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Egypt

Non-formal education

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EGYPT – PILOT COUNTRY PROFILE OF NFBE PROVISION

By Aisha Sabri

A – COUNTRY LEVEL INFORMATION - POLICY, MANAGEMENT AND TRENDS

1. Conceptualisations of NFE

We have found no specifically Egyptian formally-articulated holistic concept of NFE. Historically it would seem that the notions of non-formal education grew in Egypt on the basis of the need to “capture” those individuals that had fallen out of the formal educational net, for whatever reason. In the beginning was literacy, and this still is the major component of NFE¹. The notion has developed over time in response to needs and opportunities, and apparently interactively with both

- national campaigns addressed at particular issues over time (eg child immunization, family planning and more recently reproductive health; child rights; youth unemployment etc); and
- the direction of international and large donor concerns (eg EFA, MDGs) and the availability of funding beyond the state budget.

It has expanded to include equivalency classes, VT, life-skills, computer and (foreign, especially English) language skills. With more recent economic problems, increasing attention is being paid to NFE as a vehicle for the provision of practical skills in the hope of improving productivity OR to help deal with the problem of youth unemployment.

The only formal definition² in this context thus concerns literacy, as spelled out in Law No 8/1991 establishing the General Authority for the Literacy and Adult Education (now called General Authority for Adult Education). This is very much concerned with helping learners “catch up” with the formal schooling they have missed, rather than addressing learning needs of learners themselves. The strong link with the formal educational system is evident in the specification of who is illiterate and the goal of the national literacy programme. The current target age group is 14 – 45 (previously 15 -35), although classes do include those below and above this range. The illiterate person is defined as s/he who is 14 – 45, is out of formal schooling and has not completed primary formal schooling. The officially recognised literacy certificate is meant to be equivalent in value (impact on employment and pay, ability to obtain driving license, etc) to a primary level certificate. The skill level needed to pass the examination is however about equivalent to third or fourth year primary school.

2. Legal foundations 1: Current national and sectoral policy context

The Egyptian Human Development Report 2005³ notes three main elements in Egypt’s development policies for the period 1997-2017, as outlined in a 1997 Cabinet document: a central role for the private sector, human resources development, and conservation of the environment. Broadly speaking, the first element remains of overarching importance as a motor for economic growth. The focus within HRD has crystallised round dealing with issues of unemployment and relatively low productivity. Thus one objective within the employment component of the current Government’s 7-point programme⁴ is to train up to 100,000 workers and youth annually in the various economic sectors. The estimated total cost of this planned technical/ vocational training is about 140 million Egyptian pounds⁵, to come from a variety of sources (mostly public) and providers (mainly state agencies and public bodies).

¹ This is largely true of the Arab region as a whole. See eg UNESCO/Beirut and UNESCO UIE Regional Report for CONFITEA V: Literacy and Adult Education in the Arab World, Sept 2003

² in the sense that it is enshrined in law

³ UNDP/National Planning Institute: Egypt Human Development Report 2005, p 3

⁴ Available in Arabic at www.egyptiancabinet.gov.eg/Cabinet_Programs. The 7 programmes cover: employment; investment; improvement of income levels and care for limited-income citizens; improvement of standard of living (services); boosting the national economy; developing the political/legislative atmosphere; strengthening and developing international relations.

⁵ Currently 1 USD is equivalent to about EGP5.7

Approximately 60% of this however is allocated to ICT-related training for graduates, which indicates the importance of and the approach to the goal of building a “knowledge society” in Government of Egypt (GoE) national development policy. Targets for the educational sector are outlined in the programme concerned with living standards and services. With respect to pre-university level education, the objectives are entirely school-based.

The priorities set in the government programmes are reflected in the Ministry of Education’s current policy⁶, which explicitly aims at school-based development. This policy has three central goals: access, quality and improved institutional systems. NFE aspects relate to literacy and girls’ education, which are dealt with as two of the 5 means to achieving the first goal of equity of access to all⁷

- With respect to literacy, the current target is to reduce the illiteracy rate to 10% by 2009 (assuming an official current rate of 28.6%). The aim is to make 8 million citizens literate during this period, with priority being given to the youth, women, rural inhabitants and poor areas (Upper Egypt in particular). This is to be done by:
 - Reaching current illiterates through coordination and cooperation of state and non-state agencies
 - Fighting return to illiteracy by post-literacy skill development through enrolment of younger-age neo-literates in formal schooling and vocational training for older neo-literates
 - Dealing with the source of illiteracy by providing educational services at the nearest point to learners and with withdrawal/truancy by establishing a “social intervention unit” in each village

It is proposed that “civil society” be responsible for the literacy of 1 million people out of the total target. The remaining 7 million would be the responsibility of various state and public sector actors, the main one of which is the General Authority for Adult Education. This last is central to the national literacy effort, and is dealt with separately below.

