



United Nations
Educational, Scientific and
Cultural Organization

Capacity Development for Education for All

The CapEFA Programme

مركز محو الأمية
CENTRE
D'ALPHABETISATION



ANNUAL PROGRESS REPORT 2015

Capacity Development for Education for All The CapEFA programme

Contributing donors 2014-2015:



REPUBLIC OF AZERBAIJAN



MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND



NORWEGIAN MINISTRY
OF FOREIGN AFFAIRS



SWEDEN

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EXECUTIVE SUMMARY

The 2015 Consolidated Annual Progress Report on Activities Implemented under the Capacity Development for Education for All (CapEFA) Programme is submitted to donors in preparation for the Annual Joint Donors' Meeting (Paris, 18 February 2016). It covers the period from 1 January to 31 December 2015. It provides information on progress made in country and sub-regional projects towards the Programme's results matrix, which contributes directly to four of the 37 C/5 expected results of UNESCO's Education Programme and to the Organization's Gender Equality Action Plan II (GEAP II) 2014-2021. It also includes a review of management issues, challenges, lessons learnt and trends to inform future programme development.

The CapEFA Programme is an extra-budgetary funding mechanism and programme approach created in 2003 to complement UNESCO's efforts in global advocacy and coordination of EFA with concrete action at the country level, particularly in countries most at risk of not achieving their goals by 2015. It seeks to enhance national capacities of selected countries in the following key areas: (i) sector-wide policy and planning (SWPP); (ii) literacy; (iii) teachers; and (iv) technical and vocational education and training (TVET). Capacity development that supports rather than replaces national capacities through a standardized capacity development process is at the heart of CapEFA programme interventions. Such an approach ensures national ownership and creates an agreed framework to assess existing capacities, identify priorities and formulate an action plan to address them. In 2015, CapEFA covered 28 priority countries, mainly located in Africa and Asia, and one sub-regional project in the Arab region. It also concluded a pilot policy review in Zambia within the framework of ongoing efforts to inform the transition of the Programme into the post-2015 agenda.

EXTERNAL EVALUATION

In line with the 2015 target date for EFA, a final external evaluation of CapEFA was launched to determine the relevance and effectiveness of the Programme's overall contribution to the realization of the EFA goals and to provide recommendations on the positioning of CapEFA to meet the needs and challenges of the SD4 – Education 2030 Agenda. The evaluation covered the entire duration of the CapEFA Programme, from 2003 to 2015, with special emphasis on the lifespan of ongoing country projects. Using a mix of international and national external expertise, the evaluation team gathered assessments from 23 country projects, making this fourth external evaluation of CapEFA the most ambitious and comprehensive to date.

The final evaluation report – concluded at the time of drafting this progress report – recognized CapEFA's relevance and effectiveness, stating that it “has been successful in reaching its objectives of developing the capacities of national stakeholders in the field of SWPP, literacy, teacher training and TVET”. The evaluation further stressed that CapEFA showed “clear added value and succeeded in creating synergies with other donor-supported initiatives, while playing a leading role in promoting stakeholder cooperation” and acting “as seed money, financing activities that later on attract additional funding from other donors”. In general, the evaluation

concludes that CapEFA is “considered value for money”. In terms of knowledge-sharing, particularly best practices and lessons learnt, the evaluation team concluded that it has “not been developed to the fullest extent, notably at the South–South level” and recommends an improvement of such practices within the Programme. Other recommendations include: raising the profile of sector-wide policy and planning interventions across other country projects when possible and to better align with the full SDG4 agenda; maintaining the participatory capacity development approach; continuing focus on upstream activities; and, strengthening the integration of gender aspects in programming and monitoring.

SUMMARY OF PROGRESS PER THEMATIC AREA

Sector-wide Policy and Planning

Support was provided to five countries (the **Democratic Republic of the Congo**, **Ethiopia**, **Haiti**, **Myanmar**, and **Zambia**) and one sub-region (**Arab States**) on policy formulation, planning and management within a lifelong learning framework. In 2015, important progress was made on all three outcome areas of this expected result, relating to strengthening national capacities to holistically diagnose and monitor education systems and to elaborate and revise education strategies and plans.

Examples of key achievements include in the **DRC**, improvement of the Education Management Information System (EMIS) at a decentralized level. The pilots on EMIS strengthening in two provinces in 2014, were expanded to six additional provinces through a partnership with the World Bank, two out of which were implemented in 2015. EMIS Support included the development of an EMIS Strategic and operational plan. CapEFA DRC also ensured the inclusion of non-formal education and tertiary education in the national education sector strategy. In **Myanmar**, UNESCO continued to support the last phase of the comprehensive education sector review, in particular the final development of the National Education Sector Plan (NESP). CapEFA support for workshops on costing and policy simulation modelling resulted in a costed NESP. In **Haiti**, statistics for primary, secondary and tertiary education, as well as for the non-formal education sector were produced and are in different stages of analysis and publication. In **Ethiopia**, contributed to the development of the Fifth Education Sector Development Plan and introduced simulation models for planning at both regional and federal levels.

In general, the regional project in the **Arab States**, has had mixed results and encountered some implementation difficulties. In response, a meeting in October focused on rethinking the direction of the project including allocation of resources. Nevertheless, some success was achieved at the Morocco Centre d’Orientation et de Planification de l’Education (COPE) with building of capacity of staff and trainees on projection and simulation tools for policy dialogues and educational strategies.

Literacy

Support was provided to 11 countries (**Bangladesh**, **Cambodia**, **Chad**, **Mauritania**, **Mozambique**, **Nepal**, **Senegal**, **South Sudan**, **Timor-Leste**, **Togo**, and **Yemen**) to strengthen national capacities to plan, manage and scale up gender-sensitive, quality literacy and non-formal education (NFE) policies and programmes. As a result, progress is noted in relevant literacy policies, scaling up of effective literacy programmes, delivery of good quality literacy learning and improved information and knowledge sharing.

Improvements of NFE-MIS as basis for evidence based policies include: updating of the NFE-MIS in two districts of **Bangladesh** and preparation for mainstreaming NFE data into the national EMIS. In **Cambodia**, personnel at national and sub-national levels were trained on NFE data analysis. As a result, 10 out of 25 provinces were able to develop their own NFE reports in 2015. In **Chad**, a database with projections of out-of-school children and non-literate youth and adults for the period 2016-2030 was made available and informed the development of the 10-year Development Plan for Education and Literacy (PDDEA 2016-2025). In **Senegal**, a database with information on facilitators of the National Youth and Adult Basic Education Programme is now available to policy makers. A baseline study and needs assessment conducted in **Mozambique** will serve to develop pilot projects that empower women and their families.

In **Cambodia** the three-year CapEFA-supported national literacy acceleration plan 2013-2015 resulted in the design of a National Literacy Campaign with the aim to make 92,125 Cambodian adults literate in 2015. In **Mozambique**, the evaluation of the national Literacy and Adult Education (AEA) Strategy 2010-2015 was a first step to updating the new AEA Strategy 2016-2019. As a result of CapEFA a teacher training policy for basic education in **Senegal** is operational in all 14 Regional Teacher Training Centres (CRFPE). A new master plan for the bilingual education model has also been developed. Support was further provided to personnel engaged in 227 Community Learning Centres (CLCs) and 29 NFE resource centres to enhance capacities in 15 districts in **Bangladesh** where the new NFE Delivery Model is implemented. Also in **Nepal**, **South Sudan** and **Timor-Leste**, CLC personnel including managers and facilitators were trained in relevant areas to better perform their respective tasks.

The capacities of curriculum developers were enhanced in **Bangladesh**, **Chad**, **Mauritania**, and **Nepal**. In **Bangladesh** steps were taken to integrate a gender equality perspective in curricula and learning materials resulting in an increase in women's participation in decision-making processes. Vocational skills curricula were developed in **Bangladesh** and **Nepal**, while in **Chad** the development of TVET modules in national languages laid the foundation for the provision of non-formal TVET. In response to the **Nepal** earthquake, self-learning Emergency Education materials were developed and implemented in the 14 most earthquake-affected districts of **Nepal**. Capacities for the development of NFE equivalency frameworks, curricula, programmes, accreditation and assessment guidelines and other tools were enhanced in **Bangladesh** and **Nepal**, where equivalency programmes are implemented in mother tongue languages for 335 disadvantaged out-of-school children. Exchange on and documentation of good practice in literacy and NFE took place in **Bangladesh**, **Mauritania**, **Mozambique**, **Nepal**, **Senegal**, **South Sudan**, **Timor-Leste** and **Togo**, and contributing to the on-going enhancement of capacities of different stakeholders for better collaboration in information and knowledge sharing and management.

The CapEFA experience in several countries (**Bangladesh**, **Cambodia**, **Nepal**, **Timor-Leste**) has shown that capacity development is a long-term process that takes more than a couple of years. Similarly, it will take longer time for the impact of strengthened capacity to be visible. Long-term interventions are particularly important in those countries where the initial capacity level is low. For the next cycle of CapEFA interventions it will be important to explore how the literacy, NFE and lifelong learning-related interventions can contribute to the SDGs, in particular to address the issue of poverty. While this is a major challenge, there are also good practices of community-based, comprehensive, and integrated approaches that show the way forward (e.g. **Bangladesh** and **Nepal**).

Teachers

Support was provided to eight countries (**Burkina Faso**, **Burundi**, **Guinea**, **Lao PDR**, **Lesotho**, **Mali**, **Niger**, and **Uganda**) to strengthen national capacities for evidence-based policy development, improvement of training programmes and knowledge sharing on teachers' issues.

The following achievements related to diagnostics and evidence based teacher policy development in 2015 are of note: consultations were held in **Uganda** to review the existing teacher policies in the country and prepare an outline of the upcoming first-ever holistic teacher policy. In parallel, a Teacher Information Management Information System (TMIS) was developed and data collection is being conducted to inform the policy. The teacher diagnostic was finalized in **Mali** (in cooperation with UNICEF) and teachers and researchers were trained on statistical analysis. In **Guinea** support was given to the development of monitoring indicators for teachers. In **Lao PDR** educational statisticians at the district and provincial levels were trained in analyzing and disseminating quality education data to respond to the need for more evidence based decision making. **Lesotho** was supported in the final drafting of its Teacher Policy.

CapEFA also provided support for the improvement of national teacher training programmes. It accompanied **Burundi** and **Burkina Faso** in the process of basic education reform and harmonisation of curricula. Training modules on gender and education were developed in **Burundi** and are now being used by pedagogical advisors. Similarly, capacities of curriculum developers and textbook writers were enhanced in **Lao PDR** to undertake a gender analysis of secondary school textbooks and associated teaching materials. The country also improved its in-service teacher training materials for primary teachers in the Lao language. In **Niger** teacher training programmes were reviewed for the introduction of bilingual branches at primary level. Thematic training modules were also developed in **Mali** for teacher trainers in Teacher Training Institutes, inspectors, directors of pedagogical centres, and pedagogical advisors. In both **Guinea** and **Niger**, monitoring tools were developed and training provided to trainers and pedagogical supervisors to improve the quality and relevance of teacher training.

TVET

Support was provided to five countries (**Afghanistan**, **Benin**, **Liberia**, **Madagascar**, and **Malawi**) to design and implement policies aimed at transforming TVET.

In 2015, the first-ever National TVET Policy of **Liberia** was launched. In **Madagascar**, an extensive national policy process initiated in 2014 produced its first National Policy on Employment and Vocational Training 2016-2021. Adopted as a law in December 2015, the Policy aims to increase decent jobs opportunities by reinforcing demand-driven TVET and reforming the governance of the sub-sector. The finalization of the **Afghanistan** TVET Strategy's Action Plan (2015-2018) was however postponed, due to delayed appointment of a new Deputy Minister for TVET following the general elections.

In **Benin**, CapEFA supported the capacity needs assessment of the three existing consultative bodies involved in TVET. In **Afghanistan**, two additional trades based on the National Occupational Skills Standards (NOSS) were introduced by the curriculum department of the Ministry of Labour. The Ministry of Education is also being supported by IBE, through CapEFA, to reinforce the general education curriculum by aligning it to labour market needs and expanding vocational content. In **Malawi**, CapEFA supported the development of a new governance structure for a single entity to be empowered with assessment and certification, functions currently spread among three entities.

In **Madagascar**, support targeting TVET for out-of-school rural youth was expanded to a fourth region. Over the period 2014-2015, 2,500 youth benefitted from basic and vocational skills training and entrepreneurship support to start income-generating activities in areas identified as economic opportunities in their regions. For a third year, the partnership UNESCO-International Fund for Agricultural Development (IFAD) co-financed the activities. In the new targeted region of Menabe, 24 career guidance counsellors have been trained and 68 villages have profiled their out-of-school youth.

CapEFA enabled a number of countries to enhance quality assurance and mainstream gender issues in TVET programmes. In **Benin**, the expertise provided by UIS led to the national production of the first statistical yearbook 2014-2015 for formal TVET, to be launched early 2016. In **Liberia**, the IMTF has been working intensively on the conceptualization of the TVET-MIS. In **Afghanistan**, a quality assessment framework was developed to reinforce TVET institutions at local level. Continued support was provided to the TVET MIS launched in 2014, by for example supporting **Afghanistan's** first data collection campaign targeting 144 TVET schools and 100 institutes. In **Malawi**, two books elaborated, published and disseminated to help increase female's access, retention, and completion in TVET and more than 50 key actors' capacities built to mainstream gender in TVET. In **Madagascar**, a Quality Assessment Framework has been developed, which will be implemented in 2016 .

Benin is the only CapEFA TVET project that does not work on a TVET policy or its immediate implementation, but provides targeted assistance to different areas of the TVET system. This makes the project in **Benin** less connected with the strategic decisions and on-going education reforms, which may impact the long term sustainability of the Programme's actions. In the next phase, building on the progress achieved, the **Benin** Programme will reorient its actions to ensure strategic and sustainable impact.

CHALLENGES

CapEFA has encountered three types of main implementation challenges in 2015. The first concerns external factors, such as political tensions, security situations or natural disasters, that cannot be controlled by the Programme. Examples include the political situation in Burundi that slowed the progress of the CapEFA teacher project, the outbreak of Ebola in Liberia that similarly impacted the implementation of the planned TVET activities in the country, the postponement of the finalization of the TVET Strategy Action Plan (2015-2018) in Afghanistan due to the delayed appointment of the new Deputy Minister for TVET following the general elections, or the earthquake in the Nepal that impacted the planned work with CLCs. In all these cases, CapEFA was able to adapt to the situation and continue either with other planned activities, such as in Afghanistan, or by introducing new activities such as disaster risk reduction activities in Nepal. The flexibility of the Programme allows UNESCO to respond to such situations by changing financial allocations. Such flexibility not only allows for the introduction of timely responsive programming in the directly affected countries, but it sometimes benefits other countries that may have larger absorption capacities. The flexibility also allows UNESCO to put on hold or find alternate means to support countries that may be affected by crisis. For example, when the security situation in Yemen, did not allow the Programme to execute planned literacy activities, CapEFA was able to participate in the Yemen local education group meeting in Amman. This enabled CapEFA to continue to review potential openings for carrying out capacity development activities in the area of literacy in Yemen despite the challenges presented by the crisis.

The second type of implementation challenge relates to the inherent initial planning or execution of the CapEFA country projects. A few countries had mixed results and the Programme has taken different steps to address the issues. One example is the regional project in the Arab States, whose objective is to provide capacity development to three national training centers for educational planners in the region. The programme lacked overall coordination from the regional bureau due to staff rotation in this office and because the workplan was split into three stand-alone sub-projects for each training center, each of which has varying national commitments and human resources available. In response, a meeting in October 2015 focused on identifying new directions for the programme, including re-allocation of resources. Nevertheless, some success was achieved in the project including for example development of capacities of staff on projection and simulation tools for policy dialogues and educational strategies at the Moroccan Centre d'Orientation et de Planification de l'Education (COPE). Another example may be Benin. This is the only CapEFA TVET project that does not work on a TVET policy or its immediate implementation, but provides targeted assistance to different areas of the TVET system (e.g. TVET statistics, methodological approaches for curricula design, public-private partnership) and coordination. This makes the project in Benin less connected with the strategic decisions and on-going education reforms, which may impact the long term sustainability of the Programme's actions. In the next phase, building on the important progress achieved, CapEFA Benin will reorient its actions to ensure strategic and sustainable impact. In two other countries, Lesotho and Burkina Faso, the execution was less successful, partly linked to lack of national commitment, and in this cases the CapEFA Programme will close in 2016 after finalizing some key activities such as the validation of the national teacher strategy in Lesotho.

The last type of challenges relates to the nature of capacity development or the thematic areas more general. This include for example, the fact that capacity development is a long-term process that takes several years. Similarly, it will take longer time for the impact of strengthened capacity to be visible. Long-term interventions are particularly important in those countries where the initial capacity level is low. For the next cycle of CapEFA interventions it will be important to explore how the literacy, NFE and lifelong learning-related interventions can contribute to the SDGs, in particular to address the issue of poverty. This is not only a major challenge, there are also good practices of community-based, comprehensive, and integrated approaches that show the way forward (e.g. Bangladesh and Nepal). An example of a thematic challenges includes the fragmentation of TVET stakeholders, calling both for inter-ministerial collaboration and private sector involvement, which is a key coordination challenge.

