Accountability

Investments in education for young people and adults are more fruitful if internal accountability mechanisms function well. Strengthening social

accountability in such a way that citizens will be empowered to hold governments, education providers and other responsible actors accountable is a necessary part of good governance.

### Quality improvement

Every person has the right to learn, to know, to do and to live together and to learn to respond to changes in society. This requires good learning opportunities, as promoted in the benchmarks of the Global Campaign for Education/Action Aid. Functional literacy programmes take into consideration the cultural, linguistic, ethnic and gender diversity of the target group and are developed in accordance with the following dimensions of quality: *learning, teachers, learning content and learning environment*.

ICCO places highest priority on the five focal points noted above and asks other organisations to do the same. We gladly join forces with others, so if you agree with our vision and ideas, let us work together to eradicate illiteracy throughout the world.



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## ANNEX 1:

# An overview of the crucial international conferences on literacy that have taken place since 1960<sup>38</sup>

### **1960: The Second World Conference on Adult Education (Montreal)**

The theme of this conference was 'Adult education in a changing world'. Special attention was paid to the role of education in technological and socio-cultural changes in developing societies. With respect to literacy, it was proposed that this could not be a goal in itself, but should be part of extensive social intervention programmes. Consideration was made of linking adult education to economic, technological and vocational developments.

### **1965: The World Congress of Ministers of Education on the Eradication of Illiteracy (Tehran)**

The main theme here was 'the relation between illiteracy and underdevelopment'. Illiteracy was seen as a barrier to the success of development goals that countries had set for themselves, but at the same time illiteracy is a result of underdevelopment. 'Illiteracy is the outcome of a complex series of economic and social factors, and not simply educational ones' (Minedit 3, p. 5). Thanks to this close relationship, illiteracy was rejected as a goal in itself: 'But functional literacy, viewed as an inseparable part of the process of adult education, is a normal factor in development. It enables the individual to fit in his occupational and social environment and helps him towards a self-improvement which increases his value as a person...' (Minedit 3, p. 5). The most important conclusions of this congress involved two aspects: a) The place of literacy in the national development plan: Literacy directed explicitly toward development should not only be an integral part of the whole education plan, but also of the development plan and projects of all sectors in the country (Resolution 1.3); b) The application of differentiated methods and techniques: For the literacy programmes to be actually effective, they have to reflect in both form and content the age, gender, environment, interests and motivations of the adults and their direct chances of obtaining work (Resolution 11.3).

### **1972: Third World Conference on Adult Education (Tokyo)**

The participants on this conference expressed strong criticism of the narrow meaning implied by functional literacy to the concept of functionality and the strong emphasis on productivity. Attention should be paid not only to economic, but also to socio-cultural and political aspects.

### **1976: International Symposium on Literacy (Persepolis)**

The aim of this conference was to evaluate the results of ten years of international efforts in the area of literacy. In this conference the participants built on the discussion started in Tokyo and a broad definition of the term functionality was proposed. Political, social and cultural dimensions received more attention (see for example Adiseshiah, Malcolm S. 1975). The symposium's closing statement was a clear step in the direction of what became known as 'literacy for liberation': literacy has to create the conditions for developing a critical awareness of the contradictions within a society and must also promote the taking of initiative and participation.

### **1990: The World Conference on Education for All (Jomtien)**

A number of goals for the year 2000 were established in relation to basic education. The participants decided to shift focus to national plans of action and to work internationally to put these plans into effect. Basic Education was seen as a multitude of both simultaneous and consecutive learning periods. It is about the means, methods and content '*required by human beings to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives and to continue learning*'. This process begins in the first years of life and continues at school and in non-formal education for young people and adults. Education for young people and adults cuts across all the various sectors. In Jomtien literacy was placed within a broad context to answer



Photography: Eric Miller (Kerk in Actie)

to the learning needs of every child, young person and adult. Literacy was no longer seen as an individual phenomenon, but as a social phenomenon related to the context.

### **1997: Fifth International Conference on Adult Education (Hamburg)**

One of the agenda points was the role of NGOs in adult education. The priorities set for the future were to bring literacy in line with social, cultural and economic development, improve the quality of literacy programmes and intensify the link with the increasingly globalised knowledge society. Literacy was considered to be essential for community involvement.

