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*Education for All Global Monitoring Report 2008*

*Education for All by 2015: will we make it?*

**Zambia**

**Non-formal education**

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THE PROVISION OF NON-FORMAL BASIC EDUCATION (NFBE) IN ZAMBIA

By Dennis Banda

Introduction
This paper presents the provision of Non-Formal Basic Education (NFBE) to youth (15-24) and adults (25 and older) in Zambia.
In this paper, NFBE refers to the programmes and structured learning activities targeting the least formally educated youth and adult populations in Zambia. The paper is divided into two parts. The first part gives a brief overview of policy and management and the trends in the provision of NFBE. Emphasis will be on the supply side of NFBE. The second part describes the major NFBE activities implemented by various government ministries and departments as well as non-governmental organisations, Cooperative partners, the church and communities themselves.

This is in line with the focus of goal 3 and 4 of the Education for All (EFA). These two goals, call for equitable access to learning programmes and competencies that meet the needs of youth and adults. This basically means that the focus of NFBE is the equitable access to appropriate learning and life-skills programmes for the youth and equitable access to basic and continuing education for adults.

Part A:
How NEFB is defined
Zambia has had a long history of Non-Formal Education (NFE), which has existed parallel to the formal system. Carmody, (2004:68) acknowledges that from the arrival of the missionaries in 1883, adult non-formal education, while not identified, existed:

There were clearly a number of adult education elements practices which were carried out with the general provision of education... literacy work, village improvement, training in literacy trades and village crafts and the work of the Barotse National School.

Missionary education placed emphasis on non-formal education centres for elementary industrial training. The colonial government also created community-training centres for NFE. The trainings in these centres focused on mass literacy, leadership, vocational training in local skills, health education and traditional skills (Mumba 2003).

NFBE still denotes all forms of education that are offered outside the formal school system. Kelly, (1999) who has followed the development of education in Zambia, describes Non-Formal Education (NFE) as:

Any organized activity outside the established formal system- whether operating separately or as an important feature of some broader activity- that is intended to serve identifiable learning clientless and learning objectives. Examples of non-formal education applicable to children and to youth would be: pre-school day-care centres and nurseries; school equivalency programmes to provide a “second chance” for those who are missing schooling or dropped out early; adolescent and adult literacy classes; school-based extracurricular activities, such as boy and girl scouts, young farmers’ clubs, occupational training for adolescents in agriculture and construction, carried on outside the formal school structure (Kelly, 1999:9)
The education system currently in practice in Zambia is 7-5-4. This means that the system has seven years of primary school education, five years of secondary school education and four years of university education. This is soon to give way to a 9-3-4 system (MOE, 1996; 2003; 2006). The in-coming system will have nine years of Basic Education, three years of High school Education and four years of university education. These three stages of education have promotion examinations. Those who do not “pass” the Grade seven, nine and twelve examinations do not proceed further to other stages of their education (MOE, 1996). This system has created a pyramidal structure of education that is not compatible with efforts to achieve EFA goals as it “throws-away” many pupils out of the educational systems. The majority of those thrown away do not fail as such but are “pushed” or “squeezed” (Serpell, 1993) out of the education systems.

The pyramidal structure created is very important to this discussion. It is the ‘pushed’, ‘squeezed’ or dropouts from the formal education systems that create the need for alternative education system that NFBE sector caters for. Those ‘pushed’ or ‘squeezed’ out, especially at primary school level, have no survival skills to enable them manage themselves in the community (Serpell, 1993). This scenario has made the Zambian government, through various ministries, departments, Non Governmental organisations (NGOs) and the church consider expanding NFBE to include the so-called drop, ‘pushed’ and ‘squeezed’ outs so that they are given second chance opportunities (Kelly, 1999; MOE, 1996; 2003; 2006).

It has been argued that those who are thrown out by the formal education, especially at primary school level, are the future illiterate adults (Serpell, 1993; Kelly, 1999). Because of starting school late for various reasons (See footnote), most of those who leave school, after Grades 7 and 9 are over 15 years old and 17 years old, respectively. This may also explain the findings in the Zambia Human Development Report 2003 that literacy among 15-24 year olds dropped from 74.8% in 1990 to 70% in 2000 (UNESCO, 2003:xiv).

