

Country profile prepared for the  
*Education for All Global Monitoring Report 2008*  
*Education for All by 2015: will we make it?*

# **Nepal**

## **Non-formal education**

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## NEPAL – COUNTRY PROFILE OF NON-FORMAL EDUCATION

By Roshan Chitrakar

### PART I: A template for data collection

The compilation of information on NFE in each country will be organized at two levels: 1) for the country as a whole; and 2) for as many of the major types of NFBE programmes as possible. At the first level, information should provide (to the greatest extent possible) an **overview of the organization, governance, finance, and assessment of NFE**. The second level will consist of descriptions of some of the major areas of NFBE. Succinct, descriptive and current (post 2000) information should as far as possible be organized according to the following headings and address the following points:

#### A. Country level information on NFE

##### *1. How is NFE conceptualised in the country?*

In 1971, the National Education System Plan stated that adult education will be launched in two forms; (a) literacy extension programme and (b) functional adult education programme. The adult education programme will have the annual target of 100,000 for literacy. The separate and independent endeavors and programmes of all technical ministries aimed at educating or informing the adults will, therefore, be amalgamated into a joint programme to be named functional adult education under the auspicious of a committee representing various ministries concerned (NESP, 1971, p. 57).

Most adult education and functional adult literacy programmes in the past have focused on 'rural development'. A pilot project known as "Education for Rural Development" in Seti Zone had included a major component on functional literacy (1981). One of the major objectives of the Seti project was to introduce a campaign approach to tackle the problem of illiteracy through functional literacy and the provision of reading materials to make the adults aware of new ideas, skills, and knowledge that enable them to take direct action to improve the quality of their life. The Seti project was supported by UNESCO, UNDP and UNICEF. Quite a number of the current programmes such as the out-of-school programme, flexible schooling programme, women's literacy programme, community learning centre, had been successfully piloted under the Seti project.

It has been about two decades since the Ministry of Education has been operating quite a variety of programmes related to literacy and non-formal education. Most literacy and non-formal education programmes are those that go beyond the teaching of three R's. Some of the programmes are called functional because they attempt to include skills and knowledge that are immediately useful for the neo-literates.

Although a large variety of literacy /NFE programmes have been developed and implemented for decades. Nepal's achievement in terms of quantity has not been satisfactory. The 2001 census indicated that almost 46 percent of the population was still illiterate.

In Nepalese context it is being considered in national plan and programme that Education is a powerful means to address the issue of poverty through human development measures by enhancing the capacity of the people in terms of appropriate knowledge and skills to acquire economic and social prosperity. In this regard, literacy is viewed as a continuum of knowledge and skills and has proved to be the foundation of economic and social development of the individual as well as the country. It is considered as a first step towards contributing to the promotion of education as well as improving the status of the poor, women and marginalized groups. In this regard, literacy is viewed as a continuum of knowledge and skills and has proved to be the foundation of economic and social development of the individual as well as the country.

Among the six objectives passed in the Dakar convention the fourth objective was to achieve a 50 percent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults. The convention has positively influenced Nepal to accept the literacy and NFE programme as a main vehicle of the poverty reduction and social empowerment. Nepal has also developed and implemented National Plan of Action with a time frame to achieve the 15+ age group literacy rate of 90 percent by the year 2015 to achieve the anticipated outcome of the EFA goal on adult literacy and continuing education, verities of literacy post literacy and income generating programs have been design and implemented nationally.

Ministry of Education has always been regarded as a sole agency responsible to raise the literacy level of the country. Other line ministries have also been involved in providing literacy skill as tools to improve the performance in their respective sectors. Ministry of Health, Ministry of Agriculture, Ministry of Forestry, Ministry of Local Development have had extensive programmes to help the participants of their programmes to be literate. But their contributions to raise the national literacy level are reflected only in the national census. The Ministry of Education has not been able to capitalize on the contribution of the other Ministries.

Today, in Nepal, there are numerous NGOs and I-NGOs involved in running non-formal education programs. Conceivably, the focus of these programmes is on human development with emphasis on fostering human skills in areas such as health, education, social living, awareness building, income generation, civic awareness, human rights, etc. It seems that these organizations have used their own modus operandi to conduct NFE activities.

The INGO's operating in Nepal are involved in the literacy programmes. Out of about a hundred INGO's registered in Social Service Coordination Council, (SSCC) about 50 percent of these INGOs operate programmes with literacy component. These INGO sponsored literacy components are generally used as tools to achieve their specific objectives like awareness raising, empowerment, income generation, information sharing. Success to bring these INGO sponsored literacy programmes within the NFEC national network would have significantly helped towards qualitative and quantitative improvement in the national literacy programme. So far, this has not happened.

Please report any distinctive *national* definitions of the following concepts:

- Non-formal education

For almost half a century, Government of Nepal has been conducting Adult Education for

illiterate adults as the only scheme for reducing illiteracy in the country. Keeping in view the

need to expand the scope of Adult Education, the government replaced the word Adult

Education by non-formal education in the Education Regulation (2002) and expanded the

scope of the programmes by including the following activities : (a) Basic adult education

programme, (b) Post-literacy education, (c) Continuous education, and (d) Alternative primary education. Some of the programmes are called functional because they attempt to include skills and knowledge that are immediately useful for neo-literates.

Why some of these programmes are called nonformal needs further explanation. Most non-formal programmes still use the formal education setting with formal methods of instruction. The principal difference is that nonformal classes do not operate like formal schools with 6/7 hour teaching a day during the day or morning time (Source: A 10-Year Literacy/NFE Policy and Programme Framework, 2006, UNESCO Kathmandu, pp. 1 & 5).

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- Literacy

The 1971 census defined a literate person as one who can read, write and comprehend in one's own language. This definition continues to serve as the accepted norm (Source: A 10-Year Literacy/NFE Policy and Programme Framework, 2006, UNESCO Kathmandu, p.1)

- Life-skills

Following the emphasis made in Dakar Framework for Action (UNESCO, 2000), Nepal's Core Document on EFA (2004-2009) made it specific that learning generic skills such as information gathering, problem solving, critical thinking, teamwork, negotiation, interpersonal skills, self awareness, assertiveness, handling emotions, conflict resolution, living in harmony and peace with neighbours as key aspects to be considered to meet the learning needs of all children more specifically those belonging to indigenous and linguistic minority groups (Source: MOES, EFA Core Document 2003).