GENDER EQUALITY PERSPECTIVE IN PROGRAMME IMPLEMENTATION

Policies, plans and strategies have been reviewed to include gender aspects in Afghanistan, Bangladesh, Ethiopia, Liberia, Madagascar, Mauritania, Myanmar, Nepal, and South Sudan. In Malawi, 14 policy makers were trained on how to adapt policies to better support females in male dominated trades. The incorporation of sex-disaggregated statistics into existing data systems also progressed in Afghanistan, DRC, Ethiopia, Haiti, Nepal, Senegal and Togo. New training modules for teachers were developed with a gender perspective in Burundi, Lao PDR and Niger. Lao PDR further increased awareness on gender issues in general and particularly in school textbooks among over 100 national curriculum developers and textbook writers. In addition, 60 reviewers were trained in assessing how the existing learning materials may have an impact on boys' and girls' learning attitudes, motivation and achievements.

In Niger, advocacy to reduce gender stereotypes and increase girls' participation in scientific branches was conducted targeting 20 teacher supervisors and 115 teachers.

In Cambodia, the National Literacy Campaign supported by CapEFA reached some 70,000 learners, about 75% being girls and women. In addition, specific operations to increase women's participation in literacy programmes were conducted. In Chad, skills development training modules in local languages were designed in local growth drivers targeting illiterate and low-income women. Malawi established gender focal points, built their capacity to mainstream gender in TVET and published two books to help increase female access, retention and completion in TVET. In Mauritania, gender sensitive literacy and non-formal primary education manuals were developed and preparations are on course to scale-up their use in classes targeting girls and women in 2016. In Mozambique, a literacy needs assessment was conducted in three selected districts to identify 300 beneficiaries, out of which 95% are women, who will be involved in activities related to women empowerment through literacy classes and prevention of school dropout. In Nepal, nearly 100% of learners reached by the expansion of the pilot family literacy classes and training of CLCs social mobilizers are girls and women.

BUDGET AND FINANCIAL OVERVIEW

As an extra-budgetary programme, CapEFA is entirely funded by voluntary contributions. The Programme operates in the form of a special account in which funds are pooled from donors and channelled to different budget codes to cover operational costs and implementation of activities in the field. In 2015, contributions totalled \$ 7.2 million, a decrease of 15% in comparison to 2014 partly due to the strengthening of the dollar against the currencies that feed the basket fund. With an operational budget of \$ 11 million in 2015 and total expenditures amounting to approximately \$ 9 million, contributions in the calendar year therefore fell short by \$ 1.8 million of covering the expenditures in the period. Despite the challenging circumstances under which the projects are implemented and the Programme's mainly upstream interventions, the overall execution rate of CapEFA in 2015 was of 82%. In line with CapEFA's decentralization approach, 83% of total expenditures – approximately \$ 7.5 million – was made by Field Offices in charge of the daily coordination and implementation of CapEFA country projects. Institutes account for 10% of expenditures while the overall coordination and technical backstopping at Headquarters represent the remaining 7%.

For 2016, the Programme already has some \$ 15 million planned for activities and operational costs, including to support the roll-out of a coordinated approach for the operationalization of SDG4 in selected CapEFA countries. However, as at February 2016, date in which this report was concluded, the CapEFA Programme had formally signed commitments only from Sweden, covering the period 2014-2017. The current scenario where Sweden is the only country contributing in 2016 brings UNESCO to a position where it will not be able to plan full-scale activities for CapEFA in 2017. Securing support from the donor group in 2016 and beyond is therefore essential and UNESCO will continue endeavouring to raise funds with other potential donors through a fundraising strategy currently under development.

THE WAY FORWARD

In line with the findings of the external evaluation, UNESCO will pay particular attention to strengthening the knowledge and information sharing component. For example, it will consolidate lessons learnt and identify good practices and success factors from CapEFA interventions and compile practical guides on how a specific topic may be addressed based on different CapEFA field experiences. It will also build on the momentum gained by the adoption of the SDGs and the Education 2030 Framework for Action to launch a new CapEFA Programme cycle – which may be rebranded CapED (Capacity Development for Education). A separate programme document under preparation will be discussed at the upcoming CapEFA donors' meeting on 18 February 2016.

INTRODUCTION

The 2015 Consolidated Annual Progress Report on Activities Implemented under the Capacity Development for Education for All (CapEFA) Programme is submitted to donors in preparation for the Annual Joint Donors' Meeting (Paris, 18 February 2016). It covers the period from 1 January to 31 December 2015.

It provides information on progress made in country and sub-regional projects towards the Programme's results matrix, which contributes directly to four of the 37 C/5 expected results of UNESCO's Education Programme and to the Organization's Gender Equality Action Plan (GEAP) II 2014-2021. It also includes a review of management issues, challenges, lessons learnt and trends to inform future programme developments.

REPORT STRUCTURE

This Report is a consolidated synthesis report based on country and sub-regional progress reports and on the Financial Reports prepared by UNESCO's Bureau of Financial Management (BFM).

Chapter One presents an overview and brief introduction to the CapEFA Programme, encompassing the context of its creation, its framework of interventions, operational approach and geographical coverage. Chapter Two presents progress per thematic area and common challenges. Chapter Three presents progress through a gender-lens, demonstrating how CapEFA interventions are contributing to closing the gender gap within the framework of UNESCO's overall objectives for gender equality in education. Chapter Four provides an overview of the financial situation of the Programme, presenting information on contributions, budget planning and expenditures during the reporting period of 2015. Finally, brief concluding remarks are made in Chapter Five.

This Report also has two annexes: Annex I presents progress in participating countries according to the Programme's Results-Based Management (RBM) framework and results matrix of each thematic area. Annex II provides the Programme's Financial Reports issued by BFM as of 31 December 2015.

1. Overview of the CapEFA Programme

The CapEFA Programme is an extra-budgetary funding mechanism and programme approach created in 2003 to complement UNESCO's global advocacy for and coordination of Education for All (EFA) with concrete action at the country level, particularly in countries deemed to be most at risk of not achieving the EFA goals by 2015. In the current biennium (2014-2015) it is financed by pooled funds from the governments of Azerbaijan, Finland, Norway and Sweden. Denmark and Switzerland were regular donors until 2013, and Belgium and Italy provided one-time contributions in previous years.

PURPOSE

The Programme was designed based on the understanding that achieving the EFA goals is not simply a matter of increasing funding to education. Although extra financial resources are essential, they cannot guarantee sustainable results. Such resources need to be combined with capacity development in policy formulation and effective service delivery at country level. Education reforms, supported by national budgets or international aid, can only be successful if countries have the requisite capacities to make them operational, with not just trained staff, but most importantly with effective organizational processes, functioning institutions as well as tools and resources to plan, implement and manage them.

The CapEFA Programme therefore seeks to enhance national capacities of selected countries¹ within key areas of the education sector, identified by UNESCO as being of strategic importance for EFA and where the Organization has a comparative advantage:

SECTOR-WIDE POLICIES AND PLANNING

Policy formulation, planning and management of the education sector for up-to-date and evidence-based education development strategies and plans.

LITERACY

Design and implementation of gender-sensitive and development-responsive literacy and non-formal education policies, strategies and programmes.

TEACHERS

Evidence-based teacher policy formulation and reinforcement of teacher training institutions, including through curricula and pedagogical materials.

TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET)

Design and implementation of evidence-based TVET policies, strategies and plans that are responsive to the changing needs of the labour market.

The choice of the thematic area – one in each participating country – takes into account previous and on-going initiatives of UNESCO and other development partners.

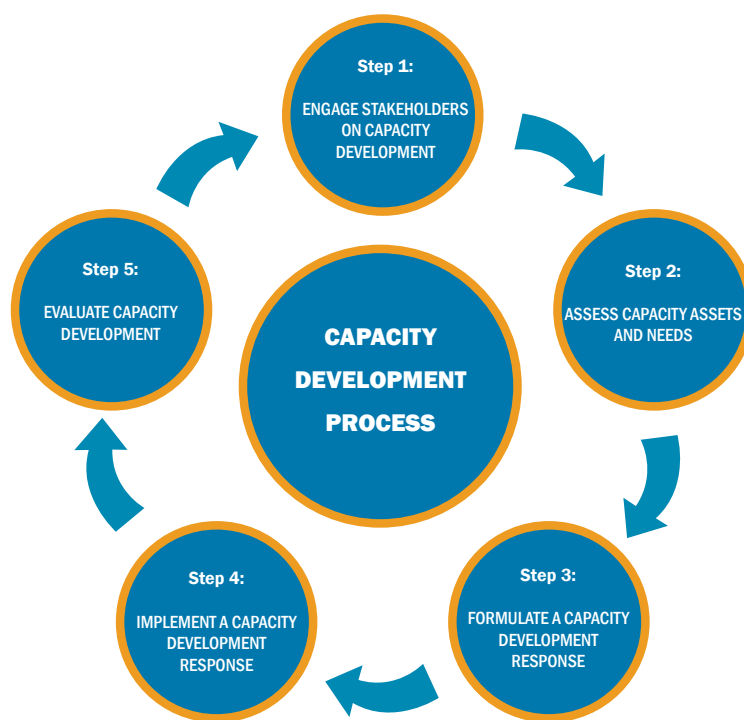
¹ The selection of participating countries of the CapEFA Programme follows UNESCO's Education Sector policy of providing increased support to a limited number of 'priority countries' that have been identified in 2010 through a set of criteria as being those furthest from achieving the EFA goals. They are all part of the Least Developed Countries (LDC) list with either had a low score on the education development index (EDI), or were in post-conflict or post-disaster (PCPD) situation.

FRAMEWORK OF INTERVENTIONS AND OPERATIONAL APPROACH

The Programme is strategically aligned with UNESCO's biennial plans and quadrennial programme objectives. The Education Sector's Executive Office is responsible for its overall management, relying on technical input and substantive backstopping from education programme specialists at Headquarters, particularly the thematic coordinators responsible for the four areas of intervention. Country level planning and implementation are decentralized to UNESCO's Field Offices while technical advice is mobilized from the Organization-wide in-house expertise available at its Headquarters in Paris, Regional Bureaux, and Specialized Education Institutes and Centres, through what CapEFA refers to as the "UNESCO-family approach".

The Programme supports rather than replaces country authorities through a standardized capacity development process that ensures national ownership. It operates within an agreed framework to assess existing capacities, identify priorities and formulate a capacity development action plan to address them. Core issues within each thematic area are analysed through cross cutting perspectives and themes – like quality and gender equality – allowing a better understanding of the context and of the different types of capacities needed to effectively address country needs. Identifying gaps, planning, implementing and monitoring interventions is carried out through a five-step capacity development process adapted from the model pioneered by UNDP, which ensures national ownership, harmonization with on-going initiatives and collaborative priority setting.

FIGURE 1: The five-step capacity development process



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The five-step cycle is divided in two main stages: a diagnostic – or assessment – phase (Steps 1-3) and an implementation phase (Steps 4-5), which constitutes the main part of the programmatic cycle. As shown in Figure 1, the approach takes advocacy and consensus building around capacity development with national counterparts and stakeholders as the point of departure (Step 1) and follows a process to create an enabling platform for joint examination of capacity assets and needs, resulting in the establishment of a capacity baseline (Step 2). It then moves to the identification of priority areas and the formulation of a capacity development action plan to address some of the more acute needs (Step 3). The next and primary step is then to implement this action plan (Step 4), paying attention to monitoring and evaluation processes along the way (Step 5).

2. Programme Performance in 2015

The main achievements of the CapEFA Programme between 1 January and 31 December 2015 are presented in this chapter. All CapEFA country projects contribute to the Programme's Result Matrix, whose key components are presented in the table below². A comprehensive RBM report of progress can be found in Annex I.

Table 1: Expected results and outcomes per thematic area

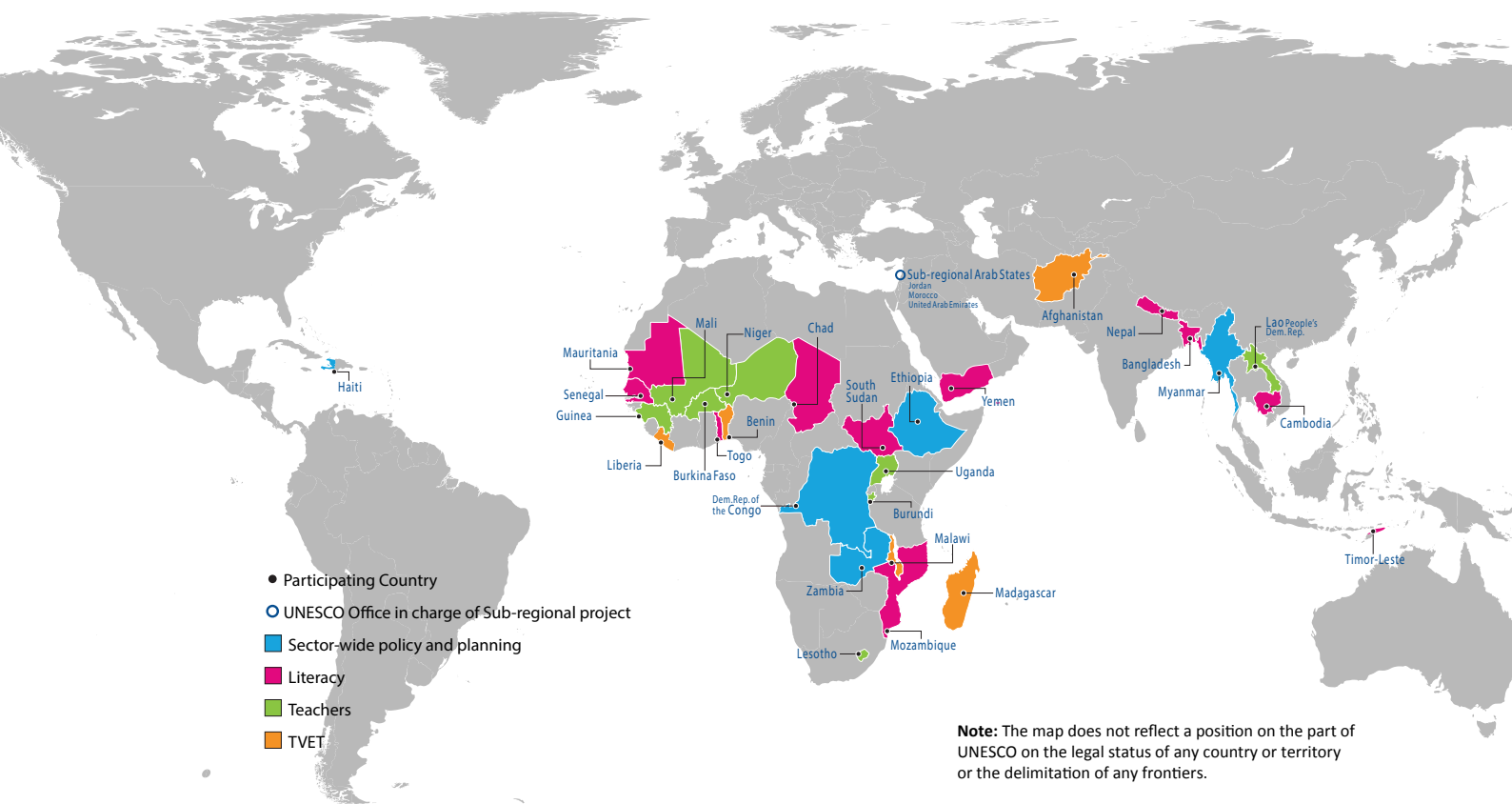
| | | | |
|---|---|---|---|
| CapEFA ER SWPP: National capacities of selected priority countries are strengthened for policy formulation, planning and management to realize the right to education and accelerate progress towards EFA goals. | | | |
| Outcome 1: National capacities strengthened to accurately and holistically diagnose and assess education systems. | Outcome 2: National capacities strengthened to elaborate and revise robust and viable education development strategies and plans. | Outcome 3: National capacities enhanced to implement and systematically monitor education strategies and action plans. | |
| CapEFA ER Literacy: National capacities of selected priority countries are strengthened to plan, manage and scale up gender-sensitive, quality literacy and non-formal education policies and programmes. | | | |
| Outcome 1: Capacity of policy makers, planners and managers is strengthened for the development and implementation of effective literacy policies, strategies and plans. | Outcome 2: Institutional and organizational capacities are strengthened to scale up effective national literacy programmes. | Outcome 3: Capacities of key actors enhanced to deliver good quality literacy learning opportunities that are gender-sensitive and relevant to a diversity of target groups. | Outcome 4: Capacities of different stakeholders enhanced for better collaboration in information and knowledge sharing and management. |
| CapEFA ER Teachers: National capacities of selected priority countries are strengthened for the development and implementation of evidence-based teacher policies and practices | | | |
| Outcome 1: Capacity for evidence-based teacher policy development and strategic planning enhanced. | Outcome 2: Management and Training Capacity of Teacher Training institutions (TTIs) improved. | Outcome 3: Capacities of teachers and key stakeholders for sharing and exchange of knowledge enhanced. | |
| CapEFA ER TVET: National capacities of selected priority countries are strengthened for the development and implementation of evidence-based TVET policies and for improving governance and widening stakeholders' engagement | | | |
| Outcome 1: Capacity for evidence-based TVET policy development and strategic planning enhanced. | Outcome 2: Capacity for planning, monitoring and evaluation of TVET system improved. | Outcome 3: Capacity for using analytical tools for labour market analysis developed. | |

² The performance indicators and means of verifications are listed in the CapEFA Programme Document.