- With respect to girls’ education the proposed strategies rely on support to initiatives of various providers⁸:
 - The National Council for Childhood and Motherhood (more below on the Council’s programmes) – which aims to reduce the gender gap in 7 governorates, targeting 281,123 girls out of a total of 6,130,584 girls outside formal schooling by building 5119 classrooms [sic]. 434 schools [sic] have been built, with 10,674 girl students enrolled.
 - Supporting and expanding successful experiences in girls’ education, especially:
 - community schools (Unicef initiative begun 1992, now totalling 339 schools);
 - one-classroom schools (begun in 1993, now numbering 3146)
 - small schools begun in late 1990’s, now numbering 46 (via donor funding through NGOs)
 - new schools programme for girls’ education (USAID funded, begun 2000 in three governorates - Fayoum, Minya, Beni Suef, implemented through CARE-Egypt and focussing on advocacy work, community mobilization, and new school facilities and infrastructure for 5-18 year old girls)

Of relevance, but not mentioned in the Policy section of the Ministry’s website, is the Education Reform Programme, which is billed as the cornerstone of USAID’s education strategy in the country and builds on the success of an earlier Alexandria Reform Pilot. ERP aims to improve *quality*, *coverage*, and *management* of education in Egypt. To do so, it functions in close collaboration with the MoE to plan and implement institutional reform and systematic improvements in the educational system. The project includes school

⁶ Information for this section derived from the Ministry’s website (Arabic) at <http://www1.emoe.org>.

⁷ The other three are school building; enhancing concern for children with special needs; and supporting early childhood.

⁸ The precise nature of this “support” is not defined. It is likely that this is more facilitatory than financial.

construction, training of teachers and administrators, development of educational and teaching standards, and encouragement of community participation. It is implemented in 7 governorates: Alexandria, Aswan, Beni Suef, Cairo, Minya, Fayoum, and Qena. This project is ongoing, whereas the Education Enhancement Project (WB and EU with the MoE) was an earlier attempt to achieve similar goals at the basic education level. EEP has ended, but continuing support is now being provided to Secondary and higher education.

Technical education within the Ministry of Education's development policy is covered under the Ministry's "quality" goal, and envisions the "preparation of an advanced and appropriate technical graduate demanded by the internal and external labour market in the commercial, agricultural and industrial fields." Seven dimensions for development are proposed, with an estimated total cost to year 2011 of almost 6 billion EGP. The 7 dimensions are: development/reform of TEVT system; development/reform of educational plans, curricula, teaching and assessment methods; school development; establishing a training institute for exceptional graduates; educational and administrative staff training and completion of the educational and administrative structure (ie recruitment); increasing funding; community linkage and improving the generally negative impression of technical education. Several state and public agencies and other donor funded projects and initiatives are listed as participating in the achievement of these objectives: Ministry of Manpower, Ministry of Trade and Industry; Investors' Federation; Industries Federation; Textile and Clothing Chamber of Commerce; Darb el Ahmar Project for antiquities maintenance and restoration; Social Fund for Development; National Skills Development Project; "From School to Work" Project (part of the USAID ERP described above); donor agencies.

However responsibility for technical/vocational education and training – whether formal or non-formal – is not confined to the 2 ministries with an educational portfolio (MoE and Ministry of Higher Education - MoHE). It is scattered among a wide range of agencies, including over 20 Ministries, public and private enterprise, and the civil sector (national and international NGOs and local CDAs), with a bewildering array of projects and initiatives. A recent World Bank document⁹ noted that "Egypt has a comprehensive but complex skills development system. Training activities are provided by both private and public institutions in various different arrangements. Little is known about private sector training providers. No systematic data collection on private training providers exist ... Public provision however is the responsibility of various ministries, although the largest number of VT students is under the MoE as part of general or technical schools (2 million students)." To add to the confusion, as one recent report notes¹⁰:

It is estimated that approximately 70% of new entrants to the Egyptian labour force start in the informal micro-enterprise (IME) sector, which employs between 2 – 4 million people. [However]...there exists a fundamental divide between the IME sector and the public TVET system ... [which] is in part being filled by the non-governmental organisations...

At the national level, therefore, there is a major reform effort underway to increase coordination and develop quality and relevance, with the assistance of the World Bank and the EU (Skills Development Project and TEVT Reform Programme respectively, see part B below).

3. Legal foundations 2: Legislation related to NFE

Among the legal instruments related to NFE are Law 139/1981 Education Law and Law 8/1991 concerning Literacy and Adult Education. Two Presidential decrees of relevance here are Decree 422/1991 concerning the organisation of the General Authority for Literacy and Adult Education (which has now become the General Authority for Adult Education), and Decree 271/1997 establishing the organisational structure of the Ministry of Education. Other legal instruments include the agreements with bilateral donor agencies concerning specific grants and projects.

⁹ *Skills Development Project* PID9641, October 2000

¹⁰ *Integrating TVET into the Knowledge Economy: Reform and Challenges in the Middle East and North Africa*, WB/ETF January 2005, p 63.

Of relevance also are Law 84/2002 on non-governmental organisations, and the ministerial decree 30/2000 concerning NGO involvement, allowing them to establish “equivalency” schools such as community and one-classroom schools, and organising mechanisms for coordination.

Given the current objectives related to decentralisation, Law 43 of 1979 on Local Administration may also be relevant, as it gives the Governor the authority to administer all activities related to the public sector within his governorate. With respect to education, this includes local construction, furnishing and administration of schools, but does not include experimental schools and training centres. He is also ultimately responsible for overseeing the implementation of projects in his governorate.