The thematic group named as “Appropriate Learning and Life Skill Education” formed under the EFA National Plan of Action (2000-2015) discusses three groups of life skills. They are: survival skills; generic skills or key competencies; and transferable skills. Other aspects identified include home management, personal management, decision making, interpersonal skills, use of information and ability to transfer skills.

- Lifelong learning

2. *What are the legal foundations of NFE policies?*

Please compile information on:

- National NFE policies or reforms, special targeting policies

The government of Nepal’s policy strategies which took into account the EFA goal 4 are:

- Literacy campaign for eradicating illiteracy
- Expanding access to schooling so that the up-coming generation of adults get better educated -- Alternative school as a flexible extension of educational access to out-of-school youths
- Operating non-formal and alternative education for facilitating out-of-school children and youths to join school
- Providing various forms of non formal education programs, particularly focused on female adults, for example, literacy for women's empowerment and functional literacy for women
- Providing facilities for continuing education to upkeep learning abilities relevant to the changing contexts-- Literacy education as an educational/skill training support for local income generation needs
- Developing Community Learning Centres (CLCs) as the community-based physical provisions for learning resources and activities -- venue and support system for literacy activities, continuous/lifelong learning, community-based educational forums and income-generating activities

Basic literacy programs have been conducted by the government of Nepal on a priority basis for the disadvantaged social groups based on the following criteria:

**Remoteness:** The areas that are a long way from the road network or the airport and the far-western development region.

**Dalit** (the socially deprived group): The disadvantaged group of people from among the Dalits who fall under the priority groups in the National Dalit Commission document, e.g., Musahar, Dushad, Badi.

**Minority Ethnic Groups:** Such as Raute, Rajbansi, Dhimal, Chepang, or the groups that are in the priority list of the National Ethnic Upliftment Academy.

**Women:** Women activists, elected representatives and the groups that are prioritised by the National Women's Commission.

**Age-Groups:** Adolescents and children, etc.

**Economic:** Landless, jobless, Dalits, women, people from ethnic groups, groups involved in production promotion, farmers, laborers, housewives, etc.

From among these groups, the groups or areas as prioritised by Village Development Committees and District Development Committees.

The UNESCO Kathmandu's publication *A 10-Year Literacy/NFE Policy and Programme Framework, 2006*, presents following policy status:

“The MOES/NFEC has not published such a policy document on Non-formal education so far. However, one can find some statements of the government relating to non-formal education which give some indication of government policy. The following policy statements have been extracted from government publications which throw some light on NFE policy (MOES, 2005).

- Ensure strong support for Education for All by the year 2015 by providing NFE services to the 6-45 years' age group population.
- Expand the NFE programmes to reach un-served and under-served groups including women, the disadvantaged, deprived and marginalized so as to reduce the existing disparities in the basic and primary education sector.
- Conduct mass literacy campaign (intensive programme) for children youth and adults who have not been able to have access to formal education.
- Link adult education programmes with national development efforts geared towards improving quality of life.
- Provide post literacy and continuing education for neo-literates in primary and adult education.
- Mobilize participation of other agencies including GO's, NGO's and INGO's in a coordinated manner for the promotion of non-formal education programmes.
- Implement non-formal education programmes on a national campaign basis with the active participation of national and international NGO's and community organizations for adults and out-of-school children of 6-14 years.
- Adopt the Community Learning Centres approach gradually as a permanent organizational structure for NFE programmes.
- Provide income generating programmes for poverty stricken, deprived, disadvantaged and dalit women.

The Tenth Plan (2002-2007 A. D.) is another document which has specified the HMG/N Literacy/NFE policy. The following are the policy statements in the 10th Plan.

- The NFE programmes would prioritize women, disadvantaged ethnic groups, and dalits for inclusion.
- Literacy rate will be increased by effectively implementing the adult and children's literacy programmes.
- Literacy, post literacy and continuing education programmes will be implemented in an integrated way in order to achieve the objectives of relevant education.

There are other government documents which state some policies related to literacy/NFE, for example the EFA National Action Plan on literacy.

- The Non-formal Education Council (NFEC) to be developed as an organization with representation of stakeholders rather than an administrative unit.
- Achieving 90% literacy rate and providing opportunities for continuing education for neo-literates by 2015.
- Promoting critical awareness of participants about literacy.
- Making literacy programmes life-related.

Policy statements published in different government documents help identify the major policies currently adopted by the government. A general study of the policies and periodic and annual plans reveal that some policies have not been implemented at all and some have been adopted in a half-hearted manner. The annual programmes of the government reflect that there is no consistency between the plans and policies” ( p. 6).

### ***Targets***

The literacy targets are set to be fulfilled in five phases: i) by 2005 ii) by 2007, (end of 10th Development Plan), iv) by 2012, (end of 11th Development Plan) and v) by 2015.

Indicators	2000	2005	End of 10th Plan, 2007	End of 11th Plan, 2012	2015
% of Literacy Age Group 15-24	70c	76	79	86	95
% of Literacy : Age Group 6+ years	54c	65	75	85	90
Age Group 15+ years	48 c	58	63	70	75
18. Literacy GPI (15+ years)	0.6 c	0.7	0.8	0.9	1.0

- Important legislation related to NFE

The Education Act 1971, 8<sup>th</sup> amendment, has stated that the NFE will be implemented in the country according to the stipulated regulations. The Education Regulations 2002 made the following provision of NFE (Source: Education Regulations 2002, extracted directly from the regulation):

**Non-formal Education May be Given:**

(1) Persons who may not acquire education getting admission in school may be given non-formal education in the manner as follows:

- (a) Basic adult literacy education,
- (b) Post literacy education,
- (c) Continuing education,
- (d) Alternative Primary Education,

(2) Curriculum and text books of non-formal education pursuant to sub-rule (1) shall be as approved by National Curriculum Development and Evaluation Council.

