

## Joint Proposal Form

### Extra-budgetary programme Capacity Development for Education for All (CapEFA) Programme (step 4) 2012-2013

#### COUNTRY PROPOSAL

To be submitted to [efaprog@unesco.org](mailto:efaprog@unesco.org) by 21 May 2012.

#### SECTION 1 – BASIC INFORMATION

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- I.1 **Title:** Building capacities for strengthening literacy and lifelong learning in Nepal  
I.2 **Country:** Nepal  
I.3 **Responsible Field Office:** UNESCO Office in Kathmandu  
I.4 **Lead Program Officer:** Tap Raj Pant  
I.5 **Co-implementing program specialist(s)** (*name, ED HQ divisions, Institutes, Reg. Bureaux*)

1. CapEFA UNESCO HQ: Omar Diop, Bruno Mesquita Valle
2. UIL : Ulrike Hanneman, Rika Yoruzu
3. Regional Bureau BGK: Abdul Hakeem, Miyazawa Ichiro

I.6. **Immediate target groups** – *Ministries, national institutions and administrations, NGOs, CSOs in Nepal.*

- Ministry of Education (MOE)
- Non-formal Education Centre (NFEC)
- District Education Offices (DEOs)
- Community Learning Centers (CLCs)

I.7. **Partners** - *Multi- & bilateral partners, incl. development frameworks within which the proposal falls, NGOs, private sector*

- INGOs: World Education
- NGOs: ASMAN, Namuna resource center,
- CLCs
- Bilateral: Japan
- Multilaterals: UNICEF

I.8. **Total budget:** USD 450000

I.9. **Main area(s) of interventions:**

- Literacy and non-formal education

## Section II - PROGRAMME DESCRIPTION

(MAX 250 words per item)

**II. 1 Needs and country ownership** – *describe the proposed interventions in relation to UNESS; UNESS status vis-à-vis country validation; and/or other needs assessment and ex-ante-appraisals; and how proposed interventions are embedded in national development processes and frameworks.*

The project is in line with objective 3 of the UNESS for Nepal 2008-2013, particularly objective 3 “Supporting national efforts in non-formal education to improve literacy rates and strengthening community learning centres” and with the UCPD 2011 – 2013, particularly programme priority “Promoting literacy for all with a particular focus on women and disadvantaged groups within the framework of LIFE”.

It is based on a capacity assessment of Nepal's non-formal education sector carried out in early 2012 and is designed within the Capacity Development Framework established after the assessment. The framework covers five major areas which are deemed important for effective planning and implementation of literacy/NFE, namely leadership and community engagement, institutional capacity, organizational capacity, quality and equity, and knowledge and learning.

As regards to national development processes, the project responds to the three year national development plan (TYP 2011-2013) recognizing adult illiteracy, especially amongst women, as a primary challenge for education in Nepal and showing concern at the slow success of literacy campaigns and programmes to date. It furthermore corresponds to the national education goals as reflected in the Education for All National Plan of Action 2001-2015, the School Sector Reform Plan (SSRP), ‘A 10-Year Literacy/NFE Policy and Programme Framework’, 2006, the NFE Policy (2006) and other national development plans.

Finally, the project corresponds to the UN Development Assistance Framework for Nepal 2011-2013 and anticipates the strong focus of the subsequent UBDAF (2013-2017) on addressing illiteracy as one of the root-causes for exclusion, marginalization and poverty in Nepal.

**II.2 Justification** – *describe WHY the proposed interventions are needed in the specific country; use quantitative information as relevant.*

Illiteracy remains a persistent development challenge in Nepal. Despite progress, literacy rates are low. The Nepal Living Standard Survey 2011 reflects a 15+ literacy rate of only 56.5%. This reflects an increase in comparison to 2004 (48%) and 1996 (35.6%). However, the recent household-based literacy survey (UNESCO/CERID, 2011) which used proxy indicators of literacy, showed a lower literacy rate in the survey districts compared to the self-declared survey studies. Statistics also reflect huge variations between urban and rural areas (86 % populations live in rural areas), geographical zones, and between different castes and ethnic groups.