In 2015, CapEFA covered 29 priority countries, mainly located in Africa and Asia, and one sub-regional project in the Arab region. On-going projects were launched between 2009 and 2012 and are therefore in different stages of progress. Figure 2 below presents the geographical distribution of the CapEFA Programme in 2015, including the thematic area of focus in each participating country. In 2015 all on-going country projects were in Step 4 of the Programme's five-step approach, with interventions framed within a clearly defined RBM framework. The summary found in this chapter is based on annual progress reports submitted in December 2015 by Field Offices responsible for country and sub-regional projects. The full individual reports can be obtained upon request.

The sections below provide a summary of progress under each thematic area with narrative accounts of selected countries and an analysis of some of the challenges faced by CapEFA in the field. Other than those related to the common context in which the Programme operates, where typically political instability, security, budget or staff turnover may impact implementation of activities, the challenges are content-related issues that have a direct bearing on sector-wide policy and planning, literacy, teachers or TVET.

FIGURE 2: CapEFA country and sub-regional projects 2015



SECTOR-WIDE POLICY AND PLANNING



The reform of education systems requires large scale efforts and represents human and financial challenges both for the countries concerned and for the international development community. Limited capacities in carrying out accurate and holistic education system diagnosis and in developing and implementing up-to-date and evidence-based strategies and plans hinder many countries from reaching their education targets. In order to achieve greater efficiency and quality education, there is an ongoing trend towards the decentralization of aspects of education system management to lower administrative levels. In this process, regions provinces, zones or districts are granted more autonomy. In this context, not only is it necessary that every civil servant has access to quality, timely and accurate information, but it is also critical that they possess the relevant knowledge and skills to make proper use of information for well-argued decisions, and make relevant recommendations to the upper echelons of government. Central-level staff can then put more emphasis on new tasks in the areas of regulation, for example.

In 2015, the CapEFA Programme contributed substantially to the UNESCO 37 C/5 expected result on sector-wide policy and planning (ER 1): “National capacities strengthened to develop and implement policies and plans within a lifelong learning framework”, by supporting four countries (the **Democratic Republic of the Congo**, **Ethiopia**, **Haiti**, and **Myanmar**) and one sub-region (**Arab States**) with programmes focusing on policy formulation, planning and management within a lifelong learning framework. CapEFA also conducted a pilot policy review in **Zambia** within the framework of ongoing efforts to inform the transition of the Programme into the post-2015 agenda.

SUMMARY OF PROGRESS

Under **Outcome 1** for the diagnosis and assessment of education systems, a series of workshops, policy dialogues and consultation meetings were held in **Myanmar** as part of the country's Comprehensive Education Sector Review (CESR). These dealt with key trends and best practices in education policy-making, and facilitated the integration of Education 2030 Agenda into national planning processes. **Ethiopia** also organized consultations with federal and regional bureau experts to discuss lessons learnt from the previous planning exercise and inform the development of the fifth Education Sector Development Programme (ESDP V). The pilot policy review in **Zambia** provided the country with an assessment of its education system, particularly in the four thematic areas of CapEFA and learning outcomes. The final report and its recommendations which is expected to be validated in early 2016 will enable the government and other stakeholders to better meet the challenge of delivering on an expanded post-2015 agenda and the focus on quality.

Under **Outcome 2** for the revision of education strategies and plans, CapEFA **DRC** worked on the inclusion of non-formal education and tertiary education in the national education sector strategy. In **Ethiopia**, the ESDP V was successfully completed and simulation models introduced for planning at the regional and federal levels. Similarly, the ambitious reform process initiated in **Myanmar** through the CESR is drawing to an end with the final stages of the development of the National Education Sector Plan (NESP), which was costed with support of CapEFA through workshops on costing and policy simulation modelling, with development of training modules in the Myanmar language. This was also one of the focus of the sub-regional programme in the **Arab States**, where capacities of staff members and trainees were developed at the Moroccan *Centre d'Orientation et de Planification de l'Education* (COPE) focusing on projection and simulation tools for policy dialogues and educational strategies.

Finally, under **Outcome 3** comprising the monitoring of education systems, most of the work was concentrated in support to data collection and analysis. The decentralization of the Education Management Information System (EMIS) in an important component of CapEFA in **DRC** and **Ethiopia** given their large geographical areas. Specifically, **DRC** continued the successful expansion of the decentralization of the EMIS to a total of eight provinces (out of 11) with a co-financing from the World Bank. In **Haiti**, statistics for primary, secondary and tertiary education, as well as for the non-formal education sector were produced and are in different stages of analysis and publication. **Myanmar** also made further steps to revamp their educational statistical landscape through the finalization of an EMIS Strategic Plan and its first-year EMIS Operational Plan and Budget. CapEFA also developed a school mapping system with the inclusion of all formal sector basic education schools. All of these are enabling policy makers and education staff at national, sub-national and local levels to engage in more effective data-based decisions and policy implementation.

Table 2 below provides an overview of sector-wide policy and planning activities and main results for each participating entity, whether it be one of the five participating countries or the sub-regional Arab States. A more detailed description for each outcome can be found in Annex I, where performance indicators on sector-wide policy and planning are illustrated with progress and/or achievements for 2015.

Table 2: Overview of Sector-wide Policy and Planning projects

| Country | Main results in 2015 |
|----------------------|--|
| DRC | <ul style="list-style-type: none"> • Support to the expansion of the Education Management Information System (EMIS) to two new provinces (preparation of four additional provinces underway). Decentralized data is now reliable in four provinces. • The education sector strategy was finalized and now includes non-formal and tertiary education. • The monitoring of education sub-sectors (primary and secondary, tertiary, as well as non-formal education) is strengthened; |
| Ethiopia | <ul style="list-style-type: none"> • The evaluation of the accomplishments of ESDP IV was completed with federal and regional bureau experts. Focus to emerging regions. • The ESDP V was developed and validated. • National capacities were enhanced in the area of projection techniques of plan preparation using a simulation model for regional and federal levels. |
| Haiti | <ul style="list-style-type: none"> • The data collection for tertiary education during the school year 2014-2015 was completed, analysed and preliminary results made public. • The data on basic education (from pre-primary to upper secondary) were transmitted to UIS for the school year ending in 2014. • Data on non-formal education have been collected and are currently under analysis. • The process to review the operational plan was engaged, and a basic stock-taking exercise for its implementation was performed. • A workshop and 6 missions in departments were held in order to evaluate capacity development needs, as well as to prepare the roll-out to the regional level of data collection for the school year 2015-2016. |
| Myanmar | <ul style="list-style-type: none"> • The costing of the National Education Sector Plan (NESP) was done as part of the last phase of the Comprehensive Education Sector Review (CESR). • The technical review of NESP sub-chapters was performed, in the areas of coordination/quality assurance and management, curriculum and assessment, teacher education, TVET and non-formal education. • The EMIS Strategic Plan was finalized, as well as the first-year EMIS Operational Plan and Budget and the improvement of EMIS reporting forms. • The school mapping system was developed to enhance the MOE's education planning processes, with the inclusion of all formal sector basic education schools. |
| Regional Arab States | <ul style="list-style-type: none"> • Capacities of staff members and trainees were developed at the Moroccan <i>Centre d'Orientation et de Planification de l'Education</i> (COPE), focusing on projection and simulation tools for policy development. • Initial discussions were held with COPE on school mapping modules and on predictive data analysis as a foresight tool. • The COPE documentation centre was also strengthened. |
| Zambia | <ul style="list-style-type: none"> • A policy review was undertaken as a pilot for CapEFA. It will be validated in March 2016. |

OVERVIEW OF PERFORMANCE AND ACTIVITIES IN SELECTED COUNTRIES

DEMOCRATIC REPUBLIC OF THE CONGO

Following CapEFA's successful decentralization of the EMIS in two pilot provinces in 2014 and the partnership agreement with the World Bank to finance its expansion to six new provinces, CapEFA DRC was able to introduce ICTs in its education system data collection process, including digital school mapping, and to disseminate relevant statistical information at the sub-national, national and international levels in 2015. With financial support from the World Bank and technical leadership of the UNESCO Kinshasa Office and IIEP, CapEFA is successfully assisting the country to improve the timeliness and the quality of the data reported through the annual school census. This is a significant achievement in a country that is engaged in major systemic reconstruction efforts to mitigate the impact of years of conflict which have adversely affected the education system.

The first quarter of the year was dedicated to the finalization of the tripartite agreement between the World Bank, the Government of DRC and UNESCO. Activities were officially launched in Kinshasa in July 2015 when key stakeholders met to agree on the implementation strategy and calendar. Since the success of any education system decentralization strategy depends to a large extent on authentic stakeholder participation and ownership at each level of the system, it was of paramount importance to reach all stakeholders involved and to launch the project in the different provinces. As such, information and training sessions with representatives from Kinshasa, Equateur, Nord-Kivu, Sud-Kivu, and Kasai-Occidental provinces took place during November and December 2015. Equipment was distributed at central level over that same period in all four ministries involved in education (from primary to tertiary education including TVET and non-formal education) and to 26 districts in Kasai-Occidental and 41 districts in Equateur.

In parallel, work continued to support the decentralization process in the two pilot provinces of Katanga and Kongo Central (former Bas-Congo) for the production of their statistical yearbooks in collaboration with the ministry and local partners. Validation workshops were held in Matadi and Lubumbashi. In terms of South-South cooperation, a delegation of planning directors from the DRC visited Senegal and Morocco to take stock of the different technologies that were integrated in EMIS, as well as to create a network of officials using ICTs in data collection and management. In addition, the country's data management system is being updated based on IIEP's new school census questionnaires further contributing to strengthening the use of data-based policy implementation.

ETHIOPIA

Based on the work accomplished and concluded in previous years, the CapEFA Programme supported the government of Ethiopia over a 12-month period for the preparation and dissemination of the ESDP V.

Through no less than nine workshops in 2015, these activities combined consultations and technical cooperation between national officers and IIEP. These working sessions ensured that the ESDP V document not only represents the priorities of the national education administration, but also reflects their ownership of the programme, given the participatory nature of the activities. At the same time, through the IIEP technical assistance provided by CapEFA, it ensured that plans are technically sound and feasible from a cost and implementation perspective. For example, this approach ensured that the principle of gender equity is incorporated throughout the ESDP V sector plan as a crosscutting issue in a practical way.

In order to ensure the sustainability of the outputs and outcomes of work conducted between 2012-2015, and to overcome some of the challenges inherent to institutions in rapidly evolving economies (where turnover can be important in key positions of the administration) data collection instruments were updated, a user guide prepared, training conducted, and the materials distributed to all districts for appropriate use during data collection process. To ensure continuity, UNESCO is participating in the monthly Education Technical Working Meetings (ETWG), where it plays a key role particularly through the technical and financial support given to the preparation of ESDP V and in providing capacity development training in education planning.

CHALLENGES

A common issue in the implementation of sector-wide policy and planning is coordination. Besides financial and technical partners of non-governmental and multilateral organisations, in some countries the education sector may be managed by different ministries in charge of basic, secondary or higher education, as well as of non-formal education and TVET. This multiplication of governmental actors at the central level is further complicated by multiple administrative levels (e.g. district, provincial, regional) particularly in the context of decentralization processes. To address this situation one of the main focuses of CapEFA activities is ensuring that all entities and partners are well informed of current developments and are able to contribute according to their capacities and mandates. This involves being part of and active in several coordination groups, as well as developing effective and efficient communication channels and mechanisms for dialogue and authentic participation of stakeholders in sector-wide policy and planning implementation.

The sub-regional project for the Arab States, which works on strengthening the institutional capacities of three national or sub-regional training centres for educational planners, encountered some delays in implementation during 2015, owing to varying levels of national commitment and a lack of human resources in the three centers to be trained. UNESCO's overall coordination of the programme was also weak, due to rotation of staff in the regional bureau. A regional meeting was organized in October 2015 to address these issues and decide on the future of the programme. An outcome of the meeting is that the programme will be continued in 2016, but with increased management attention and a greater focus on common topics of concern for the whole region, for example capacity development of planners for SDG4 or training of planners for provision of education in emergencies and crises.

LITERACY



UNESCO is the leading agency in supporting Member States in its efforts to expand adult literacy and learning as a fundamental right. Literacy is at the core of basic education and an indispensable foundation for independent and lifelong learning. But improving youth and adult literacy and numeracy remains a global challenge with worldwide, 757 million adults (aged 15 and over), of whom two-thirds are women, reported to be unable to read and write. However, since only a limited number of countries have used test-based approaches to measure proficiency levels of their adult population, the scale of the challenge is probably significantly larger.

In 2015, the CapEFA Programme contributed to the UNESCO 37 C/5 expected result on literacy (ER 2): “National capacities strengthened to scale up inclusive and gender-responsive quality literacy programmes”. It supports 11 countries (**Bangladesh, Cambodia, Chad, Mauritania, Mozambique, Nepal, Senegal, South Sudan, Timor-Leste, Togo, and Yemen**) with programmes that focus on the strengthening of national capacities to plan, manage and scale up gender-sensitive, quality literacy and non-formal education (NFE) policies and programmes to reach their national literacy and non-formal education goals.

SUMMARY OF PROGRESS

In 2015, the main achievements in the area of strengthened capacities for the development and implementation of effective literacy policies, strategies and plans (**Outcome 1**) relate to improving the availability of reliable data that inform literacy and NFE planning and policy-decision processes.

In order to improve data collection, analysis and use, regular updating of the NFE-MIS in two districts of **Bangladesh** was undertaken and plans prepared to mainstream data management of non-formal education programmes into the national EMIS. The follow-up on the NFE-MIS in

Cambodia consisted of training of more personnel at the national and sub-national levels on NFE data analysis for reporting as well as on the use of updated application software. As a result, 10 out of 25 provinces were able to develop their own NFE reports in 2015. In **Nepal** the second NFE-MIS annual report was developed which included comprehensive data managed by 40 District Education Officers from 17 districts. The NFE-MIS in **Togo** produced a statistical database and an analytical report on the 2010-2014 literacy campaign implementation. In **Chad** a substantial database with projections of out-of-school children and non-literate youth and adults for the period 2016-2030 was made available to inform the development of the 10-year Development Plan for Education and Literacy (PDDEA 2016-2025). In **Senegal**, a database with information on all facilitators of the National Youth and Adult Basic Education Programme is now available to policy makers, planners and managers. A baseline study and needs assessment conducted in selected districts will serve in **Mozambique** to develop pilot projects that empower women and their families.

Concerning policy and strategic work to mainstream literacy and NFE into national systems, in **Bangladesh** the Non-Formal Education Act was shared with stakeholders and steps were taken to finalise rules and regulations for the NFE Act. The **Mauritanian** National Literacy Strategy and Action Plan were integrated into the Ministry of Education's global strategy for 2016-2018 as well as into the triennial national development plan. In **Cambodia** the three-year national literacy acceleration plan 2013-2015 resulted in the design of a National Literacy Campaign with the aim to make some 90,000 Cambodian youth and adults literate in 2015. Key senior managers responsible for literacy and NFE in **Chad** strengthened their strategic planning and education policy formulation capacities, which are being used in the development of the 10-year PDDEA 2016-2025. In **Mozambique**, the evaluation of the national Literacy and Adult Education (LAE) Strategy 2010-2015 was a preparatory step to update and operationalize the LAE Strategy 2016-2019. **Senegal** has a teacher training policy for basic education at its disposal which is operational in all 14 Regional Teacher Training Centres (CRFPE) as well as a new master plan for the bilingual education model. The completion of the Community Learning Centres (CLCs) Grants Manual makes **Timor-Leste** now eligible for World Bank funds to support CLCs. Participatory and coordinated processes of multi-stakeholder consultations, committees and partnerships were facilitated in **Bangladesh**, **Cambodia**, **Nepal**, **South Sudan** and **Timor-Leste**. Assisting national counterpart institutions with strengthened dialogue and broadened partnerships was very much in the focus of related CapEFA interventions with the aim to ensure the sustainability and extension of achievements.



Orientation workshop for volunteers taking part in Cambodia's National Literacy Campaign.