### **2000: World Education Forum (Dakar)**

At this conference there was a clear tendency to give priority to formal education for children and ideas regarding literacy were seen as essential for achieving the EFA goals. Goals 3 and 4 of the action plan formulated in Dakar deal specifically with adult education, including literacy.

### **2009: CONFINTEA VI (Conférences Internationales sur l'Éducation des Adultes)**

The CONFINTEA VI will take place in May 2009 in Belém, Brazil: 'Living and Learning for a Viable Future - The Power of Adult Learning'. In preparation for this meeting, regional conferences were held in 2008 and 2009.



## ANNEX II:

### International Benchmarks on Adult Literacy

The benchmarks have been developed by experts in adult literacy from around the world and are based on responses to a global survey of effective adult literacy programmes. It is hoped that these benchmarks provide a starting point for policy dialogue between governments, funding agencies, NGOs, and those adults who have been deprived of their right to education. They might also be used

as a checklist against which a government or donor might ask questions about an existing or proposed programme. However, they are not intended as a blueprint or a set of conditions. Research affirms the widely shared insight of experienced practitioners that the success of any literacy programme depends on flexibility to respond to unique local needs and circumstances.



**Benchmark 1:** Literacy is about the acquisition and use of reading, writing and numeracy skills, and thereby the development of active citizenship, improved health and livelihoods, and gender equity. The goals of literacy programmes should reflect this understanding.

**Benchmark 2:** Literacy should be seen as a continuous process that requires sustained learning and application. There are no magic lines to cross from illiteracy into literacy. All policies and programmes should be defined to encourage sustained participation and celebrate progressive achievement rather than focusing on one-off provision with a single end point.

**Benchmark 3:** Governments have the lead responsibility in meeting the right to adult literacy and in providing leadership, policy frameworks, an enabling environment and resources. They should:

- ensure cooperation across all relevant ministries and links to all relevant development programmes,
- work in systematic collaboration with experienced civil society organisations,
- ensure links between all these agencies, especially at the local level, and
- ensure relevance to the issues in learners' lives by promoting the decentralisation of budgets and of decision-making over curriculum, methods and materials.

**Benchmark 4:** It is important to invest in ongoing feedback and evaluation mechanisms, data systematisation and strategic research. The focus of evaluations should be on the practical application of what has been learnt and the impact on active citizenship, improved health and livelihoods, and gender equality.

**Benchmark 5:** To retain facilitators it is important that they should be paid at least the equivalent of the minimum wage of a primary school teacher for all hours worked (including time for training, preparation and follow-up).

**Benchmark 6:** Facilitators should be local people who receive substantial initial training and regular refresher training, as well as having ongoing opportunities for exchanges with other facilitators. Governments should put in place a framework for the professional development of the adult literacy

sector, including for trainers / supervisors - with full opportunities for facilitators across the country to access this (e.g. through distance education).

**Benchmark 7:** There should be a ratio of at least one facilitator to 30 learners and at least one trainer/supervisor to 15 learner groups (1 to 10 in remote areas), ensuring a minimum of one support visit per month. Programmes should have timetables that flexibly respond to the daily lives of learners but which provide for regular and sustained contact (e.g. twice a week for at least two years).

**Benchmark 8:** In multi-lingual contexts it is important at all stages that learners should be given an active choice about the language in which they learn. Active efforts should be made to encourage and sustain bilingual learning.

**Benchmark 9:** A wide range of participatory methods should be used in the learning process to ensure active engagement of learners and relevance to their lives. These same participatory methods and processes should be used at all levels of training of trainers and facilitators.

**Benchmark 10:** Governments should take responsibility for stimulating the market for production and distribution of a wide variety of materials suitable for new readers, for example by working with publishers / newspaper producers. They should balance this with funding for the local production of materials, especially by learners, facilitators and trainers.

**Benchmark 11:** A good quality literacy programme that respects all these benchmarks is likely to cost between US\$50 and US\$100 per learner per year for at least three years (two years initial learning + ensuring further learning opportunities are available for all)

**Benchmark 12:** Governments should dedicate at least 3% of their national education sector budgets to adult literacy programmes as conceived in these benchmarks. Where governments deliver on this, international donors should fill any remaining resource gaps (e.g. through including adult literacy in the Fast Track Initiative).