There have been several attempts to increase literacy in Nepal. For example, the Ministry of Education undertook a literacy campaign in 2008-2010 with the aim to eradicate illiteracy in two years. However, this and other initiatives did not yield the expected results, mainly because of lack of proper institutional

and organizational capacities, as evidenced by the recent capacity assessment of Nepal's non-formal education sector.

For example the capacity assessment identified very low capacities of NFE providers in such areas as 'knowledge and learning' (1.5 or 30% weakness as rated in the 5-point scale), 'monitoring and evaluation' (1.7 or 34% weakness) and 'community responsive planning', etc. These same capacity areas were rated poorly at the district level as well, indicating a national deficit needing urgent attention. Another area of weakness was identified in terms of ensuring quality of NFE provision.

Despite the generalisation of CLCs and numerous pilot projects for improving literacy and non-formal education, the quality and real impact of programmes is variable at best. It is critically important that the government agencies responsible for creating programmes and the local officials and CLCs who deliver them, have the capacity to do so. This includes the need for a greater vertical and horizontal cooperation in supply of literacy and non-formal education. The institutional capacity of the government is presently inadequate, and this is clearly perceived by the donor community, which hesitates to commit resources to the sub-sector.

This is why the proposed intervention addresses the need to strengthen capacities at the levels of local service providers of NFE programmes, of District Education Offices and at the central NFEC level.

**II.3 Impact** – *describe HOW UNESCO will address this need; in line with its normative and advisory policy role and/or as a technical partner; as well as the value-added in the specific area of intervention vis-à-vis other development partners.*

Building upon UNESCO Kathmandu's past support to strengthen literacy and non-formal education (e.g. through the creation of the CLC movement), its partnership with NFEC (preparation of 10-year policy framework in this area, pilot projects involving use of indigenous languages, CapEFA 1<sup>st</sup> phase 2008-11 including NFE-MIS pilot project), UNESCO is well placed to help building capacities for strengthening literacy and lifelong learning in Nepal. This project will contribute Government of Nepal's (GON) endeavors to achieve national goals in literacy, thereby realizing, in particular, EFA Goal 4, and also EFA Goals 3 and 5.

The strategy of the project is reflected in following interventions:

- Strengthening data management and M&E of literacy and non-formal education programmes at central, district and CLC levels.
- Enhancing capacity of NFEC and CLC and other providers for effective Literacy service delivery
- Enhancing life skills and livelihood components in literacy curricula and materials
- Formulating equivalency programmes particularly linkages between non-formal and formal education.

These interventions will strengthen the capacity of the government to more efficiently plan and monitor NFE programmes through improving data collection, analysis and its use. This will include the training of a wide number of NFE planners and managers, practitioners and CLC managers at various levels. Strengthened capacity of government and NFE providers will help in proper planning of literacy and non-formal education programmes including in CLCs. Improved quality of literacy and NFE programmes need to be supported with the equivalency/accreditation with the formal sector which will ultimately contribute to achieve literacy goals.

UNESCO will continue to develop further capacity of the NFE sub-sector under the Cap EFA 2012-2013 project through these interventions. There will be appropriate reviews and researches of NFE sub-sector to examine the gaps and effectiveness and feasibility of the new approaches as evidences for expansion and for improvement of NFE and literacy programme in Nepal. UNESCO Kathmandu will closely cooperate with HQ, UIL and UNESCO Bangkok in implementing the project

**II.4 Beneficiaries** – *describe WHO will benefit from the interventions, keeping in mind the upstream role of UNESCO.*

- Government bodies: Ministry of Education (MOE), Non-formal Education Centre (NFEC), District Education Offices (DEOs)
- Non-governmental providers: Community Learning Centers (CLCs), NGOs
- Ultimate target groups: Illiterates through trained literacy facilitators

**II.5 Minimizing risks** – *identify the main risks that could impact the success of interventions and describe the strategy for minimizing them, such as potential partnerships; country-owned processes; alignment with development frameworks.*

Risks that can affect the realisation of project objectives are as follows:

- Political instability leading to sudden changes in the administrative leadership of the MOE, administrative structure and transfers of staff engaged in the project;
- Inadequate (professional and administrative) capacity of the NFEC, DEOs, insufficient number of staff engaged in the project, and interruptions in their availability;
- Inconsistent cooperation from CLCs and other education providers.