With regard to strengthened institutional and organizational capacities to scale up effective national literacy programmes (**Outcome 2**), main achievements include enhanced national and sub-national capacities to effectively manage literacy and NFE programmes in **Bangladesh, Cambodia, Chad, Mauritania, Mozambique, Nepal, South Sudan, Timor-Leste** and **Togo**. CapEFA supported the National Literacy Campaign in **Cambodia**, reaching 70,000 learners, with teacher training and monitoring of related activities. Similar support was provided to personnel engaged in a total of 227 CLCs and 29 NFE resource centres to enhance capacities in 15 districts in **Bangladesh** where the new NFE Delivery Model is implemented. Also in **Nepal, South Sudan** and **Timor-Leste**, CLC personnel including managers and facilitators were trained in different areas to better perform their respective tasks. In **Chad** the availability of human resources trained to use the newly developed tools for literacy and NFE programmes are benefitting the six new Centres of Non-formal Basic Education (CEBNFE). In **Mauritania** 100 officials were trained in management of literacy and non-formal primary education within NGO partnerships. Likewise, 60 heads of decentralized services of the Ministry of Literacy and NFE were trained in **Togo**. CapEFA contributed in **Mozambique** to define the profile for teachers which in future will be trained to teach both children and adults.



Literacy facilitator in action at the launch of literacy classes in Aweil, Northern Bahr el Ghazal, South Sudan, 20 November 2015. ©UNESCO

Achievements relating to enhanced capacities of key actors to deliver good quality literacy learning opportunities that are gender-sensitive and relevant to a diversity of target groups (**Outcome 3**) included the availability and use of training materials to train trainers and practitioners. While the capacities of trainers to use the new or revised training manuals was in focus in CapEFA **Chad, Mozambique, Nepal, Timor-Leste** and **Togo**, those in **Mauritania** and **South Sudan** concentrated on the development of such tools as these were lacking. In **Senegal** technical support was required to develop 12 modules on literacy and NFE of the new teacher training model, which is now operational in the

CRFPEs in the country. The capacities of curriculum developers were enhanced in **Bangladesh, Chad, Mauritania**, and **Nepal**. In **Bangladesh** steps were taken to integrate a gender equality perspective in curricula and learning materials resulting in an increase in women's participation in decision-making processes. Curricula on vocational skills were developed in **Bangladesh** and **Nepal**, while in **Chad** the development of TVET modules in national languages laid the foundation for the development of non-formal TVET. This was preceded by the development of capacities of members of language committees and of officials of the General Directorate of Literacy and NFE (DGAENF) in 'theories and practices in terminology and translation in African languages'. In **Mauritania** a number of training workshops for material developers for literacy and non-formal primary education programmes for out-of-school children enabled the team to increasingly work independently. In response to the earthquake disaster in **Nepal**, self-learning Emergency Education materials were developed and implemented in the 14 most earthquake-affected districts. Capacities for the development of NFE equivalency frameworks, curricula, programmes, accreditation and assessment guidelines and other tools were enhanced in **Bangladesh** and **Nepal**, where equivalency programmes are implemented in mother tongue languages for 335 disadvantaged out-of-school children.

Exchange on and documentation of good practice in literacy and NFE took place in **Bangladesh**, **Mauritania**, **Mozambique**, **Nepal**, **Senegal**, **South Sudan**, **Timor-Leste** and **Togo**, and thereby contributed to the enhancement of capacities of different stakeholders for better collaboration in information and knowledge sharing and management (**Outcome 4**). The results of the impact study on piloting the NFE delivery mechanism will inform the revision of the Basic Literacy programme in **Bangladesh**. The findings of the assessment of Literate **Nepal** Mission were disseminated through the EFA National Review and other reports. Exchange on good practice and/ or the dissemination of products developed in the context of CapEFA took place through South-South Cooperation, such as in the case of **Mauritania** where a visit in 2015 to Morocco helped to fine tune the literacy strategy and to develop its action plan; through workshops, such as in the case of **Mozambique**, **South Sudan** and **Timor-Leste**; through targeted distribution to cooperating institutions, such as in the case of **Senegal** (to CRFPEs and universities); or through outreach to multipliers and by using CDs as data media such as in the case of **Togo**. In **Timor-Leste** good practices and lessons learnt were documented. Online and media promotional materials in support of the National Literacy Campaign were produced in the context of CapEFA **Cambodia**, while a short film on the achievements of CapEFA **Senegal** was made available.

These are the highlights of CapEFA's achievements in thematic area Literacy in 2015. Table 3 provides an overview of the main results achieved in 2015 per country. A complete account of progress according to the Programme's results matrix on literacy can be found in Annex I.

Table 3: Overview of Literacy projects

| Country | Main results in 2015 |
|------------|--|
| Bangladesh | <ul style="list-style-type: none"> • Advocacy undertaken for the Non-Formal Education Act (approved in 2014). • As key components of the NFE Act, draft core competencies, curriculum, accreditation and assessment guidelines for Equivalency Education were finalized in 2015 and submitted to Ministry for approval. • Bureau of Non-formal Education (BNFE) and Ministry of Primary and Mass Education (MOPME) have agreed to use the NFE delivery model in the government funded nation-wide Basic Literacy Programme (BLP) initiated in 2014. During 2015 strategies were discussed on how to incorporate CLCs mechanism for BLP field level implementation, planned to commence in 2016. • Good practices of piloting NFE delivery have been implemented in 2 districts by RDRS and FIVDB, and replicated in 5 districts by BRAC, Dhaka Ahsania Mission, Save the Children and Stromme Foundation during 2015. • In total, there are 227 CLCs and 29 NFE resource centres supported under CapEFA. • NFE-MIS transferred from the UNESCO server to the BNFE server in 2014 has been linked with the national web portal in 2015. |
| Cambodia | <ul style="list-style-type: none"> • National Literacy Campaign (NLC) was launched in March 2015 and about 70,000 non-literate adults, about three-fourths of them women, have access to 3,250 literacy classes that operate nationwide. • 2,558 primary school teachers contracted for literacy classes operations received two-day orientation courses for teaching adult learners, facilitated by the Ministry of Education, Youth and Sport (MoEYS) and the Ministry of Women's Affairs. • Achieved youth involvement for raising awareness of NLC 2015 as well as to assist with monitoring support of the literacy class operations. • Strengthened capacity of the national and some provincial NFE officials on NFE-MIS for better preparation of integration of NFE-MIS with EMIS. |

| Country | Main results in 2015 |
|-------------|---|
| Chad | <ul style="list-style-type: none"> The textbooks and training guides for literacy and adult education (LAE) and for non-formal basic education (EBNF) are finalized for Level 2. The actors of the chain within the pedagogical framework are trained and able to field-test the pedagogical innovations. Modules for the strengthening of capacities and empowerment of women in rural areas have been developed. Mapping of illiteracy in Chad is developed. |
| Mauritania | <ul style="list-style-type: none"> Political validation of the revised national literacy strategy. Validation of non-formal primary education strategy and development of its action plan. Training on partnership with NGOs up-scaled. Development/production, validation and edition of gender-sensitive literacy and non-formal primary education manuals. |
| Mozambique | <ul style="list-style-type: none"> 45 trainers (13 of them women) from 9 Institutes for Teachers Training (IFPs) developed their capacity to use the training manual for literacy teachers. Literacy and Adult Education (LAE) Strategy 2010-2015 evaluated. Consensus on key priorities for LAE Subsector for next 4 years developed as part of the process to update the National Literacy and Adult Education Strategy for the period 2016-2019. |
| Nepal | <ul style="list-style-type: none"> The second NFE-MIS annual report developed including comprehensive data from 17 districts, supplemented by GIS mapping. Capacity building of 12 CLCs in developing comprehensive community profiles and responsive action plans for effective planning and implementation of NFE/literacy. Manual on integrating life skills into literacy sessions developed, facilitators trained and tested in 45 CLCs. Disaster Risk Reduction self-learning materials and post-earthquake psychosocial support provided through CLCs, including development of games application on disasters. Existing family literacy materials reviewed, disseminated and its implementation scaled-up. The National Equivalency Programme Framework for NFE endorsed by MoE, published and disseminated among key stakeholders. |
| Senegal | <ul style="list-style-type: none"> The initial training of polyvalent teachers (Early Childhood Development, Elementary Education and Literacy) is operational in all 14 Regional Training Centers of Educational Personnel (CRFPE). The facilitators database is available. All CapEFA products are edited and distributed to all CRFPEs and universities of Dakar and Saint Louis. The new master plan of the bilingual education model is available in Senegal. |
| South Sudan | <ul style="list-style-type: none"> 89 adult literacy facilitators have been trained in Northern Bahr el Ghazal and Eastern Equatoria States. Four (one in Eastern Equatoria and three in Northern Bahr el Ghazal) functional adult literacy classes launched. Demand for literacy education has increased in the communities. Government's literacy programme now includes – in addition to basic adult literacy programme, - functional adult literacy and lifelong learning. Cooperation strengthened with the Alternative Education System (AES) to improve literacy levels in the country. |

| Country | Main results in 2015 |
|-------------|--|
| Timor-Leste | <ul style="list-style-type: none"> The National Directorate for Recurrent Education (NDRE) has completed the “CLCs Grants Manual” with assistance from a World Bank’s consultant. Using the “CLC Grants Manual”, project proposals for World Bank’s six CLCs supported under the Second Chance Education Project were finalized and will receive funding. NDRE has succeeded in creating and recruiting a full-time manager post in the first three CLCs. Their salaries are included in NDRE’s 2016 budget plan. Family Literacy activities have been developed and implemented at the CLCs in Ililapa, Fatumasi, Dare and Fatukero. A practical, user-friendly “Operational Handbook for Community Learning in Timor-Leste” has been developed that will serve as a tool for CLCs. |
| Togo | <ul style="list-style-type: none"> Establishment of a literacy and non-formal education and information and management system focusing on data collection of the 2013-2014 campaign. Training of institutional actors at central and decentralized levels to use the operational manual of the “faire-faire” strategy in Literacy and Non-Formal Education (AENF). Dissemination of the AENF subsector resource package. |
| Yemen | <i>No activities have been implemented in 2015 because of the current security situation. However, CapEFA did contract a consultant to explore potential support and meet with the local education group for Yemen in Amman to help assess the situation.</i> |

OVERVIEW OF PERFORMANCE AND ACTIVITIES IN SELECTED COUNTRIES

MAURITANIA

The UNESCO National Education Support Strategy (UNESS) report conducted in 2008 identified literacy and non-formal primary education for out-of-school children as priority areas for UNESCO support within the comprehensive framework of the second phase of the education reform process (2011-2020). The integration of literacy and non-formal primary education as a sub-component of basic education within the sector-wide PNDSE, which in turn, is an integral part of the national Poverty Reduction Strategy Framework (CSLP) was key strategic result of the first cycle of CapEFA Mauritania (2009-2011). The second phase of the CapEFA programme (2012-2015) continued in the same vein while capitalizing on the outcomes of the first phase. By making UNESCO a key international partner in literacy in Mauritania, the CapEFA Programme brought much-needed credibility to the subsector, which is now a full-fledged component of the second phase of the PNDSE II (2011-2020) enabling it to attract increased national and international support through pooled funding for the reform process.

The current phase of CapEFA Mauritania (2014-2015) is building on these achievements by focusing on planning for non-formal primary education and on civil society partnership/community mobilization as prerequisites for the strengthening of institutional and organisational capacities to deliver good quality literacy and NFE learning opportunities. CapEFA support has ensured that concerned directorates are able to conclude partnership agreements with selected NGOs which include a clear statement of financial engagement, and responsibilities and obligations of each party. The selected NGOs benefitted from capacity development to train managers and teaching personnel on the managerial and pedagogical approaches to ensure more effective functioning of CLCs and successful outcomes for its beneficiaries.

A successful study visit to Morocco was organized in May 2015 demonstrating enhanced South-South cooperation. The visit helped Mauritania fine tune its literacy strategy and to develop an action plan based on good practice and knowledge sharing between the Basic Education Department in Mauritania (in charge of NFE) and the Non-Formal Education Directorate in Morocco. The national literacy strategy and the action plan were presented and validated during a national validation day where major stakeholders at national level including civil society organizations and representatives of different ministries and national agencies validated the two documents which are available in Arabic and French. Also, a non-formal primary education strategy was validated and its action plan was developed and integrated into the Ministry of Education's global strategy for the period 2016-2018, as well as into the PNDSE triennial plan (2016-2018). A training programme for the management and monitoring of literacy and non-formal primary education (NFPE) for civil society partnerships and community mobilization was established with the development of related tools and guides. One hundred officials of the targeted regional literacy and MoE directorates and representatives of local NGOs active in the field of literacy were trained in management and monitoring of literacy and NFPE within NGO partnerships. A literacy teacher's guide is being produced by integrating a toolkit that describes generic approaches, methods and techniques for training. It is under final revision.

In the framework of the development of literacy and non-formal primary education programmes for out-of-school children, modules 1-4 were reviewed and finalized. A number of trainings for literacy programme designers were organized. Capacity development in textbook and literacy guide development was emphasized. As a result, the national team was increasingly able to work independently while receiving UNESCO support at distance. The manuals that have been developed for literacy and non-formal primary education are officially used as national manuals for literacy and will be used from 2016 onwards for non-formal primary education, including by the NGOs that will sign partnership agreements.

NEPAL

CapEFA Phase II 2012-2015 was designed on the basis of a capacity needs assessment (2012) focusing on capacity development in four main areas: (i) data management and M&E of literacy and non-formal education programmes at central, district and CLC levels; (ii) effective literacy service delivery by the Non-Formal Education Centre (NFEC), CLC and other literacy providers; (iii) integration of life skills & livelihood components in literacy curricula and materials; and (iv) equivalency programmes. According to an independent evaluation report (2014), CapEFA Phase II has achieved its outcomes to a very high degree. However, there is still much left to be done to strengthen the non-formal education subsector of Nepal. The ongoing "Literate Nepal Mission" (2014-2016) requires the support of CapEFA as well as the work towards the recently adopted literacy target of the SDG4 within a lifelong learning perspective.

However, progress has been severely hampered by the earthquake on 25 April 2015, not only in terms of losses of human lives and destruction of infrastructure but also in terms of relocation of government priorities and resources. In response to government's request for support, CapEFA initiated Disaster Risks Reduction (DRR)-related NFE activities, such as psychosocial support, production and dissemination of NFE self-learning materials. In the near future, CapEFA will also work in supporting CLC recovery, strengthening DRR knowledge through NFE, for instance focusing on skills development which can support livelihood recovery and encourage children to go back to schools through the platform of CLCs.



A grandmother accompanies her grandchildren as they engage in studying next to the makeshift tent they have been living in since the 25 April 2015 earthquake brought down their home into rubble in Kavre, Nepal.

In 2015, the second NFE-MIS annual report was developed including comprehensive data from 17 districts, which were supplemented by a geographic information system (GIS) mapping. The GIS was introduced as a new tool for assessing the national literacy situation which will help to identify clear priorities in future NFE planning. More than 40 District Education Officers from the 17 districts were trained in data collection, analysis and use for NFE planning and programmes. CLC managers, who collected datasets of more than 20,000 households, were also trained and mobilized for this intervention. In addition, more than 100 CLCs personnel from different districts were trained in CLC establishment, database management, community participation, community access, decision-making, micro-planning, among others. Staff from 12 CLCs were trained to develop comprehensive community profiles and responsive action plans for effective planning and implementation of literacy and NFE. A facilitator's manual on integrating life skills into literacy sessions was developed; 33 facilitators were trained and this approach was tested in 45 CLCs. Reproductive health knowledge was disseminated through community radio jingles and seminars. Socio-environmental management and organic farming courses were provided to 2,500 participants in Parbat. DRR self-learning materials and post-earthquake psychosocial support was provided to at least 10,000 NFE learners through 14 CLCs in the most earthquake-affected districts, including the development of games application on disasters.

A literacy programme for women and adolescent girls was designed by using mobile phones and computers. It was tested with 100 participants in selected CLCs in a remote district. Vocational skills development courses were conducted for 35 marginalized women after they had completed the basic literacy course to strengthen self-employment. The existing family literacy materials were reviewed, further disseminated and its implementation was scaled up to 15 Village Development Committees (VDCs). Equivalency programmes are implemented in mother tongue languages for 335 disadvantaged out-of-school children. The draft National Equivalency Programme Framework for NFE was shared at a national conference jointly organized with UNICEF and NFEC and subsequently endorsed by MoE, published and disseminated among key stakeholders.

CHALLENGES

The implementation of literacy and NFE-related projects faces a number of challenges including a prevailing narrow understanding of the sub-sector. It is hard for many stakeholders to recognize literacy and non-formal education as an integral part of the education system and its importance for the overall development of the country, translating into short-term literacy courses or one-shot interventions. In some cases, this was even criticized as a “waste of money”. National partners in charge of literacy and adult education are often operating with a limited perception of their area of responsibility. In countries that have introduced decentralized governance structures, the national literacy and NFE departments struggle to fulfil their new roles and tasks. Building non-formal and adult learning systems with a longer-term perspective – and as part of lifelong learning systems – becomes particularly relevant in countries where CapEFA is engaged in the development of equivalency programmes (Bangladesh and Nepal) and/or where National Qualifications Frameworks (NQFs) are under development (Bangladesh, Cambodia, Mozambique, Nepal, Senegal, Timor-Leste, and Togo). In this context, the non-formal education sub-sector has trouble in making use of emerging opportunities to build stronger links between formal and non-formal education. This involves designing coherent systems with alternative learning pathways that provide out-of-school populations, in particular un- or under-schooled young people and adults, with second chance education and recognized certificates. Often the managers of the sub-sector refrain from engaging in such national processes because they do not feel prepared for this.