Although the projection is that Zambia will achieve 100% literacy by the year 2015, literacy rates for the 15-24 year olds, at least in the short term, are falling. The current drop is also reflected in the UNESCO (2007) as seen below:

<table>
<thead>
<tr>
<th>Table 1: Literacy Rates</th>
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<tbody>
<tr>
<td><strong>Literacy rates</strong></td>
</tr>
<tr>
<td><strong>Adult</strong> (15+) %</td>
</tr>
<tr>
<td>MF</td>
</tr>
<tr>
<td>M</td>
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<tr>
<td>F</td>
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<tr>
<td><strong>Youth</strong> (15-24) %</td>
</tr>
<tr>
<td>MF</td>
</tr>
<tr>
<td>M</td>
</tr>
<tr>
<td>F</td>
</tr>
</tbody>
</table>


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1 Some professional courses like Medicine and Engineering vary from this pattern as they require 5 to 8 years
2 In rural and community schools, most of the pupils complete their primary school education when they are over 16 years of age. While the official age for enrolling children into Grade 1 is 7 years, most of the children start school when they are over 10. This could be due to poverty; distance to schools, stunted growth, being orphans, or sometimes-local beliefs that owning cattle is a symbol of wealth. So, before starting school, a child must work for years, heading cattle, in order to be given a cow of his own as payment (Kelly.1999).
This is what Lungwangwa (1999) In Mumba, (2003:4) says:

There are high illiteracy rates among the youths. It is estimated that illiteracy rates among the youth 14-20 years are higher than those for older persons between 21-30 years and 31-45 years. If the majority of the youth 14-20 were in school, illiteracy rate would have been lowest as it is this group that should benefit of basic education offered in school.

For example, out of the 268,097 pupils who sat for the examinations, only 141,161 pupils “passed” or selected for Grade 8 and 126,936 pupils were pushed out of the education system. When we add the numbers of those who left school and those pushed out, we come up with a total of 152,422 pupils who have been thrown away into the community with no practical skills to make them survive. (Majority of these thrown out are 15+ years)

These figures made Father Derrick Muwina comment in the Post Newspaper of 3rd January 2007:

I think that the Ministry of Education and indeed all Zambians should question the trend by which we throw away half of our young people who sit for exams every year citing failure to reach the cut of point. I have never seen a country in the West or Global North that throws out its young people out of school like this. Education is a universal human right and we in Zambia are denying our young people that right, sad and shameful indeed!

The 2007 Grade 9 examination, released in February 2007 show that out of 176,263 candidates who registered for this entry examination to Grade 10, only 66,877 were selected and 17,789 failed. 18,880 pupils were absent for the examination and automatically joined the numbers of the not-at school youths. A total of 72,717 pupils were “pushed or squeezed” out of the formal schooling due to the cut-off-point system determined by the availability of schools places. Majority of these youths are above 17+ years already (The Post Newspaper 16th Feb 2007.)

Answering questions in Parliament on the number of pupils not selected, the Minister of Education had this to say:

Our education system has other opportunities other than the formal education. There is adult education, long distance education, skills training and Academic Production Unity (APU). It is now abundantly clear that Zambia, like many other developing countries, cannot achieve EFA goals through the formal education system alone (Preece, 2007; UNESCO, 2005, Mumba, 2002). There is need to develop alternative educational systems, like NFBE. Mumba, (2003:3) holds that “Non-formal education derives its importance in Zambia from limited capacity of the formal school system”.

APU are classes ranging from Grade 8 to 12 organised by individual schools and attract tuition fees that go into payment for teachers involved. These APU classes are conducted during the afternoon. They were introduced not only as alternative forms of education but also as a way of motivating teachers by giving them an extra income to supplement their meagre salaries.
The Zambian government seems to be taking appropriate measures to address the plight of the out-of-school youths (15+ years) and the adults (24+ years) through various NFBE programmes.

**National NFBE policies, reforms**

As already stated, there are several government ministries and organizations (Table 2) that offer NFBE programmes and activities. These ministries and organisations are covered by the policy document on partnership in Education Provision, Inter-Ministry Collaboration, which states that:

In order to promote the effective coordination of education and training provided by various government ministries, the Government will develop a coordinated policy that covers the entire education sector (MOE, 1996:142)

The community involvement is also covered by a policy which states:

Guided by the principle that communities have a basic right to provide education at all levels, the Ministry will encourage and facilitate full participation of communities in educational provision.

In this area, more attention has been given to the Ministry of Education and the Ministry of Community Development and Social Services who are the main provider of NFBE programmes.