The following strategies will be adopted to minimize above risks:

- Consultation and briefing: A process of consultation with key officials of the Ministry of Education and I/NGOs will ensure participation of stakeholders in planning and implementation, in this way contributing to smooth collaboration on the project.
- Signing of MoU: UNESCO Kathmandu will sign a Memorandum of Understanding (Implementation Agreement) with MOE to formalize and guarantee its support for the project and engagement of MOE staff. The MoU will provide a shield against disruption arising from sudden changes at policy or leadership levels.
- Sufficiently strong UNESCO project structure is foreseen to fill in eventual staffing gaps affecting research, monitoring, etc.

**II.6 Exit strategy (sustainability)** – *describe the strategy to ensure that benefits from UNESCO action will be sustained, mainstreamed and/or scaled up.*

A lot of emphasis needs to be put on capacity building at national and sub-national levels. The activities proposed under the project aim to build the capacity of the NFEC and NFE providers in the country. Once these outputs are secured, it is expected that they will be integrated into government policy and practice including provision for regular training assessment and evaluation. Their successful integration should also stimulate both funding for literacy programmes and technical assistance from other elements of the international community. With the refinement of NFE database, UNESCO's further role will be restricted to

promotion of the results of the project and advocacy vis a vis the international community. Integration of literacy and non-formal education into a federalized system will, however, be addressed by the UNESCO Kathmandu Office transition programme. Since the interventions in revision of NFE and equivalency curriculum is planned for developing the standard framework, norms and standards for the NFE sub-sector in the long run, it is expected that benefits from UNESCO action in these areas will be used by any future project based interventions of UNESCO and other agencies in the country.

UNESCO Kathmandu will ensure the monitoring and evaluation of the project by involving independent experts in close consultation with the RBE, UIL and ED/UNP/UNLD.

This project will be implemented under the leadership of the NFEC/MOE which will ensure the mainstreaming of the programme with an increased level of funding for literacy and non-formal education programmes contributing to its sustainability.

**II.7 Knowledge-generation for capacity-development** – *describe HOW lessons and good practice will be extracted in cooperation with UNESCO units to make other Member States benefit from the experience. The country outcomes in this respect will be used by Regional Bureaux as part of their regional strategy.*

Sharing knowledge and good practice is one of the important components of the CapEFA 2012-2013, in particular the reviews and relevant researches on NFE programmes at the different levels. ED/UNP, Bangkok APPEAL and AIMS, UIL and, more generally, UNESCO FOs will, on the basis of reports on the project and the utilization of the NFE database by the government, be able to take what is useful from the project for similar activities elsewhere. The experience should be shared by Nepalese government officials and UNESCO Kathmandu staff in conferences and meetings organized by other UNESCO units. Furthermore, NFE and literacy forums at national and international levels will enhance NFE knowledge to improve capacity of the NFE sector in effective service delivery. Capacity Assessment of NFE sub-sector provided an overall framework for required capacity. CapEFA will support some part of the capacity requirement and NFEC can seek support from other EFA development partners in other capacity requirements as indicated in the framework.