4. Governance and Financing of NF(B)E

4.1 Governance

Official bodies responsible for the various categories of NFBE are myriad. These include for example:

For literacy, including combination with life skills; and equivalency schooling:

- Ministry of Education and bodies coming under its authority: National Centre for Examinations and Educational Assessment; Higher Council for Pre-University Education; National Centre for Curriculum and Instructional Materials Development
- General Authority for Adult Education (previously General Authority for Literacy and Adult Education) – an autonomous body, but comes under the Minister of Education (not the Ministry)
- If initiative includes youth centres, Ministry of Youth, now Supreme Council for Youth

For livelihoods training and TEVT not in formal technical schools, institutes or colleges affiliated to MoE or Ministry of Higher Education

- General Authority for Adult Education up to 2006
- Training centres (232) managed by 6 ministries outside the education portfolios - Industry and Technological Development, Housing, Manpower and Emigration, Agriculture, Health and Culture
- Supreme Council for Human Resource Development (SCHRD). This is a tripartite body chaired by the Minister of Manpower and Emigration, with representation by senior officials from other ministries (to deal with fragmentation of governance)

[NB More information available on this, but not enough time to cover it all]

4.2 Finance

- a. *Main sources of NFE financing:* public budget, private sector and donor agencies
- b. *Is there public budget allocation for NFE, if so how compares with formal education sector?* There is no specific budget allocation for NFE, as it does not exist as a formally recognised sector. This would need to be calculated from an analysis of detailed breakdowns of the public budget, if available.

5. Formal support and management

- 5.1. Monitoring and Evaluation mechanisms
- 5.2. Research and Training
- 5.3. National framework for NFBE educators/trainers

Section could not be covered, due to lack of time.

B - KEY DIMENSIONS OF MAIN CATEGORIES OF NFBE ACTIVITY

This section organises the main dimensions of provision, access/participation, learning/teaching and outcomes by main or most influential providers within each of the four categories of NFBE under study. The arena is large, however, with multiple players of varying type and significance, who are not necessarily coordinated in their efforts – even within the same category of NFBE.

I LITERACY/NUMERACY, AND LITERACY AND LIFE SKILLS

Unquestionably the key provider is the General Authority for Adult Education (formerly the General Authority for Literacy and Adult Education). It bears the largest responsibility, and has the widest impact. Any programme or initiative undertaken by other actors that aims at significant coverage (even within a single governorate) will inevitably have to engage with this agency. The main non-state provider whose work in this field has been innovative, organised and sustained is CARITAS Egypt. Because of its “prestige” and its role specifically in support of girls’ education, the work of the National Council for Childhood and Motherhood in literacy is also considered below, despite its relatively small scale. Information for these three providers is organised in tabular form below. Other initiatives/projects are listed at the end of this section, but not detailed due to lack of time and the limitation on report length.

AGENCY & DETAILS	PROVISION	ACCESS & PARTICIPATION	TEACHING & LEARNING	OUTCOMES
1. GENERAL AUTHORITY FOR ADULT EDUCATION (GAEE)				
<p>Type: Government agency, centrally-driven from HQ in Cairo but with national coverage</p> <p>Snapshot Details:</p> <p>Single-purpose agency with multiple strategies</p> <p>Established 1992 by law 8/1991 in response to Presidential call for Decade of Illiteracy Eradication Autonomous state agency under Minister (not Ministry) of Education, with own Executive Director having wide powers.</p> <p>Financing: state budget, bolstered indirectly by support to literacy from SFD via NGOs and CDAs* and to much lesser extent by private and community grants or donations, and collaboration with other government bodies</p> <p>Current head: Dr Raafat Radwan HQ: 1 Gomhouria Street Gisr el Suez , Cairo Tel (202) 6210029 Fax (202) 6210024 URL www.galae.org.eg Email galae@afmic.com</p>	<p>1. Definitions: Illiterate = one who is 14 – 45 years of age, not in formal schooling, and without a completion certificate from the first level of formal basic education. Literacy = learners reach standard equivalent to first level of basic education Adult education = adults have sufficient level of learning to raise their social and occupational standards in order to face anticipated social changes and needs; as well as providing them with opportunity to continue in various levels of formal education.</p> <p>2. Aim: To eradicate illiteracy in Egypt in age group 14 -45 (changed from earlier 14 – 35).</p> <p>3. Coverage: Nation-wide and cross-sectoral</p> <p>4. Delivery structure: Branch offices in all 26 governorates and city of Luxor, each branch with units at district level covering 255 educational administrations, reaching 1047 main village clusters.</p> <p>5. In-built programme evaluation: Supervisory monitoring done by specified depts at central and field levels, but no formal in-built system for programme evaluation beyond learner</p>	<p>1. Target group(s); All those who fall within definition of illiterate, with special emphasis on women and disadvantaged regions. Those who fall outside age range are also targeted, but are not prioritised.</p> <p>2. Strategies: Wide range of strategies used to provide access and encourage participation, including different types of contractual arrangements with teachers; use of any suitable available premises for classes; relative flexibility in class hours; small scale village level VT (where appropriate) to promote participation; use of state media; creation of Egyptian (Nilesat) satellite channel for literacy; etc</p> <p>3. Actual reach: 2005/6 figures: 1,179,443 enrolees</p> <p>4. Obstacles to participation To be completed</p>	<p>1. Main activities: Varied, and include: - development and upgrading of curriculum, teaching materials and aids; - training programmes for literacy teachers, for trainers of literacy teachers, community literacy promoters, monitoring and supervisory staff; - specialised programme for people with special needs - follow-up classes for neo-literates to enable re-entry to formal schooling - and more</p> <p>2. Distinctive features: Main officially recognised literacy curriculum “Learn and be Enlightened”; only provider of officially recognised literacy competence examination and certification; only provider of training programme for literacy teachers on national scale; Braille curriculum developed</p> <p>3. Main teaching methods used: Mixed, depending on teachers’ ability. Ranges from standard rote learning to attempts at active learning. Course material includes life-skills – esp health and citizenship. Used to also provide small VT classes, running parallel with but separate from literacy classes – this currently halted, under review.</p>	<p>1. Definition of types of outcome Differentiates between those registered to sit exam, those actually presenting selves to exam, and those who succeeded in exam. NB those registered to sit exam not necessarily learners in GALAE classes.</p> <p>2. Indicators/variables: GALAE keeps records for the following types of data: - number of classes and learners by type of funding (SFD, state budget, government/public sector [for classes opened eg in ministries, public enterprises etc], and private/civil sector) - personnel involved in the various educational activities - rate of certificate distribution - Miscellaneous – eg class numbers outside main 4 funding categories above (about 6 other types)</p> <p>3. Most recent data on completion and withdrawal, and methods of calculation Data for 2005/6: 744,962 present for exams, 492,193 passed.</p> <p>4. Is learning outcome data available by gender, age, region, etc? Yes</p>