In the Zambia’s 1996 National Policy, “Educating Our Future”, which forms the legal foundation for education programmes and activities, there is no clear policy on non-formal education. What comes very clear, though, is the policy on formal education:

The goal of the Ministry of Education [on behalf of the country] is that every child should have access to nine years of good quality education. In cooperation with relevant partner ministries and with communities, NGOs and religious groups, the ministry will explore ways of establishing out-reach learning programmes that will bring the benefits of school education to children who for no valid reasons are not able to attend school in the conventional way (MOE, 1996:22).

Mumba, 2003) agrees that there is no clear policy on NFBE in Zambia. However, the National Policy states that:

The Ministry of Education recognizes the central importance of continuing and distance education for personal development, for updating knowledge and skills, and for overcoming disadvantage suffered during initial education. The Ministry will promote open learning, lifelong education, and a wide variety of mechanisms for continuing and distance education (MOE, 1996:80)

Although no direct reference is made to NFBE, per say, it can be assumed that the policy stated above covers NFBE programmes. This can also be seen from the strategies put in place in the document to reinforce the policy statement above. The strategies state that:

1. The Ministry will integrate the provision of continuing education programmes into its mainstream planning processes.
2. The Ministry will increase access to quality continuing education programmes as another avenue of educational provision for out-of-school youths and adults.
3. Recognizing its inability to respond to all the needs, the Ministry will encourage partnership with other stakeholders, communities, non-governmental organizations, and the private sector in the provision of continuing and distance education
4. The Ministry will promote continuing education programmes which combine the formal acquisition of knowledge with the development of skills and competencies relevant to employment, economic growth and development.
N/B. The government intends to make the Ministry of Education, through DODE, take full responsibility of adult literacy programmes and activities, but still in conjunction with the Community Development and Social Service. The policy issue on NFBE needs redressing urgently.

**Reforms**

The Ministry of Education has undergone some education reforms lately (2002-2004). These reforms have divided the ministry into various directorates. The Directorate of Open and Distance Education (DODE), formally called the Department of Continuing Education, runs the NFBE programmes and activities. The main aim of DODE is to expand education provisions and offer alternative opportunities or ‘second chances’ to the out-of-school youths and adults. The Directorate has four wings that perform various functions in the running of the programmes. These are:

(a) The Educational Broadcasting Services (EBS)
(b) The College for Open and Distance Education (CODE).
(c) Learner Support and Administration (LSA) (looks into the interest of the learners, how materials will reach the learners, and the day to day running of the Centres.
(d). Quality Assurance and Accreditation (QAA) (Which looks at quality of materials used in all the programmes.

The NFBE programmes and activities cut across several ministries, non-governmental organizations and associations. Zambian has a number of avenues for the delivery of NFBE programmes throughout the country. This is in line with the policy of partnership in educational provision followed by the government (MOE, 1996). The Ministry of Education, as the principal provider of education, in general, is responsible for broad policy directions and supervisory guidelines to some organisations involved in the provision of NFBE (MOE, 1996). The other organizations and ministries involved with NFBE programmes and activities are the Ministry of Science, Technology and Vocational Training, the ministry of; Community Development and Social Services, the Ministry of Sports, Youths and Child Development, the Ministry of Health, the Ministry of Agriculture and the Ministry of Works and Supply.

Table 2 below shows the NFBE activities and programmes that are conducted by various ministries and organizations in various parts of the country. The ministries and organizations in Table: 2 are not exhaustive. There are many other ministries and organizations supporting NFBE programmes and activities. Details of various activities and programmes performed by various ministries and organizations are discussed one by one in the next section. These various ministries and organizations have specific policies that guide them in their implementation of the various NFBE programmes. TEVETA for example has well stipulated guidelines of who should head their Non-Formal and Formal Institutions:

<table>
<thead>
<tr>
<th>Director/Principal for Non-Formal Training Institutions</th>
<th>Director/Principal for Formal Training Institutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diploma or Technical Certificate in a relevant trade area.</td>
<td>Bachelor degree in any relevant field or higher National Diploma</td>
</tr>
<tr>
<td>Certificate in Human Resources Management</td>
<td>Professional qualification in Human Resources Management</td>
</tr>
<tr>
<td>Basic Financial Management knowledge and experience</td>
<td>Financial Management knowledge and experience</td>
</tr>
<tr>
<td>Three years minimum management experience</td>
<td>Five years minimum management experience</td>
</tr>
<tr>
<td>Certificate in Education/. Technical teaching</td>
<td></td>
</tr>
</tbody>
</table>

Table 1: Qualifications for Director/ Principal for Formal and Non-Formal Training Institutions
and teaching experience

Post–graduate Diploma in education and teaching experience


N/B: However, it is important to note that the qualifications for Director/Principal for Formal and Non-Formal institutions are not the same. The message portrayed is that Non-Formal programmes are of less importance than the formal ones.