**Basic Adult Literacy Education:**

(1) Normally, basic adult literacy education shall be given to illiterate people from fifteen to forty five years of age.

(2) Normally, the time duration for conducting Basic Adult Literacy Education classes shall be of six months.

**Post Literacy Education:**

(1) Post literacy education shall be given to those who have completed basic adult literacy education.

(2) Normally, the time duration for conducting classes of post literacy education shall be from three to six months.

**Continuing Education:**

(1) The person who has completed post literacy education shall be given Continuing Education.

(2) The time duration for conducting extended education classes shall be as prescribed by the Ministry.

**Alternative Primary Education:**

(1) Normally, alternative primary education may be given to the children from six to fourteen years of age.

(2) Normally, the time duration for the conduct of alternative primary education classes shall be of nine months.

(3) Provisions may be made for the children completing alternative primary education to be involved in other programs related to non-formal education.

(4) School may admit the children who have completed alternative primary education in suitable class by observing their educational standard.



### **Non-formal Education May be Conducted:**

(1) If any organization desires to conduct non-formal education, application along with recommendation of the concerned Village Development Committee or Municipality shall be filed to the District Non-formal Education Committee for approval.

(2) If any application is filed per sub-rule (1), the District non-formal Education committee shall make necessary inquiry and if it seems to be appropriate to allow to conduct non-formal education to the applicant, approval shall be given along with necessary terms and conditions

(3) If any organization does not conduct non-formal education according to the terms and conditions prescribed pursuant to sub-rule (2), District non-formal Education Committee may revoke the approval given to such organization at any time.

#### *3. How are NFE programmes governed and financed?*

- Official body(ies) supervising or coordinating NFE programmes

According to Education Regulations 2002 provision of the following official bodies has been made (extracted directly from the Education Regulations, 2002).

### **Non-formal Education Council:**

(1) In order to formulate policy relating to non-formal education and to co-ordinate, look after and manage it there shall be a National Non-formal Education Council comprising of the members as follows:

- (a) Minister of Education and Sports or Minister of State-chairman
- (b) Member of National Planning Commission, (education sector) -Member.
- (c) Chairperson, Population and Social Committee, House of Representatives-Member.
- (d) Secretary, Ministry of Education -Member.
- (e) Secretary, Ministry of Health -Member.
- (f) Secretary, Ministry of Local Development- Member.
- (g) Secretary, Ministry of Finance -Member.
- (h) Secretary, Ministry for Agriculture and Cooperatives -Member.
- (i) Secretary, Ministry for Women, Children and Social Welfare-Member.
- (j) One person nominated by the Ministry from amongst the Deans of Central Department of Education of Universities-Member.
- (k) Joint Secretary, the Ministry (Educational Administration Division) - Member.
- (l) Director General, Education Department- Member.
- (m) Member Secretary, Social Welfare Council- Member.
- (n) Chairperson, Federation of District Development Committee -Member.
- (o) Chairperson, Federation of Municipalities- Member.
- (p) Chairperson, Federation of Village Development Committees -Member.
- (q) One person nominated by the Ministry from amongst the chairman of national and international non-governmental organizations -Member.

- (r) Representative, Teachers Union, central committee -Member.
- (s) Director, Non-formal Education Center- Member-Secretary.

- (2) Tenure of the members nominated as per sub-rule (1) shall be of three years.
- (3) Other functions, duties and powers of Non-formal Education Council shall be as prescribed by the Ministry.
- (4) The Secretariat of Non-formal Education Council shall be located at the Non-formal Education Center.
- (5) Procedures relating to meetings of Non-formal Education Council shall be as determined by the council itself.

**District Non-formal Education Committee:**

(1) In order to look after, manage, co-ordinate and supervise Non-formal Education in the district level, there shall be a District Nonformal Education Committee comprising of the members as follows:-

- (a) President of District Development Committee -Chairperson.
- (b) Chief District Officer -Member.
- (c) Secretary, District Development Committee - Member.
- (d) Chief, District Public Health office -Member.
- (e) Chief, Women's Development Section -Member.
- (f) One person nominated by District non-formal education committee from amongst the Chairmen of Village Development Committees or chief of municipalities -Member.
- (g) One person nominated by District Education Committee from amongst the nongovernmental organizations conducting non formal education programs in the district.
- (h) Program officer, non-formal education program, District Education Office-Member.
- (i) One person nominated by District Education Officer from amongst its Headmasters -Member.
- (j) Chairperson, Teacher's Union, District Executive Committee -Member.
- (k) District Education Officer –Member Secretary.

- (2) Tenure of the members nominated according to sub rule (1) shall be of three years.
- (3) District Non-formal Education Committee may form village level and ward level Non-formal Education Committees as may be necessary.
- (4) Other functions, duties and powers of the District Non-formal Education Committee shall be as prescribed by the Non-formal Education Council.
- (5) Procedures relating to meeting of the District Non-formal Education Committee shall be as prescribed by the committee itself.

- Other official bodies involved in governance of NFE
- None

- Main sources of NFE financing: e.g., state, NGOs, international agencies. Is there a national (public) budget allocation to NFE? How does this compare with the allocation to the formal education sector?

The state makes available public funds for the administration, management and implementation of NFE and literacy programs in the country. For the 10<sup>th</sup> plan period (2002-2007), a total of Rs. 247.9 million (\$3.4 million), 1.3% of the total education budget was allocated to literacy and NFE program (Planned Development in Nepal and 10<sup>th</sup> Plan 2059-64BS by Bhabuk 'Parajibi', p. 319).

MOES is following a traditional system of financing the Literacy/ NFE programme, HMG/N has adopted a programme budget system. MOES gets allocated an annual government fund on the basis of an approved programme. In general, MOES propose programmes on the basis of the plans prepared to achieve certain targets. However, the MOES proposal does not always get approved. A study of the government allocation of funds for the past few years indicates that the funds allocated for Literacy/ NFE fall far short of what is required to achieve the tenth plan target and the target set by the EFA Action Plan. The share of Literacy/ NFE budget in the national budget also indicates the lack of commitment of the government towards the Literacy/ NFE programme. NFEC operates many programmes of numerous kinds with the little funds it has available. The EFA programme also allocates some funds for Literacy/ NFE. Nevertheless, the amount is too small to achieve the objectives and targets. (Source: A 10-Year Literacy/NFE Policy and Programme Framework, 2006, UNESCO Kathmandu, pp. 7- 8).