AGENCY & DETAILS	PROVISION	ACCESS & PARTICIPATION	TEACHING & LEARNING	OUTCOMES
	<p>success rates</p> <p>6. Teacher training: GALAE provides the national framework for literacy teacher trainer</p> <p>7. Funding: Programme basically financed out of public /state budget</p> <p>8. Collaboration: By law and actual practice, programme delivery supported by annual agreements with wide range of ministries, public and private agencies, ngos, police and military, as well as Social Fund for Development. These however are weakest part of delivery structure, as no means to enforce compliance with agreed plans.</p>		<p>4. Language: Arabic.</p> <p>5. Course timetabling details: Basic literacy course of 10 months duration, 3 hours/day for 5 days/week. Timing of daily sessions supposed to be fixed with learner group at beginning of course, for their convenience. Interim examination at about mid-course to check level of learning.</p> <p>6. Teacher/trainer background, support and supervision: Literacy teachers drawn primarily from young secondary level or technical/commercial school graduates (population sector with highest unemployment rate), almost entirely from within targeted communities. Training, support and supervision provided by different levels of GALAE monitoring and supervisory staff.</p> <p>7. Remuneration: Nominally 150LE, but amount actually received dependent on size class and enrolees retained etc</p> <p>8. Class size: "Design" size is 20, but actual size varies widely.</p>	
<p>Notes * Dependent on SFD plans. In preceding phase, supported GALAE budget directly; currently financing to NGOs and community development associations (CDAs) providing literacy, but under GALAE supervision</p>				

AGENCY	PROVISION	ACCESS & PARTICIPATION	TEACHING & LEARNING	OUTCOMES
2. CARITAS Egypt				
<p>Type: National NGO affiliated to the international Confederation of CARITAS Internationalis, present in 162 countries all over the world</p> <p>Details: Multi-programme social development agency with a distinct Basic Education Programme for Adults</p> <p>Began work in 1972 providing literacy classes to poor communities in Cairo & Giza governorates, from which work the need for health services was recognised.</p> <p>Established and registered under No. 1150 in 1967 at the Ministry of Social Affairs (MOSA)</p> <p>Financing: Variety of sources, depending on programme, including Caritas and other Catholic organisations, European Union, United Nations Organisations, USAID, Egyptian governmental organisations such as the Social Development Fund, the National Council for Childhood and Motherhood and the National Council for Women, International and Egyptian NGOs, Swiss Development Fund</p> <p>URL http://www.caritasegypt.org under construction Email: cariteg@link.net.</p>	<p>Main financing for Adult education programme is the Catholic Bishops' Organisation for Development "Misereor", Germany, Secours Catholique/Caritas France, the European Union and Drosos Foundation, Switzerland.</p>	<p>From 10 classes in two governorates in 1972, now average annually 1,071 classes with a total number of 19,633 students in nine governorates – Minya, Alexandria, Cairo, Giza, Sohag, Assiut, Qena and Aswan; about 85% of these women.</p> <p>The teachers follow a regular training sessions with an important part of exchange in experiences.</p> <p>Training sessions are also provided for local NGOs and CDAs who want to adapt the curriculum and have their own classes. In 2006, 417 such classes with 6,814 students were run.</p>	<p>Specially developed literacy curriculum <i>Learn and Be Free</i> based on Paolo Freire pedagogy. A dialogue is started in the classroom from a term that interests the grown-up students. This term is then divided into phonetic' sounds with words that derive from this sound. During the years, the programme has incorporated other facets of learning: health awareness including children malnutrition, reproductive health, female genital mutilation, environmental health and civic awareness lessons.</p> <p>Frequency of classes like GAEE (3-hour sessions 5 days a week), but course is divided into 2 levels with a total duration of 18 months.</p> <p>Community development projects are also undertaken through village libraries that rely on the efforts of those neo-literate learners and aim at providing them with a space to read and get involved in their community life and problems.</p>	<p>Estimated less than 10% drop-out from programme, with average 90% success rate for those who do sit official government examination for adult literacy competency (run by GAEE).</p> <p>Some programme graduates reintegrate into the formal education system, and reach the university and graduate also.</p> <p>As a multiplier effect of the method, many CARITAS literacy graduates enrol themselves as teachers and supervisors for CARITAS classes. Emerging from within the CARITAS programme, they are seen by the agency as agents of development who have a clear view of the needs of an adult learner and feel for them.</p>
Notes: Key informant on CARITAS adult education programme out of Egypt during information collection, so reliance on public relations personnel				