*Source: Action Aid International and the Global Campaign for Education (2005) Writing the Wrongs: International Benchmarks on Adult Literacy Action Aid: London*

## Footnotes

1. The poor quality of education is especially to blame for this: overcrowded classes, little appreciation for teachers, not enough teaching and learning materials, outdated and/or largely irrelevant curricula, didactics directed toward teaching rather than learning, pedagogic methods that are not very child-friendly, etc. Consequently, parents and children do not always appreciate the school-administered form of education.
2. [www.stichtinglezenenschrijven.nl](http://www.stichtinglezenenschrijven.nl)
3. Edukans, Kerk in Actie, Oikocredit, Prisma, Share People and ICCO have joined forces under the name ICCO Alliance. As a group they combine years of experience and a diversity of relations and partners in developing countries. Together they can also work more effectively and efficiently, implement joint programmes in developing countries (such as education) and carry out joint lobbying, public relations and fundraising activities.
4. The ICCO Alliance supports extensive education programmes in 17 countries; ICCO is so far active in 11 of these countries. The main objectives of these programmes are: access to quality education for the last 10 to 20% of the children who continue to be left behind; reduction of the high drop-out rate, especially among girls; and increased relevance and quality of basic education.
5. The description of developments up to 1978 presented in this section is largely based on Ooijens, J. (1986).
6. These programmes in Cuba, Tanzania and Nicaragua were largely successful. The orientation in these countries was influenced by the principle of social equality. In Cuba a national literacy and post-literacy campaign was launched in 1961. In one year's time more than 700,000 people became literate, schools were opened, unemployed qualified teachers were hired, communities were mobilised to provide school facilities and a literate environment was created (UNESCO 2005: 33). The governments of Angola and Bolivia also initiated national campaigns to reduce illiteracy. In 2008, after the *Yo, sí Puedo* campaign, Bolivia declared itself free of illiteracy. Through this campaign, and over a period of two months (consisting of 65 sessions), the Bolivian government attempted to provide every illiterate person with a sufficient basic level of literacy.
7. It is not easy to evaluate these skills in measurable criteria. An essential point is the language in which a person is literate. This needs not always to be the person's 'mother tongue'. In countries where various languages are spoken, there is usually one official language, which is also used in schools. In practice, literacy programmes usually take place in that language, which is a problem for those who speak a different language at home.
8. As a result of the structural reforms in the 1980s and 1990s, the role of CSOs changed with respect to literacy. The social consequences of the neo-liberal policy were disastrous. 'Basic education' (i.e. primary education) was the first sector in which governments reduced spending, or it became privatised (Assié-Lumumba 2000; Ooijens 1995). Concern about the consequences of reductions in education budgets and a growing recognition of the role of CSOs in education led CSOs in the 1990s to focus more on this neglected area.
9. 'Banking education' is a form of education that is compared to the 'depositing' of knowledge and information. Students are the unknowledgeable account holders, who receive knowledge from their teachers, the knowledge holders. The students patiently store this information and repeat it as needed. They sink, according to Freire, into a 'culture of silence' rather than learn to participate critically in society (Freire 1973).
10. The changed thinking about literacy is also demonstrated by the various (participative and non-participative) methods applied by the organisations.
11. The Education for All Conference in 1990 and 2000; the Millennium Development Goals Declaration.
12. This can have both positive and negative consequences. During elections, as evidenced in Angola for example, facilitators linked to party politics are appointed with the main objective of influencing the voting behaviour of as many voters as possible.
13. This link is explicitly included in ICCO's efforts in 2009 to identify the possibilities of developing a West-African programme for Sexual and Reproductive Health and Rights.
14. ICCO recognises the importance of numeracy, but does not treat it in this paper as a separate component.
15. Pragmatic because such approaches can unite the more functional, transformative or socio-cultural approaches to literacy (LWG UK 2007).
16. Adult education can be found in formal, non-formal and informal programmes and institutes. Approaches differ per country. Non-formal education refers in some countries specifically to literacy for adults (such as in Senegal), whereas in other countries it is seen as structured forms of learning that take place outside the formal system (such as in Burkina Faso).