In short, it is a challenge for the non-formal sub-sector stakeholders to embrace a holistic approach to the whole NFE sub-sector by going beyond government programmes, by establishing and enforcing a common standard, and by taking into account new players in the sub-sector. This is also true for the adoption of a sector-wide perspective to develop linkages among different sub-sector or programmes (e.g. vocational skills development and adult literacy) with regard to policy development and implementation. Frequently, working towards integrated and holistic approaches also faces resistance from the formal education sector. The reluctance of national authorities to rethink the teacher training system for (formal and non-formal) basic education is a key challenge in Togo, for example. Another recurrent challenge, is the coordination among relevant stakeholders (government and its different departments and levels, NGOs, donors, etc.) for synergies, avoidance of duplication, and for better quality of provision.

Another major challenge in the field of adult literacy and non-formal education is the motivation of learners to stay on task until they have achieved the aspired learning outcomes, in other words, to ensure their retention in the literacy courses. In some countries, migration is a key concern that has affected regular attendance and participation (e.g. Cambodia, Timor-Leste). Other countries (e.g. Chad, Mozambique) face particular challenges to attract women to or retain them in literacy and NFE courses. While gender-mainstreaming is an important focus of all CapEFA countries, this remains a challenging task. This includes the need to reduce the social stigma on women in the development of new educational materials through the inclusion of a “gender” dimension. In addition, it is necessary to improve access to technical and vocational training of non-literate women and the rural poor for their empowerment.

Most CapEFA Programmes operate in multilingual contexts. This also creates different kind of challenges: developing learning materials in national languages posed problems with underlying theories terminologies, and language specificities that required the involvement of language experts and additional resources (Chad, Senegal). It is therefore recommended to identify and consider the linguistic requirements in the planning of future interventions.

The CapEFA experience in several countries (Bangladesh, Cambodia, Nepal, Timor-Leste) has shown that capacity development is a long-term process that takes more than a couple of years. Similarly, it will take longer time for the impact of strengthened capacity to be visible. Long-term interventions are particularly important in those countries where the initial capacity level is low. For the next cycle of CapEFA interventions it will be important to explore how the literacy, NFE and lifelong learning-related interventions can contribute to the SDGs, in particular to address the issue of poverty. This is not only a major challenge, there are also good practices of community-based, comprehensive, and integrated approaches that show the way forward (e.g. Bangladesh and Nepal).

TEACHERS



Teachers are one of the main vectors to tackle the challenge of quality education. Despite the important progress made in terms of assessing the needs of teachers and how to correlate the learning outcomes with teacher training and professionalization, countries – particularly in Africa – are still struggling to build and maintain a well-trained teacher force. According to the EFA Global Monitoring Report 2015, “in one-third of the countries with data, [...] less than 75% of primary school teachers are trained up to national standards”. Teachers also help ensure that schools remain a non-violent place and should be prepared to solve situations of gender-based violence, bullying, or any kind of brutalization and discrimination. Governments need to develop appropriate teacher policies to attract and retain high quality teachers, including in remote areas.

The CapEFA Programme contributes to the UNESCO 37 C/5 expected result on teachers (ER 5): “National capacities strengthened, including through regional cooperation, to develop and implement teacher policies and strategies so as to enhance the quality of education and promote gender equality”. It supports eight countries (**Burkina Faso**, **Burundi**, **Guinea**, **Lao PDR**, **Lesotho**, **Mali**, **Niger**, and **Uganda**) with programmes that focus on the strengthening of national capacities for evidence-based policy development, improvement of training programmes and knowledge sharing on teachers’ issues.

SUMMARY OF PROGRESS

Outcome 1 focused on evidence-based teacher policy development. Consultations were held in **Uganda** to review the existing teacher policies in the country and prepare an outline of the upcoming first-ever holistic teacher policy. In parallel, a Teacher Information Management Information System (TMIS) was developed and data collection is being conducted. In **Mali**, teachers and researchers were trained on statistical analysis. In **Lao PDR** educational statisticians at the district and provincial levels were trained in analyzing and disseminating quality education data to respond to the needs of various users. The **Lesotho** College of Education was supported in the final drafting of the Teacher Policy.

Concerning **Outcome 2**, relating to the improvement of teacher training institutions (TTIs), CapEFA accompanied **Burundi** and **Burkina Faso** in the process of basic education reform and harmonisation of curricula. This included the harmonisation of teacher training programmes delivered by different national institutions. The Programme tackled the issue by gathering all stakeholders and initiating the design of a core curriculum and national framework, the training of curriculum specialists, and the definition of teacher profiles. In addition, training modules on gender and education were developed in **Burundi** and are now being used by pedagogical advisors. Similarly, capacities of curriculum developers and textbook writers were enhanced in **Lao PDR** to undertake a gender analysis of secondary school textbooks and associated teaching materials. The country also improved its in-service teacher training materials for primary teachers in the Lao language. This connects with the work undertaken in **Niger** where teacher training programmes were reviewed for the introduction of bilingual branches at primary level. Thematic training modules were also developed in **Mali** for teacher trainers in TTIs, inspectors, directors of pedagogical centres, and pedagogical advisors. In both **Guinea** and **Niger**, monitoring tools were developed and training provided to trainers and pedagogical supervisors to improve the quality and relevance of teacher training.

Outcome 3 for knowledge sharing fostered an increased access in **Lao PDR** to educational resources to support teachers and teacher educators in creating inclusive, learning-friendly environments, while in **Mali**, a diagnostic study on teachers conducted in partnership with UNICEF provided evidence to be integrated in the process that will lead to the next 10-year national education plan (PRODEC II).

These are only some of the highlights of CapEFA's achievements in thematic area Teachers in 2015. Table 4 provides an overview of the main results achieved in 2015 per country. A complete account of progress according to the Programme's results matrix on teachers can be found in Annex I.

Table 4: Overview of Teachers projects

| Country | Main results in 2015 |
|--------------|--|
| Burundi | <ul style="list-style-type: none"> 9 new experts were trained in curriculum development and worked on the the harmonisation process of teacher training programmes. Development of new curricular framework in early stages and in cooperation with IBE chair. Standards setting process on teacher training began. Training provided to two MoE executives on standard setting processes. Training modules on gender and education developed and used by pedagogical advisors (50 advisors trained). |
| Burkina Faso | <ul style="list-style-type: none"> 50 curriculum developers strengthened their competencies. 70 teachers in 6 pilot zones were trained on the implementation of the new curriculum. 50 new post-primary teachers trained in didactic disciplines based on competency profiles developed in 2014. The capacity of the Ministry of Education's Communication team (three directors and 20 staff) was strengthened on advocacy and communication methods for the implementation of the curricular reform. |

| Country | Main results in 2015 |
|---------|---|
| Guinea | <ul style="list-style-type: none"> • Inspection tools are validated and 23 inspectors trained. • Bibliography and databank of 31 reference tools on monitoring and inspection made available. • 132 teacher-trainers from all administrative regions trained on the supervision of secondary teachers and in the development of regional plans for in-service training. |
| Lao PDR | <ul style="list-style-type: none"> • Capacities of curriculum developers and textbook writers in the MoES enhanced to undertake a gender analysis of secondary school textbooks and associated teaching materials (128 participants reached through different workshops). • Capacities of 19 MoES officials in developing effective materials for in-service teacher training strengthened to improve the teaching of the Lao language for primary teachers. • Adaptation to local context of four specialized UNESCO booklets and other resources to support teachers and teacher educators in creating inclusive, learning-friendly environments. • Enhanced knowledge and skills of 20 educational statisticians at the district and provincial levels in analyzing and disseminating quality education data to respond to the needs of various users. |
| Lesotho | <ul style="list-style-type: none"> • Support provided in the preparation of the final draft strategy for Teacher Development. |
| Mali | <ul style="list-style-type: none"> • Five thematic training modules elaborated and validated, and rolled out for the use of teacher educators training. • Thematic training of teacher trainers in TTIs, inspectors, pedagogical centres directors and pedagogical advisors on: reading and writing didactic; mathematics didactic; inspection, supervision and supporting and counselling; school management in crisis and post-crisis context and on students' assessment performance. 178 beneficiaries. • Intensive training of 13 teachers/researchers of the ISFRA (Institut Supérieur de Formation et de Recherche Appliquée) on statistics use and analysis and the use of SPSS software (Statistical Package for the Social Sciences). • Holistic study conducted on the teaching profession and available in order to support the elaboration of next ten-year plan for the development of education (PRODEC 2, 2017-2027). |
| Niger | <ul style="list-style-type: none"> • Teacher monitoring and supervision tools developed and validated. • Training provided to 32 pedagogical supervisors to improve the quality and relevance of teacher training programmes in TTIs. • Teacher training programmes reviewed for the introduction of 5 bilingual branches as an option at primary level. • School leadership improved through e-learning on administrative and pedagogical management for school directors. |
| Uganda | <ul style="list-style-type: none"> • Review of existing teacher policies initiated and a draft holistic Teacher Policy compiled. • Teacher Information Management Information System developed, tested and in the process of being rolled-out. • Teacher Competency Profiles for ECD, Secondary, Tutors and Instructors Developed. |

OVERVIEW OF PERFORMANCE AND ACTIVITIES IN SELECTED COUNTRIES

GUINEA

The increase in gross enrolment rates since the launch of the EFA movement led to huge demands for teachers. Contract teachers were hired to bridge the gap in number of teachers needed. However, while this alleviated some supply issues due to lack of adequate training, the quality of education has not been improved. According to UIS, less than 75% of Guinean teachers are trained and the country would need an annual growth of 5% of trained teachers to reach universal primary education by 2020.

Led by the General Inspection of Education as focal point and national coordination body, CapEFA Guinea is therefore focusing on school supervision and management, pedagogical supervision and training of teacher educators. In cooperation with the Dakar University, inspection tools were harmonized and validated, and bibliography about inspection work was prepared to build resources for inspectors, who were then trained in the use of these new tools. At the regional level, 49 trainers were trained in pedagogy skills in French language at grade 1 and will now replicate the process through in-service cascade training. They were also trained in monitoring and evaluation methods for primary teachers, with the training modules being duplicated and made widely available.

Secondary school teachers also received training. New modules were produced and training conducted for their supervisors in French language, mathematics, physics, chemistry, and biology. It consisted of how to elaborate progress records, how to use teaching programmes, and how to prepare lessons. To ensure closer supervision and more effective in-service training, new regional plans on training were adopted. On a longer term, the aim is that training beneficiaries will possess knowledge and tools to support their colleagues who may not have received training. To implement the new regional supervision plan, 76 people from eight regional teams received IT training and SPSS software use to improve the monitoring and evaluation of teachers. All learning materials and modules were uploaded in an online platform so they are accessible by all education professionals in the country.

LAO PDR

In the framework of the Teacher Education Strategy 2006-2015 and Action Plan 2011-2015 (TESAP), and noting that decision-makers did not possess reliable data on the teaching force, the Ministry of Education and Sports (MoES) organized training sessions to strengthen officials' capacities at the central, provincial and district levels on analyzing and disseminating data on TMIS and EMIS. Now, participants understand the systems better and are able to collect and analyze relevant data. They are also aware of the impact of statistics on education policies, monitoring and planning.

Gender mainstreaming was also one of the main foci of CapEFA in Lao PDR. A gender audit of school textbooks and teaching materials in lower secondary school was conducted to identify gaps and gender-biased content and stereotypes. National textbooks writers and curriculum developers were trained on gender sensitive approach for analysis of existing educational materials. They are now able to detect gender bias in educational materials (written and drawn contents), revise textbooks, and develop tools and techniques to create new ones incorporating gender equality concepts (collecting, compiling, analyzing and using data). The textbook writers and developers are able to work at different education levels. To increase gender mainstreaming impact, training materials were translated into national languages.

In 2015, the MoES undertook the process for instituting standardized in-service teacher training for Teacher Training Colleges and Teacher Development Centres through workshops on module development and a package for standardized basic training for teachers (e.g. on lessons planning, teaching methodologies, classroom management, evaluation and assessment, preparation of learning materials, etc.) with emphasis on linguistic skills. The modules and packages will be duplicated and master trainers will be provided with training for a cascade training.

Building on CapEFA's previous work to develop a National Code of Moral and Ethics to cope with teachers' misconduct, the finalized document was approved by the MoES in May and was fully integrated in the recent revision of the Education Law of June 2015. It will now be implemented nationwide. With the support of the UNESCO Bangkok office, 70,000 copies of the new Code of Moral and Ethics pamphlets for in-service teachers (public and private institutions) were endorsed and disseminated to ensure that teachers understand and embody standards of professional practice and improve their ethical conduct, integrity and professionalism.

CHALLENGES

Countries embarking on basic education reform processes are facing the challenge of redefining the profile of the teaching profession. The most common trend among countries is the design of a 9 or 10-year basic education cycle, which includes one year of pre-primary, six years of primary, and three years of lower secondary education. Such reforms impact the teaching force and raise key policy questions, such as whether all teachers should teach at all levels and across all disciplines. In Burundi, where a 9-year basic education cycle was adopted, training was provided in curriculum development and harmonisation, as each teacher training institution had its own modules.



Despite the current reform, the pupil-teacher ration in primary education remains an issue of concern in Burundi.

Among the different teacher projects, the one implemented in Lesotho has been the least successful and encountered severe implementation difficulties, which is due to both lack of national commitment and lack of appropriate follow-up from UNESCO, as the Programme operated without a national CapEFA coordinator and the project was transferred to a new field office as part of the Africa field reform. Building upon the important preparatory work undertaken in 2014, the Programme was nevertheless able to support the Lesotho College of Education in finalizing the draft strategy for Teacher Development, but the planned stakeholder consultation process and validation of the Ministry of Education did not take place. It has therefore been decided to close the project in 2016 after finalizing the planned validation of the Teacher Development Strategy and the preparation of a follow-up plan with a view to consolidate and sustain past achievements.

TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING



TVET is expected to address multiple demands of economic, social and environmental nature, helping youth and adults to develop the skills they need for decent work and entrepreneurship. Countries in which CapEFA is involved are facing particular diversity and fragmentation of TVET stakeholders, both at the inter-ministerial level and among formal, non-formal and informal providers. The scarcity of mechanisms to involve the private sector in TVET governance further hampers relevance of the system to economic needs. LDCs are also often subject to a weak economic demand, calling for adapted responses from authorities to equip youth and adults with targeted skills building, mixing foundation with vocational and entrepreneurship skills and micro-finance support.

The CapEFA Programme under the thematic area TVET contributes to Expected Result 3 of UNESCO's 37 C/5 (2014-2017): "Capacities of Member States strengthened to design and implement policies aiming at transforming TVET". It supports five countries (**Afghanistan, Benin, Liberia, Madagascar, and Malawi**) and also contributes to the implementation of UNESCO's Strategy for TVET (2010-2015)³, in particular with regard to its first core area for the provision of upstream policy advice and related capacity development. Lessons from CapEFA implementation, together with the evaluation of the present Strategy for TVET⁴, conducted in 2015, and the newly revised Recommendation concerning TVET⁵ have also informed the elaboration of the new Strategy for TVET (2016-2021), to be launched in July 2016.

SUMMARY OF PROGRESS

In 2015, countries of the thematic area TVET achieved significant outputs within the area's three main outcomes, building on several years of support from CapEFA at national level to develop capacities in line ministries, but also at regional and sometimes at community levels, as well as towards enhanced stakeholder coordination and strengthened targeted national institutions in the field of TVET.

³<http://unesdoc.unesco.org/images/0018/001833/183317e.pdf>

⁴<http://unesdoc.unesco.org/images/0023/002344/234442E.pdf>

⁵<http://unesdoc.unesco.org/images/0023/002325/232598e.pdf>

Outcome 1 aims to support countries in TVET policy development and strategic planning, through mechanisms for stakeholder coordination, sustainable funding, as well as tools and reinforced capacities for overseeing TVET strategic functions. In **Liberia**, the first-ever National TVET Policy developed in 2014 together with the Inter-Ministerial Task Force set up by the President and composed of seven line ministries was launched during a successful event in May 2015, gathering 150 national and regional participants and disseminating 1,000 hard copies of the policy document. In **Madagascar**, an extensive national and sectorial policy process initiated in 2014 produced its new National Policy on Employment and Vocational Training 2016-2021. Adopted as a law in December 2015, the Policy aims to increase decent jobs opportunities to fight poverty by reinforcing demand-driven TVET and reforming the governance of the sub-sector. The finalization of the **Afghanistan** TVET Strategy's Action Plan (2015-2018) was however postponed during most of the year, due to the delay in the appointment of a new Deputy Minister for TVET following the general elections.