#### *4. To what extent is NFE formally supported and managed?*

NFE programs are formally supported and managed nationally through the Non Formal Education Centre which receives annual budget from the Ministry of Finance with the approvals of plans by the National Planning Commission.

The commitments made by the government at national and international levels to raise the national literacy rate are associated with a long list of tasks that overwhelms any organization which is assigned to perform these tasks. The MOES has the responsibility to perform these with Non-formal Education Centre (NFEC) as its executing agency. Planning, management and evaluation are the three major task areas which need to be effective to accomplish the goals and objectives of national literacy policy. The NFEC has been conducting programmes every year within the limited approved annual budget which is too small to achieve the quantitative targets and NFE goals. The NFEC has prepared an indicative Five Year Plan (2004-2009) which can be regarded as a good planning exercise to prepare a holistic approach to a national Literacy/NFE programme. Management of literacy/NFE programme is a formidable task. By its very nature an NFE programme makes use of multiple modalities and involves multiple agencies. Quite a few line ministries, INGOs and NGOs are actively involved in the NFE programmes. HMG/N has created an NFE council for the purpose of management and coordination. Though NEFC has to manage literacy/NFE programme with different mode of delivery, the style and process of management is similar to that of the large formal education system. In fact, NEFC is like a regular department under MOES like the Department of Education at central level. The NFEC executes its programme through the management structure of MOES and uses Regional Directorates and District Education Offices. It involves the

NGO's and CBO's at the VDC level to implement its programmes. Large number of CBO's and INGO's implement literacy/NFE programmes mostly at VDC level.

District Education Office has been given a critical role in the management of NFE programme. But, the DEO does not possess a management to discharge the tasks related to NFE. So, management of NFE is found very weak at district level.

(Source: A 10-Year Literacy/NFE Policy and Programme Framework, 2006, UNESCO Kathmandu, pp. 7- 8).

- Please describe any national *monitoring* or *evaluation* mechanisms for NFBE Although at the district and national levels provision of the Non-formal Education Councils is made, no national/formal arrangement has been made to monitor and evaluate the NFBE programs in the country. The roles of councils include management and supervision but not M&E . The Non Formal Education Centre (NFEC) of Ministry of Education and Sports send out quotas of basic literacy and post literacy (including women's literacy and income generation) programmes to all districts through the District Education Offices. The NFEC seeks the number of beneficiaries in those programmes from the DEOs. The NFEC database of the number of beneficiaries is not disaggregated by gender, castes and ethnicity nor does it classified according to the specific age group of adults. The adult literacy figures are available for 15 to 45 age group but not for 15-24 and 25-45 age groups as required by the EFA indicator. Proper national level monitoring and evaluation of NFBE is lacking in the NFEC (see article in Nepali entitled Saksharta Karyakramko Pramukh Samashyahu, meaning Key Problems of the Literacy Programme, by R.P. Pande in Saksharta Visheshank, meaning Literacy Special Issue, of NFEC 2006).

- Please describe any organized *research* activities into NFBE programmes or NFBE *training* at the national level (e.g., is there a department for NFBE at the national university?)

Research Centre for Educational Innovation and Development of Tribhuvan University has been entrusted to carry out regular research (formative research) pertaining to the implementation of EFA programs. The ??? research studies carried out since 2002 do not involve any research focused to NFBE. Research activity is not included in NFEC's regular programme, nor is there specific training organized at the national level that is focused on macro level planning and management of NFE programmes. There is no separate department of NFBE in the universities.

- Is there a national framework for the training of NFBE educators and trainers? (does this involve recruitment, initial training, refresher training, support and supervision)

The NFEC with support of UNESCO Kathmandu is in the process expanding and institutionalizing the Community Learning Centres (CLCs) that are expected to organize necessary training for NFE workers, facilitators and trainers. The NFEC however lacks a clear national framework for the training of NFBE educators and trainers—no such training programme is systematically/regularly organized. The NFEC's own annual publication in 2003 (*Saksharta Visheshanka*, in Nepali) documents an article by Ananda Poudel that has raised the issue that the training programs offered by the state is inadequate as a result the literacy and NFE programs are run by incompetent facilitators—no provision for regular updating of skills. He has raised the issue of how necessary human resource should be developed, enhance the capacity of the currently available trainers and facilitators, and develop a conducive environment for them to be competent. A local NGO World Education Nepal, in the course of concluding the DFID supported Community Literacy Project (1998-2004) had prepared and submitted an overarching business plan on promoting livelihoods and social justice oriented literacy to NFEC which included the documentation of a clear strategy of developing national and local level human resource. The NFEC management for some reason did not take forward the business plan for consideration and approval from the MOES, nor has it demonstrated any initiative to adapt the rich experiences and good practices of local, national and international NGOs for the purpose of developing HR in the field.