(Other policy documents not available)

Table 1: The provision of Non-Formal Basic Education (NFBE) to out of school youths and adults in Zambia by various ministries and organisations.

<table>
<thead>
<tr>
<th>Ministries</th>
<th>Programme implementers</th>
<th>Target Group</th>
<th>NFBE Programmes and activities</th>
<th>Main Objectives</th>
</tr>
</thead>
</table>
| Education | ▪ Directorate of Open and Distance Education (DODE)  
▪ Curriculum Development Centres (CDC)  
▪ Community schools  
▪ Learning at Taonga  
▪ Markets (Interactive Radio Instruction)  
▪ Open secondary schools Zambia College of Open and Distance Education (ZCODE)  
▪ Evening classes | ▪ Out of school,  
▪ Drop outs,  
▪ School levers  
▪ Adults  
▪ Women | ▪ Open basic and high school classes  
▪ Evening classes  
▪ Functional literacy activities  
▪ Entrepreneurship training  
▪ Life long Education  
▪ Vocational and Technical skills.  
▪ APU classes | ▪ Reduction of illiteracy  
▪ Second chances |
| Community Development and Social Service | ▪ Provincial community officers  
▪ District community officers  
▪ Teachers from Ministry of Education ( in collaboration  
▪ Evening classes | ▪ Adults  
▪ Women  
▪ Orphans  
▪ Out–of–school youth | ▪ Adult functional literacy and numeracy  
▪ Human rights  
▪ Practical skills  
▪ AIDS/HIV  
▪ Hygiene | ▪ Self-reliance on women  
▪ Given women rights  
▪ Life skills |
| Works and Supply | ▪ District and feeder Road Development Agencies  
▪ Local councils | ▪ Out of school youths  
▪ Retrenched workers  
▪ Retirees | ▪ Feeder roads construction skills  
▪ Road construction management skills | ▪ Offered employment  
▪ Improved life in rural  
▪ Good roads  
▪ Offer practical skills |
| Health | ▪ Health Education Unit  
▪ AIDS Counselling Centres  
▪ Family Health Trust  
▪ Family planning  
▪ First Aid  
▪ Primary health care  
▪ Rural health centres | ▪ Youths  
▪ Orphans  
▪ Infected and affected adults  
▪ Life skills  
▪ Nutrition | ▪ Trainings  
▪ Counselling  
▪ Disseminating messages about AIDS  
▪ Nutrition and hygiene  
▪ Abstinence and safe-sex education | ▪ Awareness  
▪ Prevention  
▪ Counselling  
▪ Nutrition |
| Youths, Child Development and Sports | ▪ Skills Training Centres | ▪ Out of school youths  
▪ School levers | ▪ Practical skills  
▪ Survival skills  
▪ Entrepreneurship | ▪ offered jobs  
▪ Survival skills |
| Agriculture | ▪ Agricultural Extension officers  
▪ Farm Training Centres  
▪ National Agric. information. Services  
▪ Seed Companies  
▪ Young Farmers clubs  
▪ Agricultural centres | ▪ Rural farmers  
▪ Women  
▪ Retirees  
▪ School levers  
▪ Out of school youths  
▪ Subsistence farmers | ▪ New farming methods  
▪ Crop management  
▪ Crop rotation and organic manure  
▪ Entrepreneurship  
▪ Women rights in land ownership | ▪ Provide Better farming methods  
▪ Offered women rights  
▪ Nutrition  
▪ Self reliance |
| Science, Technical and Vocational | ▪ Technical, Vocational Entrepreneurship Training Authority (TEVETA) | ▪ Out of school youths  
▪ School levers  
▪ Retrenched adults | ▪ Technical skills  
▪ Crafts and building skills  | ▪ New skills  
▪ Employment opportunities |
Training

- Continuing Education Centres offering technical programmes.

Entrepreneurship

- Home crafts.