**II.8 Capacity and delivery strategy** – *demonstrate the capacity of the FO in charge and the division of labour among the various collaborating units and external partners, including responsibilities for monitoring.*

- UNESCO Office in Kathmandu: - National Programme Officer with experience in literacy and non-formal education, including project implementation, notably involving training, and who has worked closely on the EMIS project for formal education. Regular office staff and project staff will carry out monitoring with NFEC and DEO officials. UNESCO Office in Kathmandu will coordinate with EFA local donor group, EFA annual review/consultation meetings and UN inter-agency group meetings
- ED/UNP/UNLD and Bangkok/UIS/AIMS and APPEAL: Advise on improving the NFE database and delivery of training programmes, monitoring and evaluation of the project.
- Bangkok/APPEAL and UIL: Provide technical assistance for upstream work; provide examples of good practice identified elsewhere; advise on assessment of literacy programmes and monitoring and evaluation of the project.
- NFEC/MOE : Advice for all aspects and stages of the project; responsible for providing sufficient staff for training, assessment activities of the project and monitoring, including from other

government departments and DEOs; main responsible government body for assuming ownership of project results, their application and further development. Prepare a core group of trainers for a series of workshops for planning, implementation, monitoring and management.

- DEO: Resource persons, facilitating the implementation of the project at the local level, including monitoring and evaluation.
- CLCs: Primary resource institutions for delivery of literacy and non-formal education programmes and important facilitators for cooperation with NGOs.
- I/NGOs: Resource institutions for literacy and non-formal education programmes.
- JICA, UNICEF: Participate in the Steering Committee meetings, contribute in development of materials and involve in monitoring and evaluation.
- A follow up plan will be established to involve a team of people who get opportunities in various trainings and capacity development programmes to share and utilize their knowledge and skill.

## SECTION III – PROGRAMMING and BUDGET

### III.1 log frame matrix

<b>Literacy 36 C/5 Expected result:</b> National capacities strengthened to plan, manage and scale up gender-sensitive, quality literacy and non-formal education policies and programmes				
<b>Overall objective of the programme:</b> Support Government of Nepal's (GON) endeavors to achieve national goals in literacy, thereby realizing, in particular, EFA Goal 4, and also EFA Goals 3 and 5.				
Programme Outcomes	Baseline	Performance indicators (SMART)	Benchmarks	Risks and Assumptions
<b>Outcome 1:</b> <b>Capacity in Data management and M&amp;E of literacy and non-formal education programmes at central, district and CLC levels strengthened.</b> (A3, B5, D4, H2) <sup>1</sup>	<ul style="list-style-type: none"> <li>NFEC has low capacity to collect, analyze and use data/information related to NFE interventions, planning and monitoring.</li> <li>No established mechanism for the systematic collection of data.</li> <li>Existing level of institutional capacity of NFEC is 44%. Indicating a 56% gap to the desired level of institutional capacity</li> <li>The government has inadequate tools for assessing the literacy situation in the country</li> </ul>	<ul style="list-style-type: none"> <li>Systematic data collection mechanism established.</li> <li>Number of NFE planners, managers and practitioners trained in the collection and use of data</li> <li>Annual reports and NFE database systematically used for planning literacy interventions</li> <li>Responsible authorities use annual assessment of results of literacy and non-formal education programmes for</li> </ul>	<ul style="list-style-type: none"> <li>Data collection mechanism in place</li> <li>150 participants (NFE planners, managers and practitioners) trained</li> <li>Annual reports published</li> <li>Institutional capacity of NFEC and CLCs increased to 70%</li> <li>A handbook on assessment and monitoring developed and published (250</li> </ul>	<p><b>Risks</b></p> <ol style="list-style-type: none"> <li>Political instability that might weaken government and donor commitment.</li> <li>Uncertainty of future federal structure and their impact to deliver literacy and non-formal education in federal units.</li> </ol> <p><b>Assumptions</b></p> <ol style="list-style-type: none"> <li>Growing political stabilization and smooth preparation and installation of federal structures.</li> <li>Adequate support by development partners for</li> </ol>