## B. Information about major types of NFBE activities (see Table 1 above)

**Table 1: Core categories for types of NFE activities**

Core Types of NFE Activities	DESCRIPTION
<b>1. Literacy and numeracy</b>	Organized <u>primarily</u> to impart the ability to identify, understand, interpret, create, communicate and compute using printed and written materials associated with varying context. Literacy involves a continuum of learning in enabling individuals to achieve their goals, develop their knowledge and potential, and participate fully in the community and the wider society. These learning programmes for adults and youths often include other subjects such as health and income generation but their primary focus will be on the acquisition of literacy and numeracy skills in a particular language. Language courses will form a sub-section of this category.
<b>2. Equivalency schooling/ 'Second chance' or alternative education for youth and adults (not for primary school children)</b>	Primarily organised for youth who did not have access to or who withdrew from formal primary/basic education. Typically, these programmes aim at providing the equivalency to formal primary/basic education or an alternative form of basic education as well as mainstreaming these target groups into the formal system, upon successful completion of the programme. This category will also include access programmes enabling youth and adults to enter formal education.
<b>3. Life-skills training</b>	Specific programmes and activities organized to develop the capability to function more effectively in daily life and improve society: e.g. health and hygiene, HIV/AIDS prevention and care, family planning, environmental sustainability, cognitive skills, interpersonal skills; citizenship, gender and other forms of social learning. Community development programmes aimed at improving the quality of life of the local community in both rural and urban contexts (such as wells and water pumps training, roads, housing, public services, participation in local government etc) will be included here.
<b>4. Income generation/ non-formal vocational training/</b>	Training in income-generating productive and service skills and trades, also referred to as <b>livelihood training</b> , with the aim to increase productivity and income, and to provide skills and knowledge for self-employment and employment. This type of training may be linked to access to micro-credit schemes and to the corresponding training. It will include basic industrial training in both rural and urban settings such as carpentry, tailoring, car mechanics, iron smithy etc. Rural economic development refers here to agricultural extension services carried out primarily to improve agricultural practices, animal husbandry, vegetable gardening, natural resource management (e.g. water, soil, forestry, etc.), and to promote new activities such as fish farming and forestry.
<b>NFE activities not examined in detail</b>	
<b>1. Early Childhood Care and Education</b>	The care and education services for young children from birth to the age of entry into primary education, which is defined by the country. Care and education services for parents with young children of the concerned age cohort are also included. Given the multifaceted nature of early childhood, a child's holistic development requires appropriate practice which attends to health, nutrition, security, and physical, emotional, social as well as cognitive development and learning. The specific programmes provided depend on the country context.
<b>2. Further or continuing education/ further professional development</b>	Further advanced educational and training opportunities for learners who already have acquired a certain level of education. This can include for example specialized courses such as advanced computer training and language training; university of the third age; training to update or improve skills for a given profession.
<b>3. Religious education</b>	Organized learning about religion in churches, mosques, temples, synagogues, and other places of worship. But literacy programmes in madrasa etc are to be included above.
<b>4. Cultural/traditional education</b>	Activities in cultural and subjects – arts, music, history etc

Source: Adapted from UNESCO (2005) *Non-Formal Education Management Information System Handbook*. Paris: UNESCO. Guidelines for an NFE Conceptual Framework Module 1.

This section compiles information at the level of some of the major NFBE programmes and should be short, succinct and, as much as possible, be organized around the specific questions noted below. It is especially important to classify **the type of NFBE programme**, its main **goals and objectives** and the **target group(s)** it seeks to serve.

If multiple NFBE programmes exist in each of the four main types, several programmes in each type can be documented. Priority should be given to programmes or activities which are: a) 'basic' (targeting the least schooled populations; b) large in coverage (enrolling a relatively large number of participants) and c) well-established (existing for more than one year).

For each NFE programme analysed, information on the following topics should be compiled:

1. *In which **core category or categories** is the NFE programme or activity to be placed?*

Some NFE programmes typically involve a single core activity (e.g. equivalency education). Many others combine multiple core activities such as literacy and livelihood skills. If the NFE programme embodies more than one core activity, please construct a combination category (see Table 1). If the NFE activity incorporates a core activity and an activity which is not the focus of the present mapping exercise (e.g. ECCE, further education etc), please create a separate combination category.

Category 1: Literacy and Numeracy

- Adult literacy programme
- Special adult literacy programme for conflict affected areas
- Women literacy programme I
- Women literacy programme II

Category 2: Post Literacy

- Post literacy programme
- Functional literacy programme

Category 3: NFE for Income Generating

- Income generating programme

Category 4: Non Formal Primary Education (Alternative Schooling Programme)

- School outreach programme
- Flexible schooling programme
- Out-of-school programme (1<sup>st</sup> & 2<sup>nd</sup>)

Category 5: Integrating Reproductive Health Programmes in all the NFE programmes.

- RH content in adult literacy
- RH content in post-literacy
- RH content in women literacy
- RH content in alternative schooling

Category 6: Lifelong learning

- Community learning centre

#### Category 7: Extension programme

Several INGOs operating in Nepal are involved in literacy programmes. Out of about a hundred INGOs registered with the Social Service Coordination Council, (SSCC) about 50 percent of these operate programmes with a literacy component. These INGOs sponsored literacy components are generally used as tools to achieve their specific objectives like awareness raising, empowerment, income generation, information sharing.

#### Category 7: Popular education for social justice

Right-based organizations such as Action Aid Nepal, Community Self Reliance Centre, and network of organizations such as Education Network Nepal are engaged in this sort of activities. Many organizations use REFLECT as a tool for learning, empowerment and social action.

Individual INGOs or UNICEF have supported programmes of their own categories. For example the activities categorized by World Education Nepal are:

- Non-formal Education for out-of-school youths and women
- Vocational education for NFE graduate youths
- Literacy and health education
- Literacy and micro-finance
- Education for child workers including schools for about 10,000 children.

#### 2. *Who are the main **providers** of the NFE programme?*

What kind of provider(s) is(are) involved in the programme's implementation?  
More than one category of providers can be listed.

1. Government/state, NFEC, Ministry of Education and Sports
2. District Education Offices
3. Bilateral agencies (DFID, SDC, GTZ, SNV, JICA, USAID, DANIDA)
4. INGOs (World Education Inc., Plan International, United Mission to Nepal, Save the Childre US, Action Aid, United Service Cooperative, Room to Read Nepal)
5. UN agencies (UNESCO, UNICEF)
6. Public enterprises (Community Learning Centres with the support of NFEC at the election constituency level, at least one in each constituency, total of 205)

MOES, Non Formal Education Centre, through the district education offices, is involved to implement the above 6 categories (except the last one) of NFE programmes. Those programs are also offered with the support of INGOs such as World Education Inc., Plan International, United Mission to Nepal, Save the Children US, Action Aid Nepal, United Service Cooperative (USC Nepal).