- Self sustenance

Community-based organizations e.g. the church

- Community centres
- Community Radio Stations
- Community learning centres
- Literacy clubs

- School levers
- out of school youths
- Women
- Orphans

- Literacy and numeracy
- Life skills
- Crafts
- Hygiene
- Nutrition
- Functional literacy

- New opportunity
- Self esteem
- Women’s rights

International Agencies

In collaboration with

- NGOs
- Government
- Community Organisations
- Community radios
- Church Organisations

- Out of school youths
- School levers
- Adults
- Orphans
- Women rights/Girls education

- Alternative ‘schools without walls’
- Seminars
- Sensitization meetings
- Interactive Radio Programmes

- More children in schools
- Literacy rates raised

Source: Adapted from Mumba, (2002; Lungwangwa, 1999; MoE, 2003; MoE, 1996; MoE, 2006)

How NFBE programmes are governed

Official body (ies) supervising NFEB activities or programmes

There is no official body coordinating various NFBE programmes and activities done by various ministries and organizations as acknowledged in the National Policy Document:

Each government ministry involved in education provision currently works almost in isolation, there being very little coordination among ministries. Consequently, the government approach to educational provision tends to be fragmented. This may lead to wasteful duplication of some services while in other areas there is inadequate provision.

However, the government has adopted an initiative known as the Education Sector Integrated Programme (ESIP). The Ministry of Education spearheads ESIP in conjunction with the other line Ministries mentioned above (MOE, 1996). Despite such initiatives, there seem to be a problem in this area as acknowledged by Mumba, 2003:4)

Unfortunately, no national body co-ordinates non-formal education programmes conducted by different government departments and other non-governmental organizations, as is the case in some countries like Lesotho and Botswana [Ghana].

There is even a proposal, to that effect, to set up National Council for Non-formal Education to coordinate all NFBE programmes and also ensure that NFBE programmes complement formal education (Mumba, 2003). It is possible that working groups to coordinate NFBE programmes may have been formed in the past but have not worked as expected (Mumba, 2002).

The Financing of NFBE Programmes

The Zambian government enjoys a very good relationship with local and international funded Non-Governmental Organisations (NGOs), international agencies, the Church and Community organisations in the provision of NFBE to the out of school youths and adults. Supervision and funding of NFBE programmes and activities are discussed as we look at each activity. Many community-based organisations, NGOs, the church and civil societies, get most of their financial, technical and material support from the International Agencies like USAID, NORAD, SIDA, DANIDA, FINIDA, DFID, JICA (Japan), BREDA (Holland), UNICEF, CARE International; PAM, UNPD, UNFPA, ADB, UNESCO and the World Bank.

In addition to that support, the various ministries, involved with the NFBE programmes use the same allocation given by the central government for all their activities. In the case of other ministries and organisation stated in Table1, no budgetary allocations for NFBE programmes and activities are available. Similarly, the Five Year Education Planned Capital allocation by Sub-Sector (2003-2007) (UN, Zambia Status Report, 2005:12), does not indicate a specific
budgetary allocation (Unit Cost) for NFBE programmes and activities. We can just guess that NFBE should be under “others”, a figure that must be very insignificant indeed.

**Figure 3: Planned Capital allocation by Sub-Sector (2003-2007)**

![Pie chart showing budget allocation by sub-sector](chart.png)


**Part B:**

Major NFBE programmes and activities are analysed in this section are:

1. Alternative schooling (second chance)
2. Literacy and Numeracy
3. Life skills and community development
4. Income generation programmes, non formal vocational training and rural community development

**Alternative schooling (second chance)**

The Ministry of Education, through the Directorate of Open and Distance Education (DODE), is responsible for four major types of NFBE-oriented programmes:

- Organizing and managing open Upper Basic and High school courses
- Organizing and teaching evening classes at primary and secondary level.
- Training specific skills for recent school leavers, out of school youths and adults in Schools for Continuing Education found across the country.

**Main objectives:**

- Offer alternative or ‘second chance’ opportunities to the out of school youth and adults

Its main objectives are to:

- Provide a formal school-type of education for those who had lacked in the opportunity to undertake or complete this.
- To provide alternative, second chance or simply to offer a route to re-entering the formal system.

As noted by Alexander (1983) In Carmody, (2004:68) the Ministry of Education has treated non-formal education like a kind of “step-child in the shadow of the formal education system”.

**Open Upper Basic and High Schools**

These cater for the out-of-school youth (15 + years) who were not picked up in the regular schools. The open schools found in Basic Schools in the rural areas also cater for a small number of adults (24+years) who did not complete their formal school and want to improve their literacy and numeracy skills. These classes are conducted in the afternoons. This gives time for those who want to do self-support work in the morning. DODE is developing an ‘alternative Upper Basic Curriculum’ to be used with these groups. This is an alternative to the Upper Basic Curriculum for formal education. (19,000 out of school youths were enrolled in 1995 and 25,303 in 2001). No current figures are available)
Evening classes
These programmes are conducted in Basic and High schools, in both rural and urban areas. The target group is adults (24+ years old). The main aim is, again, to give alternative opportunities or ‘second chances’ to those adults who did not have a chance to proceed with formal schooling. Again, a small number of out of school youth (15+) attend these classes to acquire initial literacy and numeracy skills. To these, new opportunities are made available to them. (I have taught in such classes before, where some adults in attendance had never been to school before yet they wanted to start attending evening classes in Grade 8. As teacher you do not even know where to begin from. (Figures of those attending such classes are not available)