17. Information in this section was drawn from Ooijens, J. (1989 en 1992), UNESCO (2006 en 2008), Archer & Fry (2005) and the CONFINTEA VI regional pre-conference results (2008).
18. Bureaucracy at the ministries of education often leads, for example, to delays in the provision of materials and payment of salaries.
19. In Ethiopia, for example, the literacy rate was 83% in the Addis Ababa region, but only 25% in the Amahara region (UNESCO 2008: 95).
20. Additional barriers to participating in the education system faced by young people in certain areas in Liberia, Sierra Leone, Angola and South-Sudan are, for example, recruiting by the army, opportunities to earn money in the mines, and opportunities to participate in legal or illegal trade. This group constitutes a time bomb under these fragile societies. See Youth Unemployment and Regional Insecurity in West Africa, UNOWA, 2005.
21. For example, only 37% of Burkinabé children complete primary school, which is disappointing considering the increased enrollment figures.
22. Many of the focal points mentioned here are in line with the UNESCO Monitoring Report 2006 and 2009; and the conclusions drawn during the pre-conferences for CONFINTEA VI.
23. As soon as the prerequisites are in place, management can be outsourced.
24. The government has to evaluate the quality of adult education programmes, certify and officially recognise them so that the 'diplomas' earned by the participants have real value and allow them, if desired, to continue their education in higher-level programmes, etc.
25. The exact percentage depends on the context, but this is a general guideline.
26. The Abuja Call for Action in 2007 made a strong case for renewed commitment and policy change at international level for adult education. An initial positive result was the approval in the Fast Track Initiative of Benin's sector plan, which focused in large part on adult education.
27. Compared to government agencies, civil society sometimes has better access to the poor, can reach people in extremely difficult situations (especially women and children) or in isolated areas, and is more experienced with a participative, decentralised and innovative approach (which incidentally does not give the state a legitimate reason to neglect its own responsibilities!).
28. This often takes place with the help of instruments such as discussion, drawings, photographs, videos, newspapers, production of materials by the students themselves, use of local knowledge, etc.
29. Studies have shown that in order to be successful there should be 1 facilitator available for 30 learners and at least one supervisor for 15 learner groups. It is further expected that the chances of success are greater if the duration of the programme is at least 2 to 3 years (see annex II, benchmark 7).
30. In this text we use the term teacher (facilitator was also a possibility). By this we mean a person who works together with learners/participants and talks to them about their learning needs and the usefulness of what is being learned in their daily lives.
31. To increase the chances for participation, the schedule has to be tailored as much as possible to the participants' situation. Childcare could be offered, for example, to mothers with small children who want to take the lessons (DSF, Burkina Faso).
32. There is of course considerable disagreement on this point, because the ambitions of many people are directed toward the official society, economy and culture. They see literacy in the national language as the ticket to national society and to obtaining a better position.
33. An initial training took place in October 2008 as part of the initiation of the literacy programme in Mali.
34. If a country wants to implement a well-designed and evidence-based policy for literacy, more research into the extent of illiteracy and the impact of quality aspects of literacy is imperative. ICCO is eager to help in this regard.
35. Wiki: <http://educafroc.pbwiki.com>
36. Partners active in the education sector in Mali: AFEM, RPL, CR-ONG, Enda-Mali, AMSS, OMAES, Eveil, AMADE, YEREDON, AJR, Siguignogonje, Amadico-J4, ASG, Aide et Action and CNSC. Partners in Burkina Faso: CCEB, Tin Tua, FDC, DSF. Partners in Senegal: RADi, Enda-Graf, USE, CERFLA, ASRADEC, The Hunger Project, Aide et Action, Ngaari Law, CNEPT, DEFI and CNEAP.
37. Members of the Dutch GCE: Edukans, OxfamNovib, Plan Nederland, Save the Children, AOB onderwijsbond, CNV onderwijsbond and ICCO/ KerkinActie.
38. In the past 50 years many important regional conferences have of course also taken place, which are not mentioned in this annex.



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