The sixth category programs are implemented with the involvement of INGOs and bilateral agencies DFID, SDC, GTZ, SNV, JICA, USAID and DANIDA through local CBOs and NGOs. The literacy and non formal education programs related to forest users group, health, agriculture, micro finance, human rights and social justice are supported by the bilateral agencies as well as INGOs such as Action Aid, CEDPA, United Service Cooperative (USC Nepal), World Education Inc., PLAN Nepal, UNICEF, and United Mission to Nepal. Normally, the bilateral agencies work through the concerned line ministries (Source: A 10-Year Literacy/NFE Policy and Programme Framework, 2006, UNESCO Kathmandu, pp. 3). UNESCO Kathmandu support NFEC in its planning of NFE programmes along with the establishment of CLCs in order to promote life-long learning opportunities at the local level.

In order to help you with this, we have provided a list of suggested categories in Table 2 below.

**Table 2: Core categories for types of NFBE providers**

CORE-CATEGORY Types of NFE Providers	DESCRIPTION
<b>1 Government Level 1</b>	Non Formal Education Centre is the central level organization under the Ministry of Education and Sports that is responsible to manage all the government NFE programs. It channels programme quotas and budgets to District Education Offices. Other line ministries—Ministry of Health, Ministry of Agriculture, Ministry of Forest and Ministry of Local Development—are the providers of literacy and NFEs programmes that are often linked to the respective sector specific development works. Lack of inter-ministerial coordination is a serious issue that often resulted in duplication and inappropriate absorption of resources.
<b>2 Government Level 2</b>	At the district level (there are 75 districts in the country) the District Education Office distribute the literacy and NFE programmes to local CBOs and/or NGOs. District level line ministries (health, agriculture, forest and local development) are channelled respective sector specific literacy and/or skill training programs and funds by the parent ministries.
<b>3 Government Level 3</b>	
<b>4 Co-operative</b>	There are number of savings and credit groups at the community level. They are often supported by local and national NGOs. Literacy and non formal education programs are commonly integrated in the income generating activities of these groups. Some examples of local level co-operatives are: honey farmers, milk and dairy producers, vegetable producers (an ever growing cooperative is from Sidhuwa, Dhankuta, the products of which are exported as far away as to Bangladesh), sugarcane producers. The national system at NFEC has not systematically captured the coverage, benefits and the non formal education processes adopted by such groups.
<b>5 Public enterprise</b>	Election constituency level: CLCs are established with support from NFEC through DEOs—at least one CLC in each of the 205 constituencies by the end of 10 <sup>th</sup> plan. As of September 2004 CLCs have been established in 40 constituencies along with 38 more with support from UNESCO Kathmandu, Rotary Club and local NGOs (source: Maheshor Sharma, Saksharta Visheshanka, 2004, Kathmandu: NFEC). The CLCs are managed by local bodies (Village Development Committees, local communities, CBOs or NGOs). The INGO Rural Education and Development (READ) establishes libraries in different districts and organize training for librarians and library management committees.

<b>6 Private enterprise</b>	A private enterprise in the areas of industry, agriculture or services.
<b>7 Educational/ training institutions</b>	Centre for Technical Education and Vocational Training Centre under MOES offers vocational training on various subjects—auto mechanics, plumbing, electrical skills, nursing for the 10 <sup>th</sup> grade graduates. The on-going Training for Employment Project supported by Swiss Development Corporation (SDC) organizes capacity building training programs for Technical Training Providers focusing on gainful employment for out-of-school youths..
<b>8 Professional association/ trade union</b>	Education Network Nepal is a learning forum for popular educators that has over 100 individual and 40 institutional members working in the field of literacy, formal, non-formal and popular education from more than 40 (of the 75) districts of the country. Its work is focused on publication of resource materials on literacy, participatory learning processes, non-formal and popular education, half-yearly journals of popular education in Nepali and recently new series in English as well entitled Society and Education. It also organizes training of trainers in NFE/literacy/popular education. Nepal Participatory Action Network (NEPAN) provides learning opportunities to its members on the renewed orientations of approaches to community development and participatory processes such as PAR.
<b>9 Religious bodies/ missions</b>	Madrasas, the Islamic schools, are to be found in most of the Terai (plane) districts where children are taught Qoranic scriptures. The Madrasas are yet to be mainstreamed into the formal education system of the state. The Madrasas are also used as venue for adult literacy and non-formal education classes. The Buddhist Gumbas also provide religious education to children, youth and adults which too is yet to receive formal recognition.
<b>10 International organisation/development agency</b>	UNESCO works with NFEC in policy research, assessment of literacy and non formal education situation of the country, and promotion of Community Learning Centres. UNICEF is engaged with NFEC, World Education and local NGOs in promoting women's literacy, life skill and primary education of working children. The Community Literacy Project (1998-2004) was supported by DFID. US based INGOs World Education Nepal, CEDPA, SCF (US), the Asia Foundation, CARE Nepal receive USAID support to run basic and legal literacy, NFE programmes focused on health, HIV/AIDS, STDs, rights and social justice. JICA works closely with NFED and DEOs to conduct workshop, training and surveys of school dropout, OSP and alternative schooling. SDC supports technical and vocational training endeavours while as DANIDA is more into supporting the MOES in school sector approach and GTZ is supporting small business and entrepreneur skills and natural resource management for locally based users groups.
<b>11 National branch of International Non-Governmental Organisation (INGO)</b>	World Education Nepal, Action Aid Nepal, Plan International, CARE Nepal, SCF (US), United Mission to Nepal, CEDPA Nepal, Rural Education and Development (READ) are engaged in varieties of literacy and post literacy education as well as NFE and skill training in different areas as mentioned above.
<b>12 National NGO</b>	Innovative Forum for Community Development (IFCD) is engaged in developing teaching and training packages for non-formal educations. Centre for Education for All through its National Resource Centre for NFE has established one CLC in Kabhre district and also engaged in organizing training programs for CLC facilitators. CWIN Nepal organizes NFE classes for girls. Nepal Red Cross Society is engaged in literacy and NFE in reproductive health for adolescent girls. INSEC is engaged in raising awareness of citizen's rights of access to livelihoods resources, basic health and primary education. Women's Rehabilitation Centre (WOREC) organizes programs for collective empowerment and social mobilization for social justice, peace and reconciliation—preventing girls trafficking, ensuring safe migration, preventing HIV/AIDS. Rural Reconstruction Nepal (RRN) focuses on rural livelihoods, education, health, and governance and implements programs on literacy, post-literacy, NFE and income generating programs for adults, vocational and non-formal primary education for children. (Source: An Inventory of Non Formal Education in Nepal,