Skills in Schools for Continuing Education
The Schools for Continuing Education, sometimes called Adult Centres, are found in every provincial headquarters throughout the country. These centres offer a wider range of skills training such as metal and woodwork, crafts, brick laying, carpentry and many more. Commercial subjects are also offered. The target groups are the out-of-school youths who want to learn a skill and develop a career. All programmes of technical and vocational in nature are supervised, monitored and evaluated by TEVETA. (1,265 received the skills training in 2001) (Carmody, 2004).

Academic Production Unit Classes
These programmes target those not selected for formal school. They are conducted in Basic and High schools. Lessons are conducted in the afternoons.

There is a lot achieved by the Department of Continuing Education, now DODE Carmody, (2004:69) reports that:

In 2001, the Department of Continuing Education’s stated mission was to increase access to education for out-of school children, youths, and adults. It provided programmes for 25,303 open upper basic and high school teaching classes, 29,508 Academic Production Unit places (APU)4

Community schools in Zambia
Community Schools are community based, owned and managed (MOE, 2001). These schools offer opportunities to the less privileged children, many of whom are girls and orphans due to HIV/AIDS pandemic. Unlike conventional schools, these ones are found within communities and organised and managed by them as well (Durstone, 1996). Mumba, (2002:8) identifies three types of communities’ schools:

1. Those wholly outside the government system with varying degrees of community participation
2. Those which began as community initiative but which now have assistance from the Ministry of Education, many of which have either been taken over by Ministry or are planned to be incorporated into the Ministry of Education system;
3. Government schools with effective community participation. (This category is considered as part of formal school)

It is important to note that community schools in urban areas are seen as interventions by agencies, whose constituencies are the poor, children of HIV/AIDS, affected or infected families, orphans and girls (15+ years old). They are normally run by volunteer teachers who are chosen by the agency itself (Mumba, 2002). The story in the rural areas is different. As already pointed out, the community schools in the rural areas are began by a community, which has either found its own old building or began to construct multipurpose building. More often than not, the Ministry of Education provides teachers for such schools but not to all. Apparently it has been discovered that these community schools have more pupils than the

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4 This figure includes those youths doing other programmes other than skills training alone.
formal schools, in some cases. This has made the Ministry to take over many of them and appoint qualified teachers to even head and deputize them.

While this may appear a positive move, in terms of short-term benefits, there are issues that need attention when you consider long-term effects. The untrained personnel, called mentors, are in most cases local people who do not need accommodation and have no conditions of service. Being local, they know the community very well. Sending teachers to some of these schools will transfer the current problems facing many formal schools such as teachers going on strike and the like. As a primary school teacher trainer myself, I know that the NFBE component is not clearly covered in the syllabus followed in these colleges. This means that the teachers, though trained, have little knowledge of handling adults who attend some of these classes with children. They may not appreciate the difficulties that go along teaching older children alongside pupils (These are ages ranging from 7 to 15+ year olds in one class (Durstone, 1996; Mumba, 2003).

**Adult Literacy and Numeracy Programmes**

As stated already, the main organization that offers adult literacy / numeracy programmes and activities are the Ministry of Community Development and Social Services in conjunction with the Ministry of Education.

The main objectives of the ministry are to:
- Reduce illiteracy levels especially among rural women
- Promote integration of literacy instructions in government programmes related to agriculture, health and education for better living (Functional literacy)
- Set up rural libraries along side literacy centres aimed at promoting a reading culture.
- Provide post-literacy materials and activities through out its literacy centres
- Maintaining and upgrading its data bank of literacy (EFA, 2000)
- Increase in training literacy cadres

**Target Group**

Although these programmes are targeted to adult learners, a small number of out-of-school youths benefit from literacy classes (Mumba, 2002; Carmody, 2004).