AGENCY & DETAILS	PROVISION	ACCESS & PARTICIPATION	TEACHING & LEARNING	OUTCOMES
3. National Council for Childhood and Motherhood (NCCM) – Girls’ literacy and empowerment programme				
<p>Type: para-statal, headed by First Lady, as</p> <p>Details: National spearhead mechanism concerned with mother and child, and family in general. Besides NFE-related, programmes include children at risk, national campaign against FGM, mitigating demand for drugs among youth, etc</p> <p>Financing: Varied, depending on programme being implemented. Much of it donor funding, both from bi- and multi-lateral projects and from INGOs</p> <p>URL www.nccm.org.eg</p>	<p>NCCM prioritises illiteracy issue among girls under 18 in disadvantaged urban and rural areas, linking their being out of formal education with other social ills such as early marriage and other forms of exploitation.</p> <p>Programme has several practical objectives to serve this target group – literacy, health and nutritional care, support in obtaining birth certificates and national ID cards; training for girls in problem solving (through local CDAs)</p> <p>NCCM as coordinator of project, in collaboration with Ministry of Local Development and the local administrations of the targeted governorates. Implementation through local CDAs.</p>	<p>Target 4000 girls and young mothers in selected deprived districts of 4 governorates (Sohag, Assiut, Fayoum and Sharqiya)</p> <p>Used provision of health and civic papers etc to promote enrolment in literacy</p>	<p>Cooperative and active learning methodologies</p>	<p>Agency promotional material indicates that:</p> <ul style="list-style-type: none"> - by 2004/5 numbers made literate = 3087 girls under 18 + young mothers + younger brothers, with success rate of 85%. Not clear whether this refers to success in GAEE official exam or some separate instrument for literacy assessment. - most successful of these supported in joining formal schooling and one-classroom schools
Notes:				

4. Other Literacy-Related Programmes, Initiatives, Projects

- *Capacity Enhancement for Lifelong Literacy* (DFID – GALAE) – Second phase of DFID-funded literacy project with a strong learner-centred, community participation approach, implemented from within national state agency in 5 governorates and Luxor in relatively remote villages selected for high incidence of poverty, illiteracy and history of difficulties with literacy programmes. Project built demand-driven approach to literacy provision and developed pilot curriculum doing without learner textbooks. Ended February 2005 after piloting one literacy course. Outcomes of final examinations prior to project end: over 66% of enrollees presented for the final CELL examination, and of these 80.4% passed. Project records indicate also that about 80% of CELL learners sat the official GALAE examination, and that the pass rate was also about 80%.
- *Education Reform Programme* (USAID – MoE) – Five year project (with the possibility of a five-year extension) begun 2005. There is a relatively small literacy and life skills component within larger basic education project. According to USAID information sheet, there are 241 literacy classes running with about 4,776 learners. The life skills training aims to teach adolescents good health practices, including reproductive health, and responsibilities as wives, husbands, parents, and community members. 34,400 young adults are enrolled in these life-skills classes.
- *Ishraq*: A smaller scale pilot initiative launched in August 2001, initiated by the Population Council and Save the Children/USA in Egypt, in partnership with CEDPA and CARITAS-Egypt in 4 villages in Minya governorate. The programme targets adolescent girls in the age group 13 - 15 who are currently out of school, and is supported by the Ministries of Education and of Youth. The programme combines the CARITAS “Learn and Be Free” literacy curriculum and the New Horizons manuals described above, and a recreational sports module was added in 2002. Ishraq teachers are called promoters, and are educated girls from participating villages nominated by local community leaders. Classes are held 4 days per week, for 3-hourly sessions each day. An attempt is made to be flexible with class times to accommodate girls’ schedules, but this ultimately depends on arrangements made by the local institutions hosting programme activities. A first cohort of 200 girls graduated in February 2004, and an evaluation by the Population Council was highly positive. The collaborating partners, joined by the NCCM, have since then been seeking to secure funding and support for expansion of the programme.
- *Rotary* literacy programme – ongoing as circumstances/partnerships allow.

II LIFE SKILLS TRAINING

There is no national, sustained and organised educational or training programme specifically targeting life skills. Life skills *per se* are generally either incorporated into larger literacy programmes (see preceding section), or form a component of wider “developmental” activities. This section focuses on the latter. Two main types of delivery can be cited:

- Life skills training as part of donor-funded development projects, or
- Life skills awareness-raising as a kind of outreach adjunct activity of certain Ministries (Health and Social Affairs). These are typically closer to promotional campaigns and “awareness-raising” exercises rather than structured educational/training practices. These have included, for example, awareness-raising programmes (including mass media as an important tool) for expanded programmes of immunization, family planning and the like.