	submitted to UNESCO Nepal by CERID, 2005).  See Appendix 1 for CERID's analysis of the Inventory of INGOs and NGOs:
<b>13 Local branch of national NGO</b>	Quite a few national NGOs have local branch, e.g, WOREC has branch offices in 6 districts.
<b>14 Local NGO</b>	Many local NGOs operate at the district and community levels. Precise record on this is not available. The World Education Nepal's Community Literacy Project (1998-2004) worked with 129 such NGOs in 12 districts across the country. Other programs and project have worked with other numbers of local NGOs.
<b>15 Community based organization (CBO)</b>	Individual organizations, projects, programs keep record of the CBOs that they have partnered with. It is not practical collect this information.
<b>16 Private bodies/ individuals</b>	Not possible to find this out.

7. What are the **main objectives/aims** of the NFE programme?

And, if the information is readily available, to what extent have the programme's aims changed over time?

Appendix 1 lists the inventory of organizations involved in various types of literacy and NFE programs which specify objectives of each such organization. Assessing/collecting information on the extent to which different programmes' aims changed over time is not possible.

8. Based on Table 3, which **groups** does the NFBE programme **target**?

What age groups do they target? Is there a ceiling for participation?

Are different groups targeted in different regions of the country?

[Please note: Multiple target groups can be noted in answering this question. In the case of equivalency schooling, these target groups may refer to older children as well as youth and adult populations.]

Table 1

Category of program	Target group
<b>Category 1: Literacy and Numeracy</b>	
Adult literacy programme	Illiterate adults age between 15 and 45
Special adult literacy programme for conflict affected areas	Affected illiterate adults age between 15 and 45
Women literacy programme	Illiterate women age between 15 and 45
<b>Category 2: Post Literacy</b>	
Post literacy programme	Basic literate adults age between 15 and 45
Functional literacy programme	Basic literate adults age between 15 and 45
Women literacy programme I	Basic literate women age between 15 and 45
<b>Category 3: NFE for Income Generating</b>	
Income generating programme	Basic literate adults age between 15 to 45 (categorized into different interest groups e.g. vegetable producers, honey producers, animal husbandry, micro finance)
Income generating programme for women	Basic literate women age between 15 to 45 (categorized into different interest groups e.g. vegetable producers, honey producers, animal husbandry, micro finance)
<b>Category 4: Non Formal Primary Education (Alternative Schooling Programme)</b>	
School outreach programme	Out-of-school or school drop-out children age 6 to 8
Flexible schooling programme	Out-of-school or school drop-out children age 8 to 10
Out-of-school programme (1 <sup>st</sup> & 2 <sup>nd</sup> )	Out-of-school or school drop-out children age 10 to 14
<b>Category 5: Lifelong learning</b>	
Community learning centre	Illiterate and post literate community people of all age
<b>Category 5: Integrating Reproductive Health Programmes in all the NFE programmes.</b>	
RH content in adult literacy	Illiterate adults age between 15 and 45
RH content in post-literacy	Basic literate adults age between 15 and 45
RH content in functional literacy programme	Basic literate adults age between 15 and 45
RH content in women literacy 1 <sup>st</sup>	Illiterate women age between 15 and 45
RH content in women literacy 2 <sup>nd</sup>	Basic literate women age between 15 and 45
RH content in alternative schooling	Out-of-school or school drop-out children age 6 to 14
<b>Category 6: Extension programme</b>	Basic literate adults age between 15 and 45
<b>Category 7: Popular education</b>	<b>Illiterate and basic/advanced literate adults</b>

The state or NFEC supported formal NFE programmes have not strategically and programmatically targeted different categories of disadvantaged groups (Dalits, linguistic and ethnic minorities, rural/urban poor, people with disabilities or those living in special circumstances). Programmes of national and international NGOs, multilateral and bilateral agencies do emphasize the need for such targeting. The formal NFE system of NFEC has not captured the disaggregated data of such programmes nor is there any specific body available keeping track of such information. The CERID report on An Inventory of NFE in Nepal (see Appendix 1) outlines how such groups have been included in the NFE programmes implemented by national/international NGOs, multi/bilateral agencies.

**Table 3: Core categories for types of NFE target groups**

**Note: most programmes will be aimed at more than one of the categories below; use multiple numbers**

<b>Types of NFE target groups</b>	<b>DESCRIPTION</b>
<b>1. "Illiterates"</b>	Individuals who do not fulfil the national criteria used to define the term 'literate'.
<b>2. Basic "Literates" (basic level)</b>	Individuals who have acquired a basic level of literacy skills, according to national criteria.
<b>3. Advanced "Literates" (advanced level)</b>	Individuals who have acquired an advanced level of literacy, according to national criteria.
<b>4. Out-of-school children or those who withdrew from school</b>	Children of formal school age who do not have access to or have withdrawn from formal schooling.
<b>5. Marginalised adolescents and youth</b>	Youth, including adolescents, who did not have access to or have withdrawn from formal schooling, and/or who are living in conditions of difficulty which would include social exclusion, physical disabilities, marginalization and discrimination as well as economic circumstances that make them more vulnerable.
<b>6. Women and girls</b>	This target group may overlap with one or several of the other categories; but it is listed here in recognition of educational development initiatives that specifically target the female gender, in order to address gender inequalities, or interventions that are specifically relevant to women and girls, such as maternal health education.
<b>7. Rural poor</b>	This refers to individuals living below the national poverty line in rural areas. This will often overlap with other categories.
<b>8. Farmers</b>	Sometimes overlaps with other categories (rural poor); can include fisherman, livestock breeders and the like.
<b>9. Urban poor</b>	This refers to individuals living below the national poverty line in all statutory towns and all other places which satisfy the national criteria for defining 'urban'.
<b>10. Ethnic/linguistic minority groups</b>	This target group may overlap with one or several of the other categories; but it is listed here in recognition of educational development initiatives that specifically target such groups. It includes tribal groups, indigenous groups, linguistic minorities, nomads, etc.
<b>11. Groups living in special circumstances</b>	This target group may overlap with one or several of the other categories, but it is listed here in recognition of educational development initiatives that specifically target such groups. It includes migrant workers, refugees, demobilized soldiers, etc.
<b>12. People with disabilities</b>	

9. *How many people does the programme reach?*

Please report any data (if available) on the number of enrolments in the NFE programme and, if possible, broken down by gender, age and region.