<sup>1</sup> Codes refer to the table of interventions identified in the capacity assessment (c f Annex I)

		reviewing and adjusting interventions. <ul style="list-style-type: none"> <li>• Institutional capacity of NFEC and CLCs increased to 70%</li> <li>• A handbook on assessment and monitoring of literacy/NFE developed and used</li> <li>•</li> </ul>	copies) <ul style="list-style-type: none"> <li>•</li> </ul>	achieving the goals of EFA by 2015, in particular literacy and non-formal education. 3. Increased government expenditure to meet the challenges of literacy, out-of-school children and school drop outs.
<b>Outcome 2:</b> Capacity of NFEC, CLC and other literacy providers for effective literacy service delivery enhanced (A5, C1, C2; D1, D5, F 3, G6, G7, H5) ,	<ul style="list-style-type: none"> <li>• Knowledge-sharing mechanisms existed, but had limited impact on account of the dispersion of actors and weak capacity of NFEC as a clearing house and convener.  This area showed a gap of 42% in total and 46%, 40% and 42% gap at the NFEC, district and sub-district level respectively</li> </ul>	<ul style="list-style-type: none"> <li>• Number of policy makers, planners, CLCs and practitioners trained in the processes of planning, design and delivery of literacy/NFE programmes.</li> <li>• Capacity gap decreased in the final capacity assessment study.</li> </ul>	<ul style="list-style-type: none"> <li>• 250 literacy/NFE participants trained</li> <li>• Capacity in this area increased by about 20% at each of the levels</li> </ul>	
<b>Outcome 3:</b> <b>Life skills and livelihood components in literacy curricula and materials enhanced</b> (G2, G3, G4,. G6, G7, H1)	<ul style="list-style-type: none"> <li>• National curriculum and learning materials lack appropriate link with local life-skills and livelihood skills as indicated by 'A Comprehensive Review of the Practices of Literacy and Non-formal Education in Nepal' , 2006</li> </ul>	<ul style="list-style-type: none"> <li>• Number of literacy/NFE planners, managers and practitioners increased knowledge and understanding on NFE curriculum development</li> <li>• Literacy/NFE curriculum and materials revised by integrating with</li> </ul>	<ul style="list-style-type: none"> <li>• 30 literacy/NFE planners and managers trained</li> <li>• Sets of literacy/NFE curriculum and materials revised and tested</li> <li>• Capacity in this area increased by about</li> </ul>	



	<ul style="list-style-type: none"> <li>Capacity for designing quality NFE programme has a 44%,40% and 34% gap at the NFEC, sub-district and district levels respectively</li> </ul>	<p>appropriate life skills and livelihood skills.</p> <ul style="list-style-type: none"> <li>Number of pilot literacy classes conducted based on the revised materials.</li> <li>Reduced gap on the follow up study</li> </ul>	20% at each of the levels	
<p><b>Outcome 4:</b> Equivalency programmes particularly linkages between non-formal and formal education formulated (B1)</p>	<ul style="list-style-type: none"> <li>Chapter 3 of the SSRP outlines the Governments commitment to universal primary education for all children aged 5 – 12, recognizing that the 8% of children currently out-of-school must be reached, with special attention to Dalits and to girls (disadvantaged).</li> <li>There is lack of equivalency framework to accredit and link NFE to FE</li> </ul>	<ul style="list-style-type: none"> <li>Number of literacy/NFE officials/stakeholders have exposure on concept and practices of equivalency</li> <li>Number of consultative meetings and workshops conducted.</li> <li>A framework of equivalency programme developed</li> </ul>	<ul style="list-style-type: none"> <li>30 literacy/NFE planners and managers trained</li> <li>10 consultative meetings and workshops conducted</li> <li>Framework of equivalency programme developed (100 copies printed and distributed)</li> </ul>	
<p><b>Outcome 5:</b> CAP EFA 2012-2013 in collaboration with NFEC implemented.</p>	<ul style="list-style-type: none"> <li>UNESCO will provide operational support while NFEC will be involved in technical aspects of the project.</li> </ul>	<ul style="list-style-type: none"> <li>Credibility of government bodies enhanced.</li> <li>Coordination and partnerships among different agencies established.</li> </ul>		