The first type includes a variety of community development projects which focus class-based education and/or training on particular life-skills in support of particular project aims (eg training on family status law for women, environmental/pollution awareness, reproductive health, etc). Most of these are quite small, but there are two large-scale USAID-backed examples which are worthy of note:

1. *New Horizons Project* (USAID – MoE) – a multi-phase project spanning 10 years, begun originally with USAID support to the Partnership Project for Girls and Young Women (1994-1999), followed by the Towards New Horizons Project (1999-2002) and continued with the Towards New Horizons II Project (2002-2004). The “lead agency” implementing the project for USAID was the Centre for Development and Population Activities (CEDPA) through a network of 365 NGOs and local CDAs and youth centres. Implemented in 21 governorates, the project targeted girls and young women aged 9 – 20 in rural and urban settings. The programme’s goal was to broaden the life options and empower females in this age group, in particular through communicating essential information in basic life skills and reproductive health, and to increase self-confidence in a generally traditional context. The central strategy was the development of a non-formal education programme supported by strong community-based facilitation and promotion. The curriculum developed consists of two

manuals for 102 hour-long sessions, generally completed in 6 – 9 months. An impact assessment undertaken in 2003 for the second phase of the project indicated that about 20% of participants at the time of the study were out of school.¹¹ The Life-skills topics covered (Manual 1) include feminine identity, rights and responsibilities of men and women, nutrition, health, first aid, child development and rights, the environment and small business projects. The reproductive health component (Manual 2) includes the following topics: adolescence, marriage, pregnancy and childbirth, family planning, sexually transmitted infections, violence against women and health hazards. According to a CEDPA report, nearly 77,000 girls and young women completed the programme in the decade of its existence.¹²

2. *New Visions Programme* Similar to New Horizons, and also implemented by CEDPA, but geared to boys and young men aged 12 – 20 who have attended school. The objectives of this programme include: increasing gender sensitivity and reproductive health knowledge of young men, encouraging the development of life skills such as planning, communication and decision-making. In fact the delivery of this programme was considered essential to help provide family and community support for girls participating in the rather culturally sensitive New Horizons programme, though smaller in scale. New Visions was implemented through 216 local NGOs and youth centres in 11 governorates, and reached 15,802 boys and young men.¹³

The second type of life-skills delivery involves two sustained national programmes run by the Ministries of Health and of Social Affairs respectively. These are included here more because of their geographic spread and potential scale than because they represent organised, targeted educational outcome-driven activities. These are:

1. *Ministry of Health's* health visitors' (*za'irat sehiyat*) scheme – localised outreach and awareness-raising programme, general and reproductive health; sometimes pulled in by other sectoral programmes as promoters, communicators, because of their linkages to local communities and households. **More information available, but needs more time to access and write up**
2. *Ministry of Insurance and Social Affairs* "rural and urban pioneers" (*ra'edat refeyat wa hadareyat*) programme. Basically the "pioneer" is a social communicator (always female) for the various programmes and activities sponsored by the state and/or MISA (eg literacy, family planning, female clubs, environmental health and cleanliness, against substance abuse and early marriage, the importance of exercising civic rights – voting in particular - etc). She also helps the inhabitants of her locality access the various welfare services provided by MISA. The "pioneer" generally works through local CDAs. She is not paid a salary, but does receive a small stipend in the form of a dress allowance, hence is considered a volunteer. The "pioneer" is defined as a volunteer local leader between the ages of 18 – 40, having at least a secondary educational certificate. She is selected from within, and is assigned to, her own local community.

Following selection, she is provided with training within one of the Ministry's 70 Vocational Formation Centres. These are distributed in 25 governorates and Luxor City (Matruh governorate is not served in this scheme). Delta and Lower Egypt governorates are relatively better served than Middle and Upper Egypt. (which has 29 of the total). These centres provide both initial (two week) and refresher training, and covers topics such as FGM, first aid, family planning, natural breastfeeding, environmental issues, reproductive health, and even electricity and plumbing. "Pioneers" may also enrol in more advanced practical training following two continuous years of work within this programme. There may also be special short training programmes on particular issues sponsored by the state or MISA at particular times. Most of the 1052 pioneers registered with this programme in 2005/6 are rural, with only about 11% in urban areas. For the same year, 4420 young women were enrolled as trainees in this programme.

III EQUIVALENCY AND/OR "SECOND CHANCE" SCHOOLING

By this is understood "all educational activities taking place outside formal schooling, and providing educational and training opportunities for those members of society whose social and economic circumstances prevented them from enrolling in or continuing with formal education." This is sometimes understood to include vocational training, to provide "equivalency" to technical schools within the formal

¹¹ *Impact Study of the New Horizons Program in Egypt: Towards New Horizons Project 1999-2002*, North-South Consultants Exchange, 2003, p.8

¹² CEDPA: *New Horizons and New Visions: Mobilizing Communities for Girls' Education in Egypt*, May 2005

¹³ *Ibid.*

educational system. In keeping with the guidelines for this pilot profile, however, these latter are dealt with separately below.

Equivalency programmes are distinct from literacy and life-skills programmes in that they rely on the formal “official” school curriculum, as well as the teachers and trainers from within the formal system. These may or may not (depending on the programme) have received additional training outside their normal qualifying certificates, designed to help them deal with the different teaching/learning context they will face outside of normal schooling. There are many such programmes available within the formal sector, whether educational or affiliated to other Ministries (agriculture, industry, manpower, etc)¹⁴. These provide opportunities to continue education beyond the basic level within institutions other than mainstream formal schools and universities. These however tend not to have the “prestige” of the latter.