Progress under **Outcome 1** also includes increased capacities for TVET knowledge and information sharing across stakeholders and reinforced visibility of CapEFA support through the development or improvement of national platforms. In **Benin**, CapEFA supported the upgrading of the interactive platform launched in 2013⁶ to allow development partners, who regularly gather through the national TVET-Development Partners Group, to directly update their activities to facilitate up to date and accurate mapping of interventions at national level. Twelve IT specialists from the Ministry in charge of TVET were trained to ensure the daily management of the platform. Similarly, a new TVET Information Sharing Web Platform, hosted by Ministry of Labour, was developed in **Liberia** in 2015 to foster communication, peer-learning and networking.

Another strand of progress relates to governance mechanisms developed to support the clarification of responsibilities and effective funding and monitoring of TVET reforms. The new National Policy for Employment and Vocational Training of **Madagascar** foresees two Partnership Governance Committees (regional and national, with equal representation of public and private sectors) to supervise the Policy's implementation under the overall steering of the Ministry for Employment and Vocational Training. The agreement on the establishment of a future Inter-Sectorial Training Fund was reached through intensive advocacy dialogue led in 2014-2015. The Fund which led to a Partnership Agreement signed with the main private sector representatives in 2015, is embedded in the Policy and related Operational Plan, and reflects significant progress towards shared and sustainable funding of the TVET sub-sector. In **Liberia**, the Policy and 5-year Operational Plan were launched together in May 2015, and a 2-year Plan costed at \$ 20 million was also produced. Steps were also initiated to discuss the governance and management structure of the new Liberia TVET Commission (LITCOM). In **Benin**, CapEFA supported the analysis and capacity needs assessment of the three existing consultative bodies involved in mainstreaming actions related to employment, apprenticeship, and analysis of TVET provision's relevance and work-based learning issues. A national workshop gathered more than 40 members of the relevant structures to agree on a roadmap to enhance complementarity of functions and strengthen capacities in strategic planning, leadership and policy analysis. National capacities have also been reinforced in terms of oversight functions for undertaking curricula and assessment reforms.

⁶ www.capefabenin.org

In **Afghanistan**, two additional trades based on the National Occupational Skills Standards (NOSS) were introduced by the curriculum department of the Ministry of Labour. The Ministry of Education has also expressed interest in UNESCO's expertise to reinforce the general education curriculum by aligning it to labour market needs and expanding vocational content. The UNESCO International Bureau of Education (IBE) is supporting this process through CapEFA. In **Benin**, a report on existing practices in TVET pedagogy and methodological guide on competence-based approach were produced. In **Malawi**, CapEFA supported the development of a new governance and management structure for a unique body to be empowered with assessment and certification functions currently spread among three entities. This proposal, agreed upon through a national workshop, was just approved by the Cabinet in January 2016. In **Madagascar**, support targeting out-of-school rural youth was expanded to a fourth region. Over the 2014-2015 period, 2,500 youth are benefitting from training mixing literacy, numeracy, vocational skills, and entrepreneurship support to start income-generating activities in line with the economic opportunities of their regions. For a third year, the partnership UNESCO-International Fund for Agricultural Development (IFAD) co-financed the activities. In the new targeted region of Menabe, 24 career guidance counsellors have been trained; 68 villages have profiled their out-of-school youth and organized a special information day for guidance on farm and non-farm economic opportunities. Capacity development targeted 100 staff of the eight selected TVET institutions in management, entrepreneurship, career guidance and support to transition to labour market, adapted pedagogy, literacy and numeracy skills in Malagasy, action training curricula development and assessment. Five new training standards were developed in previously identified economic growth drivers in the region and 3,000 literacy manuals were published.

Key achievements are also measurable under **Outcome 2** in terms of improved capacities for planning, monitoring and evaluating TVET systems, including for enhanced quality assurance and mainstreaming gender issues in TVET programmes. In **Benin**, the expertise provided by the UNESCO Institute for Statistics (UIS) to the very active national thematic team led to the national production of the first statistical yearbook 2014-2015 for formal TVET, to be launched early 2016. Workshops reinforced the capacities of 88 officers of the Ministry in charge of Secondary Education, Technical and Vocational Training and Youth Transition (MESFTPRIJ) in managing and using the data collection software. In **Liberia**, the IMTF has been working intensively on the conceptualization of the TVET Management Information System (TVET-MIS). A first situation analysis on the supply and demand for TVET will be developed in 2016. Building on the TVET-MIS launched in 2014 and related work on data collection tools, CapEFA supported **Afghanistan** in its first data collection campaign targeting 144 TVET schools and 100 institutes. In **Malawi**, 250 copies of the Career Guidance in TVET Booklet have been published and disseminated. Follow-up actions to gender mainstreaming have taken place through the training of 32 TVET managers and 10 staff from the Ministry of Labour and the TEVET Authority for the establishment of skills development programmes targeting women in rural and urban areas. In terms of strengthening quality assurance capacities, specific actions at TVET institution level have been started. In **Madagascar**, seven selected pilot TVET institutions are part of the process that will lead to a new functioning model for more autonomous institutions at local level. Building on the pilot experience, a Quality Assessment Framework has been developed at the end of 2015 to be implemented in early 2016 at the 16 active Vocational Training Centers in **Madagascar**. The development of such tools and models, adapted to country specificities through consultation with stakeholders, capitalizes on lessons learnt from international best practices as well as on cross-country analysis of CapEFA TVET countries.

Under **Outcome 3**, capacities for better using labour market data to inform TVET systems, **Benin** and **Madagascar** have developed methodologies to assess the business opportunities in promising growth sectors and related skills needs. CapEFA **Benin** developed a value chain analysis tool for the construction sector and provided training on strategic planning and advocacy. In **Afghanistan**, CapEFA has also supported the Ministry of Labour with workshops on labour market research skills.

These are the highlights of CapEFA's achievements in thematic area TVET in 2015. Table 5 provides an overview of TVET country projects and main results achieved in 2015. A complete account of progress according to the Programme's results matrix on TVET can be found in Annex I.

Table 5: Overview of TVET projects

| Country | Main results in 2015 |
|-------------|--|
| Afghanistan | <ul style="list-style-type: none"> Quality Assessment Framework developed for assessment of the Vocational Training Centres (VTCs). Labour market research project and related capacity training in research skills started. First data collection survey across TVET schools and institutes, using tools developed in 2014 and findings report under finalization. Curriculum reform proposal developed in partnership with the International Bureau of Education (IBE), aimed at general education curriculum for stronger school-to work transition and production of material for 2 additional trades based on the National Occupational Skills Standards (NOSS). |
| Benin | <ul style="list-style-type: none"> Capacity needs of the three steering bodies involved in TVET and employment identified, including 40 members, and options to enhance coordination discussed in a validation workshop. Benin's first ever TVET statistical yearbook 2014-2015 produced and under validation, data collection completed for campaign 2015-2016 and 8 capacity building workshops on filling questionnaires and data processing conducted, capacities of 88 officers from the Ministry' Programming and Prospective Directorate (DPP) IT Directorate (DIP) built. Report on existing practices of TVET pedagogy and Methodological guide for implementation of harmonized competence-based training produced in collaboration with the national thematic team championed by the National Institute for Training of Trainers and Training Engineering. |
| Liberia | <ul style="list-style-type: none"> TVET Information Sharing Web Platform developed and being made accessible to the Inter-Ministerial Task Force, TVET institutions and development partners (www.tvetliberia.org). 1,000 copies of the National TVET Policy and related Operational Plan published and launched on 15 May 2015 with 150 participants and revised 2-year Operational Plan developed (2016-2017). Proposal developed on a Study Tour on TVET governance models for the establishment of the new Liberia TVET Commission (LITCOM). |
| Madagascar | <ul style="list-style-type: none"> National Policy on Employment and Vocational Training approved and validated together with its 5-year Operational Action Plan and law voted at National Assembly on 9th December 2015, involving the signature of a Great Partnership Agreement with private sector representatives and agreement on the future Inter-Sectorial Training Fund. Expansion of the support to out-of-school rural youth skills to a 4th region (Menabe), including eight new TVET institutions strengthened, capacities of 100 staff built, five new training standards for growing sectors developed and 3,000 literacy manuals edited in malagasy and disseminated. Five pilot selected TVET institutions assessed to implement a new model of autonomous and effective TVET institutions responsive to their local communities. |

| Country | Main results in 2015 |
|---------|---|
| Malawi | <ul style="list-style-type: none"> Two books elaborated, published and launched to help increase female's access, retention, and completion in TVET and more than 50 key actors' capacities built to mainstream gender in TVET. New model for harmonized TVET assessment and certification in Malawi proposed and discussed with national stakeholders using the analysis conducted by experts; model under approval by the Cabinet. Study Tour to Zimbabwe in November 2015, involving 10 key TVET stakeholders, to discuss skills needs identification and curriculum development within the framework of the Government's initiative on Community colleges development. 28 staff of the Ministry of Youth and Manpower Development's management and quality management positions trained in monitoring and evaluation tools development to be used at technical college level. |

OVERVIEW OF PERFORMANCE AND ACTIVITIES IN SELECTED COUNTRIES

AFGHANISTAN

Progress in 2015 was achieved in four key areas: (i) Quality Assessment Framework; (ii) Curriculum reform; (iii) Labour market research; and (iv) Completion of the first data collection survey, despite delays in the nomination of cabinet posts following the elections of 2014.

Afghanistan is a country with significant development, literacy, qualifications and economic challenges, where TVET and skills development is central in numerous policy documents, including the Government's National Priority Plan 1 "Sustainable Decent Work through Skills Development and Employment Policies for Job-rich Growth". CapEFA has been supporting Afghanistan since 2010, with significant achievements including the validation of a National TVET Strategy, which paves the way for a comprehensive reform of the sub-sector, and is itself the result of an extensive national consultation that strengthened national inter-ministerial coordination. In the follow-up of 2014's two subnational workshops held in Herat and Mazar-e-Sharif to fine-tune the Strategy's Action Plan, expected to lay out a feasible roadmap for the development, harmonization, coordination and financing of the sub-sector, four additional workshops were planned in 2015 but only two took place due to security reasons and the absence of a Deputy Minister for TVET (DMTVET) for most of the year (appointed in late November 2015). Consultations will continue in 2016 with stakeholders and development partners on next steps. Progress in 2015 includes the advancement of the National TVET Strategy's third objective on improved TVET quality. First, in order to tackle low quality standards at vocational training centers (VTCs), technical support has been provided to develop a Quality Assessment Framework. The Framework has been shared and discussed during a consultative workshop with staff from the Ministry of Labor, Social Affairs, Martyrs & Disabled (MOLSAMD) and heads of VTCs. Next steps include the implementation of the quality assessment targeting the 16 active VTCs and provision of related recommendations for improvement of their organization, management and quality assurance.

A second area of progress in capacity development for strategic planning concerns curriculum reform. The Ministry of Education has requested UNESCO's support to develop a proposal for reforming the general education curriculum to better align it with labour market needs and expand vocational content between Grades 7-12. The proposal is being developed in collaboration with IBE and is under finalization. In addition, CapEFA has continued its support to curriculum development based on NOSS to be used by DMTVET and MOLSAMD respective institutions. Progress includes the production of materials for two additional trades and the organization of one capacity development workshop for the curriculum department of MOLSAMD.

Advocacy work was further undertaken to increase political commitment to the Afghanistan National Qualifications Authority (ANQA) and TVET Board foreseen by the National TVET Strategy. Through South-South cooperation, a delegation of Afghan representatives from line ministries attended the Asia Pacific Conference on Education and Training in August 2015, in order to contribute to increased knowledge sharing about best practices and global debate on TVET. This tour also included a one-day visit to the Malaysian Qualifications Authority, from which selected experts will participate in a technical mission to Kabul in the first semester of 2016 to share more widely their experiences and strengthen the conceptualization and operationalization of the forthcoming ANQA.

Finally, continued support was provided to establish the TVET-MIS within DMTVET, as follow-up to 2013 and 2014 activities. Data collection was undertaken for the first time in DMTVET's 100 institutes and 144 schools using the tools developed in 2014. This activity encountered challenges as schools were unaware of how to fill the forms and data was incorrect or entered in the wrong places in the system. In anticipation of the upcoming analysis phase, UIS will conduct a workshop on data analysis for TVET in the first half of 2016. In parallel, a hand over strategy will be put in place to create a structure within the government since DMTVET does not yet have a permanent directorate dedicated to TVET-MIS



CapEFA Afghanistan training on competency based curriculum development.

MADAGASCAR

In 2015, CapEFA continued its support to Madagascar in two main areas: (i) the expansion of the pilot CapEFA approach in a fourth region (Menabe) targeted at equipping rural out-of-school youth with literacy, numeracy, vocational and entrepreneurial skills, including strengthening of capacities at TVET institution level in 15 new selected training structures; (ii) the production, validation and launch of the first-ever National Policy on Employment and Vocational Training, as well as its related 5-year Operational Action Plan (2016-2021), through an extensive consultative process with all relevant institutional and sectorial stakeholders.

CapEFA Madagascar was launched in 2011 in an effort to tackle the multiple development challenges faced by the country and in particular by its TVET sub-sector, increasingly considered by authorities as one of the main paths to end poverty. Despite significant progress achieved in terms of inter-ministerial coordination and TVET-MIS with the publication of National TVET statistical yearbooks for the first time in the country, the effectiveness of the subsector needs to be further improved. In rural areas, home to 80% of the population, only 3% of farm workers and 13% of non-farm workers have been trained within the TVET sub-sector. Almost one youth in four (aged 15-24) lacks literacy skills and more than 300,000 each year are left out of education, employment or training. In this context, Madagascar's mostly informal and seasonal rural-based economy calls for targeted responses. Since 2012, CapEFA developed a specific approach to the Malagasy situation that has now become a flagship initiative showcased in international conferences of TVET experts⁷.

The approach targets out-of-school rural youth's specific needs and involves active participation of national, regional and local stakeholders through the complete cycle until the learner can effectively manage the income-generating activity chosen and escape from the vicious circle of poverty. It includes (i) the identification of value chain opportunities and economic growth drivers at regional and local levels; (ii) the profiling of all potential



The President of Madagascar, H.E. Mr Hery Rajaonarimampianina, joins the first cohort of trainees from one of the training centres supported by CapEFA Madagascar / FORMAPROD at their graduation day.

beneficiaries, including their skills needs and assets; (iii) the development of capacities of local community services for career guidance and selection of pilot TVET institutions; (iv) the development of pedagogical material, including literacy methods in local languages; (v) strengthening of services to facilitate entrepreneurship and employability; and (vi) related capacity development of staff at different levels for an appropriate ownership through all the steps, from villages to the Ministry of Employment and Vocational Training.

⁷ For example, see: <http://www.cedefop.europa.eu/en/events-and-projects/events/MaxSkillsJobs2015/documents>

The approach was first implemented through a pilot initiated in 2013 in three regions, identified as the most in need (Atsinananana, Amoron'i mania and Analanjirofo), and further expanded to the region of Menabe in 2015. Building explicitly on CapEFA's pioneer approach, the Ministry of Education launched in June 2014 a large-scale "Presidential Programme" targeting 500,000 out-of-school youth to be reintegrated into schools for acquiring literacy skills and transition to labour market opportunities⁸. For the third consecutive year, UNESCO signed a partnership agreement with IFAD through which UNESCO implements a total of \$ 680,000 of the FORMAPROD programme to support training centres identified by CapEFA's approach. So far, out of the 10,000 out-of-school rural youth profiled in the four regions, 2,500 have already benefitted from the training programme. In 2015, CapEFA reinforced strategic and pedagogical capacities of 25 training centres, reaching out to 100 staff members in the four regions and to 24 career guidance counsellors in 68 villages. Twenty-two curricula programmes have been developed in selected economic promising farm and non-farm activities. The monitoring and evaluation of the approach's efficiency and insertion rate of beneficiaries is on-going and results shall be available in mid-2016 regarding the first cohort of trainees.



Girls from the first cohort of trainees from one of the training centres supported by CapEFA Madagascar / FORMAPROD.



Diploma delivered to the first cohort of trainees from one of the training centres supported by CapEFA Madagascar / FORMAPROD.

Another key achievement of CapEFA in 2015 is the elaboration and validation of the new National Policy on Employment and Vocational Training, the first-ever in Madagascar's history. Back in 2014, the Government of Madagascar launched a set of national and regional consultations on employment and training and skills development, including in the informal sector, to set the basis of a new skills development policy focused on employability, inclusiveness and sustainable growth. Working within a tight political timeframe, CapEFA supported the extensive national dialogue and inter-sectorial inputs providing policy advice and setting the new Policy at the heart of the country's new development agenda. Led by the Ministry of Employment, Technical and Vocational Training, the Policy text has been developed with substantive inputs from key national stakeholders, including the private sector. The Policy highlights nine strategic axes and objectives with a renewed conception of TVET and skills development to be implemented at governance, regulatory and provision levels to make Madagascar an emerging country by 2021. CapEFA also supported the development of a related Operational Action Plan (2015-2019) in order to roll out the expected results of the Policy implementation, with a clear definition of costs responsibilities. The Policy has been approved by the Council of Ministers in November 2015 and formally voted as a law on 9 December 2015.