**Research on teaching and learning activities**

A DFID funded research work was conducted in the Eastern and Northern Regions of Zambia in 2003. This research was trying to find out if ‘using new forms of Information Communication Technology (ICT) would increase the effectiveness of Community-Based, Non-Formal Education for Rural People in Sub-Saharan Africa (Pye, et al, (2003). The research revealed a number of things that need consideration when conducting adult literacy programmes. Some of the observations are that:
- When pupils’ books were used for adult literacy lessons, the attendance and even enrolment was very poor. The parents did not like the idea of learning using books that their children in Grade 1 used.
- When they were, later, asked to narrate their own stories, depicting the day-to-day challenges they were facing in their communities, the participation improved greatly. Some stories they came up with were centred on HIV/AIDS, gardening, farming, cattle rearing etc. These stories were written down and printed and made as brochures. These brochures or ‘little’ books, with a picture of the narrator on them, were the teaching and learning materials. The enrolment short up and attendance improved greatly.
- The use of story telling, riddles, traditional wisdom conveyed in saying of the wise and proverbs, and songs with lessons to be learnt, were used as teaching and learning materials with very good results. The involvement and participation was further improved.
It was also revealed that the Department of Community Development in Katete had created a database for all civil servants with special skills. The idea is to use them in the skills training programmes conducted by the department or indeed by any other line ministry involved in the provision of alternative education through NFBE programmes and activities.

N/B. A point worth noting is that a High School close to the Community Development Office is trying to implement the Ministry of Education programme of teaching community studies. Community studies focus on practical skills that are relevant to the community. The school is not able to implement this programme because it lacks people within the Katete community who have knowledge of these skills. The school relies on the Parents Teachers’ Association (PTA) members. This is a sign of lack of co-ordination and collaboration between line Ministries working on similar NFBE programmes.

Community-based organizations and church groups (Catholics, the Bahai, and Jehovah’s Witnesses) have also conduct literacy and numeracy programmes and activities in various local languages. Most of such programmes have been done in conjunction with the Ministry of Education.

The communities are fully involved in the running of these community based programmes. One notable community based organization running NFBE for women is the PANUKA Trust founded in 1997. PANUKA means, “work up” in the Tonga language of the Southern Province of Zambia. PANUKA was established in an area where polygamous marriages are the order of the day and wives are not allowed to own assets, or have access to land. Against that background, PANUKA’s main objectives are:

- To initiate village-based women’s literacy centres in order to give women and girls a chance to recover their lost educational opportunities.
- Help rural women establish entrepreneurship ventures.
- Offer second chances to out of school youth
- Offer better living
- Reduce illiteracy

Such programmes show that literacy alone does not entail development but act as an eye opener to many women. With support from the government and also from various donor and International agencies (USAID) many community-based literacy programmes and activities have achieved more than literacy skills (Milambo, 2006).

Literacy and numeracy programmes have also been conducted using community radio stations. Such programmes are run in conjunction with the Ministry of Education. One of such programmes is called Interactive Radio Instruction (IRI).

**Interactive Radio Instruction (IRI)**

This is a form of distance education where lessons are delivered through a radio. It is an active teaching methodology designed to make learning fun. Learners sing, play games, answer questions, read and solve maths problems in a ways that ensure active participation and learning (MOE, 2004). While materials take the role of teacher in correspondence programmes, a radio is a teacher in IRI.

“Learning at Taonga Market” is the name of the IRI programme in Zambia that covers the Ministry of Education’s basic curriculum is in the following subjects:

- Literacy and English language
- Mathematics
- Science and Social Studies
- Life Skills and HIV/AIDS
- Functional literacy to adults and women who are encouraged to attend these literacy programmes
Offer literacy and numeracy to adults who are willing to learn with their children. One of the officers at DODE had this to say about Learning at Taonga Market when interviewed:

This programme has been in operational since 2000 when it was launched. It started with 21 centres with about 500 learners. By 2003, the IRI Taonga market programme had reached 513 centres and an estimated 21,231 learners. 42,000 children (Grade 1-5) have been captured by the programme and the Ministry of Education. Projection is by 2009 to capture 100,000 out of school (1-9) youths.

This information is also reflected in parts in the leaflet ‘Learning at Taonga Market’ produced by the Ministry Of Education (MOE, 2004). The Ministry of Education and also the communities provide the radios where they can afford. The Catholic Church has been very active in IRI programmes in the Southern Province of Zambia. In 1999, the Jesuit priests set up a radio station- Radio Chikuni- to fight illiteracy. By 2006, Radio Chikuni was running 19 Learning at Taonga Market Centres consisting of 1133 pupils in grades 1,3,5,6 and 7 and mentored by 57 mentors. Below is picture showing learning in action with the radio on the table:

Picture 1: Learning under the tree lessons are in progress at Chikuni

Source: Malambo, (2006) (on line)

Adults are encouraged to attend these sessions as they take place within their communities or villages.