Here we focus on four programmes which directly target those population groups or regions that are most deprived of educational opportunities. With the exception of GAAE’s initiatives in this regard, other programmes have been initially at least driven by donor support. Another difference is that GAAE’s programme targets neo-literates in general, whereas the other 3 programmes specifically aimed to improve levels of female education in rural Egypt. According to one report, however, only 4% of the targeted group actually benefited from these facilities.¹⁵ A final difference is that the target group of the last three programmes fall below the age range under study here. They are nevertheless included here because of their significance to the national effort and also because it is likely that a percentage of attendees fall outside the age group targeted by the initiatives. Within the timeframe for this study, our ability to access information on learning outcomes for these was very limited.

1. GAAE

Aware that neo-literates who wish to continue with formal schooling face many pedagogical difficulties, GAAE in coordination with the Ministry of Education provides the following services, in addition to its main literacy programme:

- Issues preparatory level textbooks for free to neo-literates
- Where appropriate opens out of its own budget allocation “strengthening classes” for neo-literates who wish to or have registered for first year formal preparatory level school
- Has obtained government approval for raising the entrance-age to formal schooling for neo-literates to 18 years

As this service does not conclude with the issuance of a certificate, agency records indicate outcomes by number of such classes per year, and number of learners. It is not clear whether (and how many of) these numbers actually complete the course and/or go on to formal schooling:¹⁶

Year	Number of Classes opened	Number of learners
2003	277	5964
2004	255	5639
2005	491	4027

2. Community Schools

Begun in 1993, this initiative represents a collaborative effort between UNICEF, the Ministry of Education and various participating communities in marginalised rural areas. Some 325 schools were established over the past decade, targeting children of both sexes in the age group 6 – 12 years. The tripartite collaboration is reflected in the supervision of these schools, which is shared by the three parties. The initiative has tried to promote more child-centred pedagogies than is the norm, and has provided teachers with more interactive training strategies (“Active Learning”) and new learning materials.

3. One-classroom Schools

¹⁴ Examples of these: evening classes in schools for preparatory and secondary levels; the possibility of registering to sit state examinations following a course of home study, study in the Agricultural Cooperatives Institute, “Liberation Schools” affiliated to the Ministry of Defence, which has begun to open these schools to non-military individuals in cooperation with the Ministry of Education, etc. Egypt also has developed the use of television as an educational system parallel to the different levels of formal schooling, up to university.

¹⁵ Hassan Hammoud, Illiteracy in the Arab World: Background Paper for GMR 2006 (2005) p 16.

¹⁶ Figures from GALAE Statistics Department.

Influenced by the community schools initiative, the Ministry of Education established by decree 255/1993 the concept of “one-classroom schools”. These were meant to combat some of the social/traditional obstacles to girls’ access to formal education by locating the service within educationally-deprived or disadvantaged communities. These are generally the smaller and more remote rural hamlets. The initiative targets girl learners in the age group 8 – 14 years old, and over 3000 such structures have been built. Because the “school” is basically one room, multi-grade teaching was developed to provide individual groups of learners within any session with the educational level appropriate to them.

4. Girls’ education initiative (“Girl-friendly Schools”) 2002 - 2007

Within the framework of the First Lady’s sponsorship of girls’ education, this initiative builds on the experience of the community and one-classroom schools. The general aim of the initiative is to decrease the enrolment gender gap in basic education in target areas so that it becomes by 2007 80% of what it was in 2002. It aims to do this by building 1716 “girl-friendly” schools by 2007, providing access to 55,707 girls in the age group 6 – pre-13. The programme is implemented through the National Council for Childhood and Motherhood as coordinating agency, in collaboration with 7 regional NGOs. The geographic scope includes the smaller villages and hamlets in 7 governorates (Sohag, Assiut, Minya, Beni Suef, Giza, Fayoum and Beheira). The programme is supported financially and technically by “the UN group of agencies”. By 2005 the programme had opened 440 schools in the 7 governorates, and enrolled 11,319 students in these schools, 75% of whom were girls.

IV TECHNICAL/VOCATIONAL EDUCATION AND TRAINING – SYSTEMS, PROGRAMMES AND INITIATIVES

The formal VET system includes 5 types of institutions:¹⁷

- Preparatory VE – 12 year olds, after which continue with secondary VE or enter labour market
- Secondary VE – 15 – 17 year olds; 3-yr programme. Graduates mostly enter labour market as unskilled workers, though limited numbers may go on to higher education.
- Technical secondary schools (TSS) – responsibility of MoE; 3 – 5 year programmes leading to qualification as “Technician” or “First Technician”
- Middle technical institutes – 2-yr post-secondary programme leading to either higher education or start of semi-skilled career. Responsibility of Ministry of Higher Education (also runs Industrial Education colleges, 4-yr programme for teachers at TSS and other vocational institutions.
- Sector specific institutions – 2 – 5-yr pre-employment education

Non-formal VET system has 4 sub-divisions:¹⁸

- Vocational training centres which include some upgrading courses
- Public vocational education affiliated to 20+ ministries
- Enterprise-based training centres mainly run by public and private sector companies
- Community-based training centres targeting especially women, handicapped and unemployed in local communities

The VET system incorporates approximately 4.46 million students in some 603 industrial schools, 600 commercial establishments and 162 agricultural institutions. These are supported by approximately 425,000 teachers and supervisors, with a teacher/student ratio of about 1/11.¹⁹ According to the Ministry of Immigration and Manpower, on the other hand, gross training capacity of vocational training centres nation-wide reached 121,814 trainees in 2004/2005.²⁰

As the field is so large and inchoate, we briefly cover only 3 programmes of national scope:

1. General Authority for Adult Education (GAEE) – Alongside its core literacy programme, GAEE up to last year also ran a nation-wide programme of vocational training in support of disadvantaged groups and targeted illiterate population. This provided training in basic vocations such as carpentry, shoe-making etc, through Vocational Training Centres usually located in district capitals. There are 67 such Centres distributed across the country’s governorates. The gross number of trainers in these Centres fluctuated from 5573 in 2000 to 6264 in 2004, reaching a high of 6750 in 2002. No data are

¹⁷ ETF, *Innovative Practices in Teacher and Trainer Training in the Mashrek Region*, 2003 p 12

¹⁸ *Ibid*

¹⁹ *Ibid*.