⁸ "Young people have not only acquired a qualification, but also positively changed their mind towards the future and now benefit of concrete assets to enter into the labour market in a sustainable way. CapEFA transforms the training centers' plans in order to respond better to skills needs of rural out-of-school youth in link with the local economy. It also creates a link between the community and the training centers. In doing so, the motto 'Train for better transition to business creation' becomes real." Mr Ramarcel Benjamina RAMANANTSOA, Minister of Employment and Technical Education and Vocational Training of Madagascar, 13th May 2015.

According to the Policy, two Partnership Governance Committees under the Ministry will steer the implementation of the reform, respectively at national and at regional level. In both structures, supported by a Technical Support Unit, the private sector will be equally represented with public stakeholders. The Committees and their Technical Support Unit are under constitution. This formalized governance partnership, approved and validated by national stakeholders, will ensure a strong involvement of key stakeholders of employment and vocational training in the implementation of the national reform. CapEFA will maintain its support to further enhance implementation of the Operational Action Plan in 2016.

CHALLENGES

TVET systems are complex because they are aiming to bridge the often wide gaps between the supply of skills produced by the various formal, non-formal and informal paths and the labour market needs. In addition to supply-demand matching issues, stakeholders in charge of TVET are generally fragmented among several ministries, not to mention non-formal providers that may be non-governmental. Therefore, cross-stakeholder's coordination and governance is a clear prerequisite for successful TVET reform at the systemic and institutional levels, especially regarding inter-ministerial collaboration and private sector involvement. Many CapEFA countries under the TVET thematic area have been working on improved coordination and information sharing among a wide range of actors, including the private sector and civil society. It helps set priorities and ensure a demand-driven provision to address national development needs and changing labour market trends. For example, in Liberia, the Ministry of Education (MoE) and the Ministry of Youth and Sports (MoYS) had competing mandates on TVET and both had developed their own draft TVET Policy. The establishment of an Inter-Ministerial Task Force for TVET composed of seven line ministries brought much anticipated coordination to the sector and paved the way for the collaborative development of a harmonized National TVET Policy and Operational Plan with CapEFA support.

Even as significant achievements were made in all the five CapEFA TVET country projects, two countries, Liberia and Benin, encountered specific challenges. In Liberia, the implementation was naturally slower due to the outbreak of Ebola and the consequences on the work of, structurally weak, institutions and stakeholders. In Benin, CapEFA does not work on a TVET policy or its immediate implementation but provides targeted assistance to different technical building blocks of TVET system (e.g. TVET statistics, methodological approaches for curricula design, public-private partnership and coordination). In comparison with the other CapEFA TVET countries, this makes the project in Benin less connected with the strategic decisions, on-going education reforms and more broadly TVET policy makers, which may impact the sustainability of the Programme's actions in the long term. In the next phase, building on the progress achieved, the Benin programme will seek to reorient its actions to make a more strategic and sustainable impact.

3. Gender Perspective in Programme Implementation



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A young mother brings her daughter to one of the classes of the National Literacy Campaign in the district of Battambang, Cambodia.

For UNESCO, gender equality refers to the equal rights, responsibilities and opportunities of women and men, girls and boys. It implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is one of the two global priorities of UNESCO's Medium-Term Strategy 2014-2021⁹ and is implemented through a Gender Equality Action Plan (GEAP II). The GEAP II aims to operationalize the priority gender and provide guidance on how the Organization will ensure that a gender equality perspective is reflected in all its programmes and processes, both at the Secretariat and in its work with Member States.

CAP-EFA'S CONTRIBUTION TO GEAP

Gender equality has for many years been a cross cutting component of the CapEFA Programme. Since 2012, the CapEFA Programme was redesigned to align with the objectives of, successively, the GEAP 2008-2013 and the GEAP II 2014-2021¹⁰. The alignment with the GEAP brings more coherence to the Programme's approach to gender and enhances harmonization with UNESCO's broader goal of contributing to gender equality in education. To ensure continuity and relevance of interventions, the CapEFA Programme is today formally contributing to the objectives established by the GEAP II for the education sector, particularly to those concerning the four thematic focus areas.

⁹ The CapEFA Programme Document 2012 notes that interventions in the various beneficiary countries "are due to contribute to the GEAP expected outcomes for the education sector and progress measured through specific gender indicators." Capacity Development for Education for All Programme Document 2012, p.7.

¹⁰ Gender Equality and Africa were designated as one of two global priorities of the Organization for the 2008-2013 Medium-Term Strategy period. This priority status is maintained for the next Medium-Term Strategy 2014 to 2021.

However, we note once again that although quite a few country projects are producing a number of gender-sensitive outputs, such as policies, plans, programmes and learning/teaching materials, without gender-specific indicators and measurable performance indicators specially developed for the Programme, planning comprehensive gender interventions and assessing the impact of CapEFA on women and girls will remain a challenge. It is expected that the reshaping of CapEFA in light of the Education 2030 agenda will be the occasion to address this issue.

The table 6 below provides an overview of progress and achievements of the CapEFA Programme in the framework of UNESCO's GEAP 2014-2021.

Table 6: CapEFA's contribution to GEAP II

| Thematic Area | Progress and Achievements |
|--|---|
| GEAP Expected Outcome: Education policies, processes and practices in Member States developed, implemented and evaluated through the lens of gender equality and empowerment. | |
| Education policies have been reviewed with gender analysis to integrate a lifelong learning perspective | DRC: national reports reflect sex-disaggregated statistics on access to education, girls' performance, women's attendance for all levels of education but also on issues related to violence against women and girls and HIV. Incentives to increase women's participation in statistics production activities and training. |
| | Ethiopia: the Annual Education Abstract includes gender disaggregated data and gender-sensitive analysis. Gender equity incorporated in all sector plans of ESDP V as a crosscutting issue. |
| | Haiti: data on girls' enrolment in public and non-public schools available |
| | Myanmar: all components of the Comprehensive Education Sector Review (CESR Phase 1 and 2) have been reviewed to ensure that the gender component has been taken into account. The costed national education sector plan (CESR Phase 3) underway is based on principles of gender equity and national policies being developed based on the CESR recommendations are gender sensitive. |
| Gender responsive literacy policies, plans and actions, through formal and non-formal programmes, taking into consideration the specific circumstances and needs of women and girls with no or low literacy skills have been implemented and scaled-up | Bangladesh: gender equality issues highlighted in the NFE Act. Review of existing policies and legislations to develop customized gender review tools to improve gender equality in policy documents underway. |
| | Cambodia: promotion of gender equality in education services, especially in the NFE sub-sector regularly addressed in policy meetings and training workshops for national, provincial and district levels. Some 70,000 literacy learners (about ¾ of whom are girls and women) attended literacy classes made with gender-sensitive textbooks provided by 4,000 literacy facilitators. In collaboration with the Ministry of Women's Affairs, specific operations to increase women's participation in literacy programmes were conducted. The main target group was garment factory workers of which most are women. 665 illiterate garment factory workers (83% are female) attended literacy classes. |
| | Mauritania: development and edition of gender sensitive literacy and non-formal primary education manuals. Building-on NFE and literacy strategies, action plans and materials developed under CapEFA, preparations have been made to scale-up interventions in favour of girls and women through funding from Malala Special account in 2016. |

| Thematic Area | Progress and Achievements |
|--|--|
| | <p>Mozambique: literacy needs assessment in three selected districts conducted and identification of 300 beneficiaries, out of which 95% are women. Beneficiaries will be involved in activities related to women empowerment through literacy classes, prevention on school dropout and on health and interaction with young.</p> <p>Nepal: reports with sex-disaggregated data on illiterates in the different communities available allowing equitable planning of NFE. Issues of inclusivity and gender responsiveness introduced in the consultation processes towards formulating education policies formulation. Pilot Family Literacy classes and training of CLCs social mobilizers expanded and nearly hundred percent of the learners are female as well as ninety percent of CLCs mobilizers.</p> <p>Senegal: collecting tools for the elaboration of the facilitators database have been developed taking into account the gender dimension.</p> <p>South Sudan: literacy needs for girls and women are clearly articulated in the National Literacy Policy. Increased participation of women and young girls in literacy classes (about two thirds). Incentives for women to be trained as facilitators put in place. Consequently, 30 of the 89 facilitators are women (34%), representing a significant number in a context where few women are literate.</p> <p>Togo: statistical yearbooks 2013-2014 produced provide sex-disaggregated indicators.</p> |
| Gender responsive policies and programmes that ensure equal opportunities to diversified choices of learning and skills development for girls and women at post-primary level have been developed and/or implemented | <p>Afghanistan: new TVET MIS includes gender specific indicators, facilitating more informed and responsive policy in this area. National TVET Strategy Action Plan includes actions on equal access to TVET, including TVET enrolment of female.</p> <p>Bangladesh: after the social mapping made in 2 provinces in 2014, gender responsive skills training programmes have been developed and the participation of adolescent girls and young women in the CLCs has increased. Also, technical training provided to adolescent girls and young women for male-dominated activities, such as low-water fish cultivation or mobile phone servicing.</p> <p>Chad: identification of local growth drivers and development of related skills development training modules for illiterate and poor women in local languages. Modern tools to support the technical and skills training classes for illiterate and poor women in the agro-pastoral sector (agriculture, breeding, product processing and preservation) were identified and acquired.</p> <p>Liberia: gender equity is mentioned in most of the pillars and guiding principles of the harmonized National TVET Policy developed, which led to higher female enrolment rate in TVET institutions across the country.</p> <p>Madagascar: increased awareness and information on the training requirements for parents and future learners to facilitate girls' orientation and decision.</p> <p>Malawi: 14 policy makers trained on how to adapt policies to better support females in male dominated trades. Established gender focal points, built their capacity to mainstream gender in TVET and published two books to help increase female access, retention and completion in TVET: (i) Career Guidance in TVET and (ii) Gender Mainstreaming: concepts, strategies and approaches.</p> <p>Nepal: vocational skills development courses (such as stitching, weaving, knitting or candle making) provided and 35 marginalized women are employed.</p> |

| Thematic Area | Progress and Achievements |
|--|---|
| Policies and programmes for the professional development of education personnel are systematically reviewed from a gender-equality perspective | Burundi: training module for educational advisers on gender and education validated and training of educational advisers on the inclusion of the gender issue in textbooks. |
| | Lao PDR: increased awareness on gender issues in general and particularly in school textbooks among over 100 national curriculum developers and textbook writers. Enhanced capacities of 60 gender reviewers in assessing how the existing learning materials may have an impact on boys' and girls' learning attitudes, motivation and achievements. Report on the integration of gender of primary school textbooks in five subjects and of secondary school textbooks in six subjects, as well as of the teacher's guides on the same subjects. |
| | Niger: increased awareness of 20 teaching supervisors and 115 teachers on the influence of gender stereotypes through advocacy activities to increase girls' participation and performance in scientific branches. Creation of 44 pedagogical units (maths, science and et technology) in pilot regions. New training modules developed with a gender perspective. |
| | Uganda: assessment of the level of awareness on gender equality issues, attitude and practice in primary education conducted and audit on gender equality in teacher education implementation and gender responsiveness in primary teacher education curriculum finalized. |

In addition to the Programme's contribution to GEAP II, synergies with the Malala Fund created to support activities targeting young girls and women have been made in four CapEFA countries (Cambodia, Mauritania, Mozambique, and Nepal). Beneficiary countries were selected based on the existence of continuing UNESCO programmes and initiatives, contributing to a quick launch of activities and building upon upstream policy work already undertaken. In the selected CapEFA countries' case, activities developed under the Malala Fund are building on the Programme's interventions on literacy and other partnerships in girls' education.

In Mauritania and Cambodia, final action plans have been validated and implementation will start in 2016 while in Mozambique and Nepal implementation of activities have already been launched in 2015. In Mozambique, where CapEFA supports the literacy and NFE sub-sector through strategic planning and pedagogical supervision, Malala Fund activities are targeting the empowerment of young women and their families in rural areas through the provision of gender-



The Minister of Secondary Education of Niger assists the advocacy ceremony to increase girls' participation and performance in scientific branches.

sensitive, integrated and intergenerational family literacy programmes coupled with skills development. In Nepal, while CapEFA focuses on NFE-MIS and support to CLCs, the Malala Fund is targeting adolescent girls to help them return to mainstream education through formal equivalency certification after the successful completion of courses. It will be also implemented through CLCs and will build on the equivalency framework supported by CapEFA.

4. Financial Overview and Programme Planning

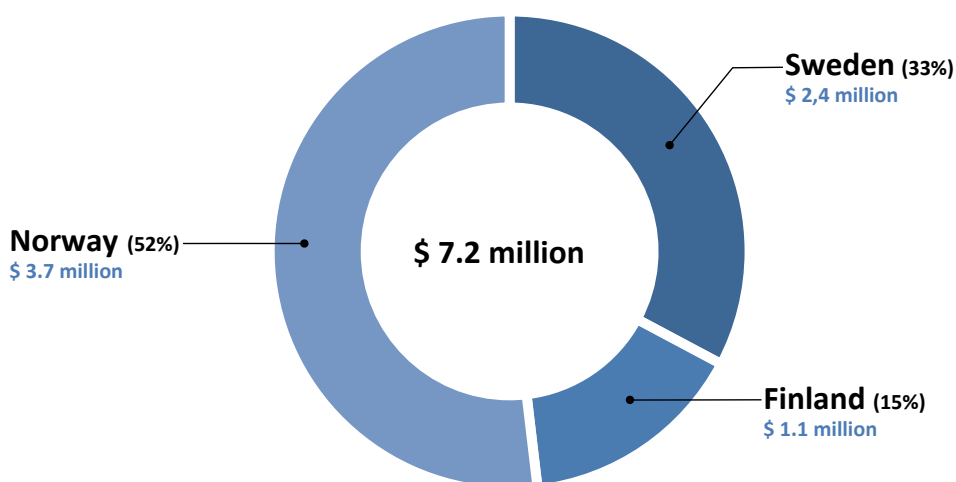
This chapter includes key financial data on the CapEFA Programme, including an overview of contributions, budget and expenditures in 2015. The analysis and graphs presented in this chapter are based on the Financial Report issued by UNESCO's Bureau of Financial Management, which provide a detailed account of allotments and execution rates and can be found in Annex II. All figures presented in this chapter are rounded to the nearest whole number.

OVERVIEW OF BUDGET CODES AND CONTRIBUTIONS IN 2015

As an extra-budgetary programme, CapEFA is entirely funded by voluntary contributions. The Programme operates in the form of a special account in which funds are pooled from donors and channelled to different budget codes to cover operational costs and implementation of activities in the field. In terms of cumulative contributions, the Programme has received a total of approximately \$ 75 million since its creation in 2003. Until 2012, the level of contributions followed a pattern of growth with minor decreases and variations, maintaining CapEFA's income on average at \$ 6.5 million per year since 2006. Contributions dropped by 25% in 2013 only to rise again in 2014 to reach a record high of \$ 8.4 million, notably due to an increase in contributions from existing donors and to the arrival of Azerbaijan to the donor group.

In 2015, contributions decreased to \$ 7.2 million partly due to the strengthening of the dollar against the currencies that feed the basket fund. At the end of the reporting period there were no outstanding commitments from donors to the Programme in 2015.

FIGURE 3: Overview of Contributions in 2015*

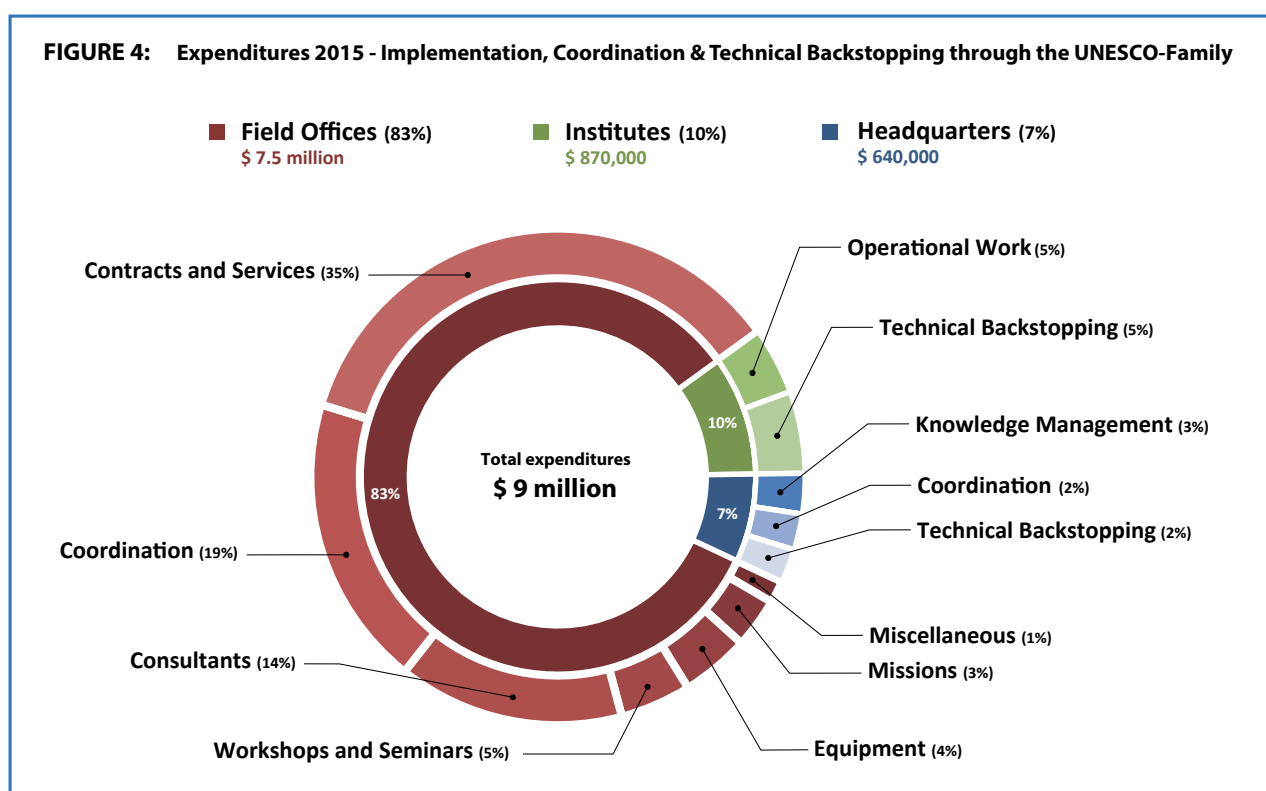


* Azerbaijan also provided funding to CapEFA activities in 2015 through a contribution received on 31 December 2014, which was therefore reported in last year's progress report.