The putting up of a Morden classroom block by the Church with the full support from the community shows how the community despite their economic problems appreciates literacy.

Picture 2: From learning under a tree to a better classroom
Such schools serve as centres for more functional literacy activities for adults. Rather than just focusing on the provision of literacy and numeracy, some centres, like Chikuni, have also gone further in offering functional literacy in areas such as agriculture and forestry, gardening, cleans water and sanitation, HIV/AIDS prevention and many others. Chikuni Radio Station also runs a pilot project on Agro-forestry gardens, which started in 5 centres. … Agro-forestry helps people in sustainable agriculture where people do not need to buy fertilizer but rather use plants to make the soil fertilizer (Malambo, 2006:2).

Numeracy is sometimes taught through functional literacy. For example, when teaching how too plant seeds, the learners have to count how many seeds they need to put in a particular hole dug, if seeds are to germinate and grow well.

Life skills and community development
Various ministries and organizations offer various life skills and community development programmes and activities. The target population by many ministries and organizations is the out of school youths aged between 15 and 24 years and adults, who are 24+ years. Some of the training skills offered are in agriculture, mass literacy, leadership, health education, family planning, hygiene, carpentry, prevention of AIDS/HIV, tailoring and design, stress management, traditional skills etc. (EFA, 2000; Mumba, 2003; Carmody, 2004). Most non formal activities listed above are conducted by extension workers in these various ministries and organizations

How many people are involved in each training skill?
Figures not available

Teaching Methods used.
Various modes are used. Notable ones are use of pictures, drama radio, posters, songs, riddles and stories, lectures, role play, discussions, brainstorming, 
Various ministries have developed training manuals to be used in the trainings (EFA, 2000). For example, the Ministry of Health, conducts its NFBE programmes and activities through the Health Education Unit. The Unity is responsible for the production of teaching and learning materials, such as booklets, pamphlets etc. Some messages about prevention of diseases like malaria; HIV/AIDS are spread through radio, Television and drama. The Central Board of Health in conduction with other organisations has developed a training manual, which is used as a resource book to trainers in HIV/AIDS in Basic Education (Mumba, 2003).

Income generation programmes, non formal vocational training and rural community development
The Road Sector Programme Support being implemented by the Road Development Agency and funded by DANIDA conducts various trainings for labour-based contractors on routine maintenance of feeder roads throughout the country.

**The target**
The targeted population is school-leavers, out of school youths (18+ years old) and the adults (24+ years old) who have been retrenched in companies due to SAP.

**Objectives**
To trained them in effective communication skills, leadership, management, road maintenance and construction skills etc. The works they do on feeder roads throughout the country has not only given them employment but has also improved communication and facilitate effective transportation of agricultural inputs to various places and outputs to the market places. Below are samples of road construction and maintenance works done by these school levers, out-of-school youth and retrenched or retired adults after their training:

**Picture 2: Before the Feeder Road Construction**

Source: Picture taken in 2005 by Simon Tembo (Director) EASTCONSULT Limited

**Picture 3: After Construction**
The Ministry Science, Technology and vocational Training offers technical, vocational, life skills and entrepreneurship training. The Technical, Vocational and Entrepreneurship Training Authority (TEVETA) offer these forms of training. Those eligible for entrepreneurship training are:

- Students/Pupils
- Out-of-school youths (16+)
- Retirees
- Retrenchees (Those that have lost jobs due to changes in the economy)
- Serving employees in public, private and Non-Governmental Organisations (NGOS)

**Objectives**

TEVETA aims at achieving the following skills suitable for NFBE programmes targeting the out of school youths:

- Skills and knowledge related to labour market needs;
- Skills that are broad, transferable, and industry-based;
- Skills that enable a person to cope with rapid changes in the workplace and the introduction of new technology;
- Life-long learning skills to maintain employability (TEVETA (2006))

**Personal observations**

There is need to have an umbrella body coordinating all the NFBE programmes in the country. Even within a given ministry or organization offering NBFE, coordination is cardinal to the success of those programmes. The problem of policy implementation has also been highlighted by UNESCO, (2001:11) when commenting on Community Schools in Zambia:

Most importantly the assessment (By UNESCO) concluded that the problems arose mainly from lack of co-ordination among those involved in the administration of community schools and recommended that a desk for community schools be established within the Ministry of Education. This episode illustrates some of the difficulties of co-ordinating conflicts and disagreements in Non-Formal settings through a body structured outside the line ministries.
References


16