²⁰ Annual statistical abstracts of the Ministry, as given in Cabinet Information and Decision Support Centre Statistical Indicators, www.idsc.gov.eg

available regarding trainees (numbers, gender, etc). The programme however was halted last year, and its future is now under review.

2. Technical and Vocational Educational Training Programme (EC) – One of the programmes under MEDA II and in compliance with the goal of supporting the process of economic transition, the TVETP began in late 2004²¹ with an implementation period of 6 years. A total of €66 million is allocated for the programme, equally divided between EU and GoE. EU aims through this programme to provide training, institution and capacity-building and policy advice, to support the development of “capacities for the formulation and implementation of a systematic national technical and vocational educational training reform policy.” There are four objectives to the programme:
 - Development of decentralised and demand-driven TEVT institutions
 - Quality improvement of TEVT delivery
 - Development of national regulatory and support institutions
 - Securing of the learning experience, expertise and capacities to be developed under the first and second components above.

The project authority on behalf of Government of Egypt is the Ministry of Industry and Technological Development. No information is available at this time as to progress and coverage.

3. Skills Development Project (World Bank) – The objective of this project is to assist GoE – represented as in the EU project by the Ministry of Industry and Technological Development – in “carrying out a pilot program to stimulate private sector demand for skills training development through a demand-driven and competitively-based mechanism”²². To deliver this goal, the project has 3 components:
 - An awareness, and monitoring and evaluation component
 - A training sub-projects component
 - A project management, monitoring and evaluation component for institutional capacity building etc

Out of a total IBRD loan of USD5.5 million, 85% is allocated to the training sub-projects component, both to finance demand-driven training programme with beneficiary firms on a cost-sharing basis and for institutional capacity-building of project intermediaries. Target sectors are initially construction, manufacturing and tourism.

The project agreement was signed in late 2003. This anticipated an end date of 31 December 2007, but the project had a slow start. By mid-term review in 2006, only about 13% of the total IBRD loan had been disbursed. The review nevertheless noted that the project had reached 5,000 firms to raise their awareness of the importance of training, had conducted training needs assessments for 476 beneficiary firms, and offered training in 254 firms, covering 3,400 trainees within 309 training courses.²³

NOTES

1. Most of the information used to compile the paper was derived from published reports and/or from official government and donor agency websites. The exception is information from or concerning the General Authority for Adult Education, where data on enrolment and outcomes was accessed directly from contacts within relevant departments in the organisation. This was possible in the time available because both my colleague Mokhtar and myself know this organisation very well. Mokhtar assisted me in data collection concerning GAAE and the Ministry of Social Affairs programme of "rural and urban pioneers".
2. Actual sources are cited in footnotes within the paper itself, but a more extensive collection of documents was gone through for context.
3. Constraints of time and paper length meant that some programmes/initiatives were dropped (eg the Mubarak-Kohl initiative under technical/vocational training) - and some could not be covered at all (eg the section under Part A on formal support and management for NFE, agricultural extension).

²¹ EU Funded Cooperation Programmes, www.eu-delegation.org.eg

²² World Bank, *Egypt – Skills Development Project Appraisal Document*, 2003

²³ World Bank, *Egypt - Status of Projects in Execution FY06*.

4. This was a rushed part-time effort over 3 weeks. More information was gathered in that time on aspects of NFE covered in the paper than was necessary for this pilot exercise, but some others could not be covered at all (eg agricultural extension). Coverage and quality of both information and final presentation of course would have been vastly improved if there had been more time.
5. The TORs make it clear that this is not a piece of research, but a "brief survey of up-to-date material published after 2000...". We have complied with this, and I have tried hard to keep opinion and commentary out of the text. I am however somewhat concerned about the consequences of this way of proceeding, as what it basically provides is a collation of what providers and their supporters are prepared to say about themselves in public. Exceptions are where initiatives have proper appraisal and/or review or evaluation documents that are also accessible - very rare. If there is no time for cross-checking, verification and some attempt to extract a sense of the realities of the situation, what will the GMR be really telling us?
6. Some of the data/information requested in the guidelines may not be published, but could possibly be accessed by more direct methods of inquiry - takes time and contacts.
7. Availability - there is a lot of material available, but it does need careful sifting and sorting, and is not always easily accessible. The easiest to access is info on goals and objectives and (planned) provision.
8. Comparability - time and length of paper requested in the TOR mitigate against diligence in clarifying nuances. One example: the nature of GAAE's programme and the mechanisms of its delivery affects its statistics on enrolment on the one hand and outcomes on the other, such that it may include parts or all of other agencies' literacy classes. Ref the number of those who have passed the GAAE literacy exam - most of these will probably have been learners in GAAE classes, but certainly not all. So which programme's outcomes do the figures represent?

Cairo
February 2007