OVERVIEW OF BUDGET AND EXPENDITURES IN 2015

The operational budget of the CapEFA Programme in 2015 was of \$ 11 million. Total expenditures¹¹ incurred by the Programme between 1 January and 31 December 2015 amount to approximately \$ 9 million, placing CapEFA's expenditure rate at 82% for 2015.

In line with CapEFA's decentralization approach, the majority of expenditures occurred in the field. Figure 4 shows that 83% of total expenditures – approximately \$ 7.5 million – was made by Field Offices in charge of the daily coordination and implementation of CapEFA country projects. Institutes account for 10% of expenditures while the overall coordination and technical backstopping at Headquarters represent the remaining 7%.



In terms of the type of expenditures, activities conducted by Field Offices include services provided by third parties such as the production of manuals and booklets (35%), short-term expertise by consultants to support development process and conduct evaluations (14%), travel arrangements and daily subsistence allowances to national stakeholders during workshops and seminars (5%), equipment (4%), missions (3%), and other costs, including security, bank fees and insurance (1%). The local coordination (19%) corresponds to programme specialists and administrative personnel, including project assistants, who are responsible for implementing the activities at the country level.

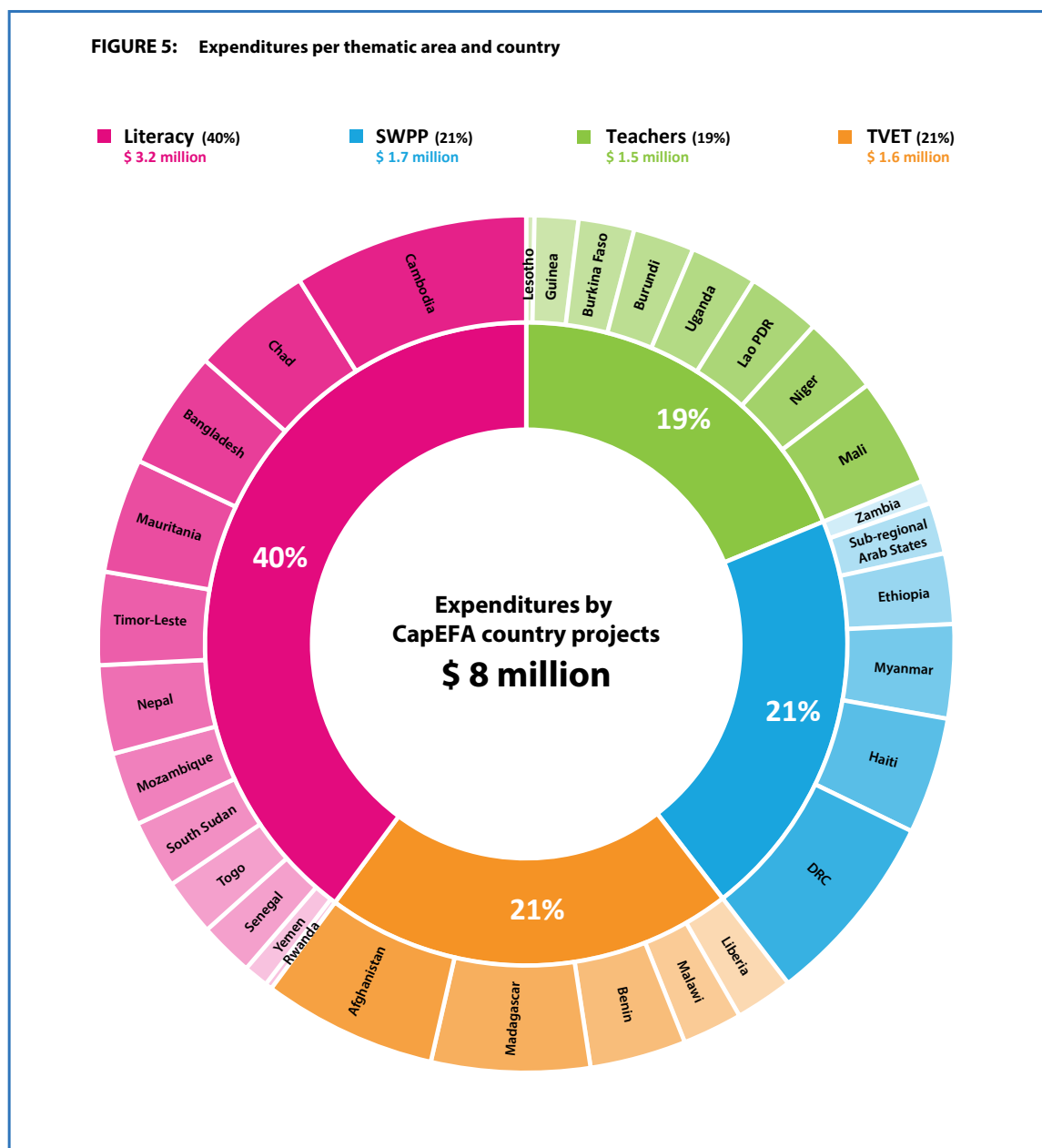
Operational work by Institutes (5%) corresponds to direct interventions and support to country projects, including missions and staff time. Technical backstopping (5%) is also systematically provided by IIEP, IICBA and UIL to all countries under sector-wide policy and planning, teachers and literacy, respectively. Expenditures by Headquarters correspond to knowledge management (3%), including events and evaluations, general coordination of the Programme (2%) and technical backstopping (2%) through missions and distance follow-up of activities, particularly from TVET countries.

¹¹ Expenditures are the sum of cash disbursements and unliquidated obligations. It includes the 10% for Programme Support Costs (PSC) that UNESCO applies to recover the indirect variable costs that it incurs in support of extra-budgetary programmes. PSC are detailed in BFM's Financial Reports in Annex II.

GENERAL COMMENTS ON THE FINANCIAL PERFORMANCE OF COUNTRY PROJECTS

Annex 2 of the Financial Report provides a detailed account of expenditures against budget in 2015 of all CapEFA country projects. It combines the financial performance of the two budget codes under which the Programme operates in the field, i.e. 467GLO1007 and 467GLO1008, therefore providing an accurate overall performance of the Programme in relation to its work at the country level. CapEFA's total expenditures in the field amounts to approximately \$ 8 million in 2015, or 81% of the budget allotted for country projects in the year. In addition to expenditures by Field Offices, this amount includes the operational work by Institutes and backstopping activities by Headquarters. It represents a net increase of 45% – or \$ 2.5 million – in comparison to last year's expenditures in the field. Considering the Programme's mainly upstream interventions and the challenging circumstances under which projects are implemented, the overall execution rate of CapEFA in the field is rather encouraging.

Figure 5 provides the share of expenditures per thematic area and per country. Literacy accounts for 40% of expenditures, mainly due to the large number of countries under the thematic area, while SWPP, Teachers and TVET share almost equally the remaining 60%.



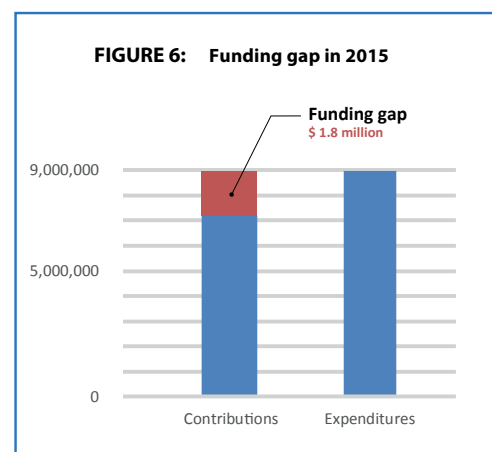
From a purely financial perspective and taking into account the number of countries, Teachers is the thematic area with the lowest performance. One of the reasons is the absence of mid-stream and pilot interventions that consume more funds than traditional upstream capacity development activities. While that modality can be observed in the other thematic areas, e.g. the support to the National Literacy Campaign in Cambodia, the pilot approach to training centres in Madagascar and the decentralisation of the EMIS to the provincial level in DRC, CapEFA is yet to take this step in countries focusing on teachers.

The financial statements also show expenditures in the project in Rwanda, which was closed in 2013 and was allowed to implement its last activities in 2014. Last payments were processed in 2015 and the project is now both operationally and financially closed. Concerning Yemen, the crisis situation led the Local Education Group to be transferred to Amman, Jordan. CapEFA therefore placed a temporary staff to be responsible for the development and backstopping of UNESCO's contribution in education to the emergency situation in Yemen by finding possible entry points where CapEFA could support the joint response. Discussions are on-going and UNESCO is further exploring if the current context and needs allow the Programme to be operationally relevant.

PLANNING AND FINANCING FOR 2015 AND BEYOND

The financial report as at 31 December 2015 shows a total of approximately \$ 15.5 million as funds available. However, some \$ 15 million are already planned for activities and operational costs in 2016, including to support the roll-out of a coordinated approach for the operationalization of SDG4 in selected CapEFA countries. As at February 2016, date in which this report was concluded, the CapEFA Programme had formally signed commitments only from Sweden, covering the period 2014-2017. The absence of multi-annual cooperation agreements with broader funding horizons from all donors constitutes a substantive challenge for the planning of CapEFA's support, as recognized by the last two external evaluations .

Building on the momentum gained in 2015 by the adoption of the SDGs, expenditures of the CapEFA Programme are projected to progressively increase as countries join a new programmatic cycle. This next cycle will take stock of the more than decade-long capacity development implementation of CapEFA's upstream policy work and should expand the Programme to midstream interventions in selected countries in support of decentralization processes – including the training of regional and local staff – and for the piloting of literacy and skills development programmes to consolidate achievements, ensure sustainability and inform any further adjustments at the policy level. Already in 2015, contributions received in the calendar year fell short by \$ 1.8 million of covering the annual record high expenditures of \$ 9 million in the same period (see figure 6). With this new approach, beneficiary countries are likely to have larger funding absorption capacities, leading to greater funding needs and an important funding gap by 2017. In addition, given that contributions from donors are received in the calendar year to which they correspond, the current scenario where Sweden is the only country contributing in 2016 brings UNESCO to a position where it will not be able to plan full-scale activities for CapEFA in 2017. Securing support from the donor group in 2016 and beyond is essential and UNESCO will continue endeavouring to raise funds with other potential donors through a fundraising strategy currently under development¹².



¹² More details can be found in Chapter 5 of this report.

5. The Way Forward

This last chapter is forward-looking. It presents an overview of the final external evaluation of the Programme, outlines the objectives of an upcoming fundraising strategy for CapEFA and provides information on UNESCO's plans to further develop knowledge and information sharing, converging these into the new cycle of CapEFA in alignment with SDG4.

FINAL EXTERNAL EVALUATION

In line with the 2015 target date for EFA, a final external evaluation of CapEFA was launched to determine the relevance and effectiveness of the Programme's overall contribution to the realization of the EFA goals and to provide recommendations on the positioning of CapEFA to meet the needs and challenges of the SDG4 – Education 2030 Agenda. It should be noted that in view of the methodological challenges in having an accurate assessment of the causality between the Programme's own interventions and the evolution of EFA indicators, the evaluation focused on the extent to which CapEFA fostered the right conditions at the systemic and institutional levels in beneficiary countries to impact macro-indicators.

The evaluation covered the entire duration of the CapEFA Programme, from 2003 to 2015, with special emphasis on the lifespan of on-going country projects (the oldest having started in 2009)¹³. The scope was global with in-depth evaluation and field missions to 10 beneficiary countries, selected in terms of balance between thematic areas and geographic regions. In order to provide as much as possible a comprehensive evaluation, independent external evaluations were also conducted in remaining countries using a common methodology, ensuring that findings were relevant and comparable to one another. Desk review, interviews with key stakeholders and online surveys completed the methodology. This approach allowed the evaluation team to integrate external assessments from 23 country projects, making this fourth external evaluation of CapEFA the most ambitious and widest in scope to date.

The final evaluation report – concluded at the time of drafting this progress report – recognized CapEFA's relevance and effectiveness, stating that it “has been successful in reaching its objectives of developing the capacities of national stakeholders in the field of SWPP, literacy, teacher training and TVET.” The evaluation report further stressed that CapEFA showed “clear added value and succeeded in creating synergies with other donor-supported initiatives, while playing a leading role in promoting stakeholder cooperation” and acting “as seed money, financing activities that later on attract additional funding from other donors”. In general terms, the evaluation concludes that CapEFA is “considered value for money”. In terms of knowledge-sharing, particularly best practices and lessons learnt, the evaluation team concludes that it has “not been developed to the fullest extent, notably at the South–South level” and recommends an improvement of such practices within the Programme. Other recommendations include raising the profile of sector-wide policy and planning interventions across other country projects when possible and to better align with the full SDG4 agenda, maintaining the participatory capacity development approach, continuing focus on upstream activities and strengthening the integration of gender aspects in programming and monitoring.

¹³ All ongoing country projects are following the latest adopted approach and thematic focus. Earlier projects followed different implementation strategies and have already been covered by previous evaluations.

FUNDRAISING STRATEGY

Building on the Programme's track-record, on the momentum built around SDG4 and on the experience of decentralized funding of country projects with national stakeholders and development partners¹⁴, UNESCO is currently finalizing a tailored fundraising strategy for CapEFA. Tapping on specialized external expertise, the strategy will provide a brief analysis on the current donor environment (including bilateral, multilateral, private sector and foundations) and on the specificities of funding for the SDGs in order to identify entry points for fundraising for CapEFA. A donor mapping will be conducted listing potential synergies with the work of CapEFA and suggestions of possible avenues for cooperation. The strategy will be concluded by recommendations to enhance the Programme's visibility and suggestions on new communication material targeting potential donors.

KNOWLEDGE-SHARING

The external evaluation has highlighted the need to improve knowledge sharing within and beyond the CapEFA programme. Efforts will therefore be made to revamp and operationalize the online community of practice as a tool to allow countries to share and learn from similar interventions being carried out in other CapEFA country projects, adapting them to their own contexts. In addition, UNESCO will conduct a series of studies to consolidate lessons learnt and identify good practices and success factors from CapEFA interventions that will be further compiled into practical guides on how a specific topic has been addressed based on different field experiences. Potential areas to be explored include (i) the combination of literacy and skills development in both the formal and non-formal sectors with a proper analysis of labour market needs and economic opportunities to maximize employability and entrepreneurship; (ii) the introduction of bilingual education into the basic cycle; (iii) the development of NFE-MIS and its linkage with EMIS; or (iv) any other subject to be identified through a mapping of programmes and interventions, including from other UNESCO extrabudgetary programmes.

THE START OF A NEW CYCLE

Based on the feedback received last year and the recommendations of the external evaluation, and taking into account the guidance in the Education 2030 Framework for Action for the implementation of SDG4 at the national, regional and global levels, UNESCO is preparing a new CapEFA Programme cycle, which we suggest to call CapED (Capacity Development for Education). A separate programme document is under preparation and will be sent to the donors and discussed at the upcoming CapEFA donors' meeting on 18 February 2016.

¹⁴ Successful examples already reported include CapEFA Chad's contribution to GPE, the expansion of EMIS to the provincial level in DRC through a \$ 2.6 million partnership financed by the World Bank, IFAD's contribution totalling \$ 680,000 to support CapEFA Madagascar's approach targeting out-of-school rural youth, and EUR 9 million to be implemented by UNESCO through a TVET programme of the European Commission building on the achievements of CapEFA Malawi.



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