Table 2

Category of program	Beneficiaries 2000-2006 (Source NFEC)		
	Target group	Female	Total
Category 1: Literacy and Numeracy			
All adult literacy programme	Illiterate adults age between 15 and 45	805137	1000626
Category 2: Post Literacy			
All post literacy programme	Basic literate adults age between 15 and 45	285827	332170
Category 3: NFE for Income Generating			
Income generating programme for women	Basic literate women age between 15 to 45 (categorized into different interest groups e.g. vegetable producers, honey producers, animal husbandry, micro finance)	15544	15544
Category 4: Non Formal Primary Education (Alternative Schooling Programme)			
School outreach programme	Out-of-school or school drop-out children age 6 to 8		
Flexible schooling programme	Out-of-school or school drop-out children age 8 to 10		
Out-of-school programme (1 <sup>st</sup> & 2 <sup>nd</sup> )	Out-of-school or school drop-out children age 10 to 14		
Category 5: Lifelong learning			
Community learning centres	Illiterate and post literate community people of all age		
Category 5: Integrating Reproductive Health Programmes in all the NFE programmes.			
RH content in adult literacy programme	Illiterate adults age between 15 and 45		
RH content in post-literacy programme	Basic literate adults age between 15 and 45		
RH content in functional literacy programme	Basic literate adults age between 15 and 45		
RH content in women literacy 1 <sup>st</sup>	Illiterate women age between 15 and 45		
RH content in women literacy 2 <sup>nd</sup>	Basic literate women age between 15 and 45		
RH content in alternative schooling	Out-of-school or school drop-out children age 6 to 14		
Category 6: Extension programme	Basic literate adults age between 15 and 45		

# Category 7: Popular education      Illiterate and basic/advanced literate adults

## 10. *What kind of teaching and learning activities exist in the NFBE programme?*

If possible, a note should be made of any distinctive features of the provision, especially innovative teaching-learning materials or methodologies/approaches.

### **EFA programmes of the government for the year 2005/06**

**Table 3**

<b>Programme</b>	<b>Quantitative target</b>	<b>Delivery mode</b>
Adult literacy programme	109000 15-45 age group	6 months/2 hours a day 6 days a week based on the delivery of content from literacy primer "Naya Goreto"
Post literacy programme	49380	3 months/2 hours a day 6 days a week (primer based)
Functional literacy programme	4095	
Special adult literacy programme for conflict affected areas	12400	6 months (primer based)
Women literacy programme I	40000	6 months/2 hours a day 6 days a week (primer based)
Women literacy programme II	30000	6 months/2 hours a day 6 days a week (primer based)
Income generation programme	5000	Group learning/use of customized learning materials suitable to group interest.
Programme for school dropouts	8000	Primer based
School-outreach programme	580 centre:	
Flexible schooling programme	557 centre:	
Community learning centre	150 centre:	

Source: NFEC, Annual Plan, 2005 attached as Annex IV in A 10-year Literacy/NFE Policy and Programme Framework, 2006, UNESCO Kathmandu p. 36.

In addition to the government programme on literacy/NFE many national/international NGOs are running their own programmes mostly on the basis of the identified needs of the learners. Some innovative programmes have been implemented as time-bound projects. Action Aid Nepal initiated REFLECT which is still continuing in the literacy/NFE programmes of local and national NGOs. The DFID funded Community Literacy Project was managed and implemented by a local apex NGO World Education Nepal from 1998 to 2004. The basic approaches, tools, techniques developed in the project have been documented in the form of resource materials. The project, despite its effort and preparation of a comprehensive 5 business plan, could not succeed to influence the NFEC to mainstream the project learning and its modus-operandi in the national programme. Currently DFID's other community based programmes have adapted the project outcome much in a fragmented and possibly distorted manner. Unfortunately, with the national apex NGO WEN going on hibernation the location of the knowledge base produced during

the project period is now uncertain and without an institutional memory. The human and institutional resources developed during both REFLECT and CLP periods have now come together in the form of a organized network. The Forum for Popular Education, Education Network Nepal is the name of this network. There are many other innovative NFE programmes being implemented but the government does not have a proper mechanism of monitoring, consolidating and cross fertilizing the valuable learning and innovations taking place in the country. Because of the lack of a systematic database and coordination assessing the progress made by the country in the field of NFBE is very fragmented and fuzzy.

As many rightly recognize, learning content and pedagogic/ andragogic methods lie at the essence of any learning experience. The extent that these are appropriate and relevant to learners and conducive to equitable participation in learning is clearly important. However, while we would wish to obtain information on as many of the following issues as possible, we recognize the complexity of such learning situations and processes. Please provide information about:

- The main activities of the NFBE programme where possible
- What types of teaching-learning methodology are employed and how do these differ from those conventionally used at primary school?
- Which language(s) is/are used in the NFBE programme? Is this the home language of the participants?
- With what frequency is the programme offered? How many hours, days, weeks or years are learners supposed to participate in the programme?
- What is the intended (overall) minimum duration of the NFBE programme?
- How flexible are participation rules of the programme? Does the intended timetable meet the needs of the targeted groups?
- What is the background of educators/trainers—e.g., are they school teachers, “experts”, students, local volunteers, government officials and/or community leaders?
- What is the remuneration for NFBE educators, especially as compared to school teachers?

#### *11. Information about the outcomes of the NFBE programme*

If at all possible, please provide any data on **completion rates, withdrawal figures and/or learning outcomes** (definition of these may vary by program) for each NFBE programme. While data in these areas is likely to be scarce, please report existing information and reference the source of the evidence. If not available, please note.

Information is not readily available to report on this section.