



**A Comprehensive Review of the Practices
of Literacy and Nonformal Education
in Nepal**



Sushan Acharya, Ed.D
Bidya Nath Koirala, PhD

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This paper was prepared in collaboration with the World Education Nepal. The research team includes Ms. Anju Khadka, Mr. Tikaram Chaudhary, Mr. Keshar Jung Magar, Mr. Ananda Chaudhary and Mr. Rajan Pokhrel.

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For more information please contact:
The UNESCO Office in Kathmandu
Jawalakhel, Lalitpur, P.O. Box 14391
Kathmandu,
NEPAL
E-mail: kathmandu@unesco.org
Tel: +977-1-5554396/769
Fax: +977-1-5554450
<http://www.unesco.org/kathmandu>

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**Sushan Acharya, Ed.D
Bidya Nath Koirala, PhD**



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Kathmandu Office

Jawalakhel • Lalitpur • PO Box 14391 • Kathmandu • Nepal

Phone +977-1-5554-396/769 • Fax +977-1-5554-450

Table of Contents

Chapter I. Introduction	1
1.1 The context.....	1
1.2 Literacy status	1
1.3 Previous studies	4
1.4 Previous efforts	7
1.5 The current need.....	7
1.6 Study approach.....	8
Chapter II. NFE/literacy policies and strategies	9
2.1 An overview of the policies and strategies	9
2.2 Financial Provision	13
2.2.1 Literacy/NFE and PRSP, the tenth plan	15
2.3 International cooperation for literacy/NFE	16
2.3.1. Support for national policy/strategy formulation.....	17
2.4. The gaps	17
Chapter III. Government initiatives in Literacy/NFE	18
3.1 Evolvement of government initiatives	18
3.2 Implementation approach.....	19
3.3 Goal.....	20
3.4 Resource management and mobilization approach.....	20
3.4.1 Human resources	20
3.4.2 Financial resources	21
3.4.3 Physical resources	21
3.5 Documentation and publication	21
3.6 Monitoring and evaluation	22
3.7 Policy changes	22
Chapter IV. NGOs in Literacy/NFE.....	24
4.1 Evolvement of NGO and CBO initiatives.....	24
4.2 Implementation approach.....	25
4.3 Goal.....	26
4.4 Target Population.....	26
4.5 Resource management and mobilization approach.....	27
4.5.1 Human resources	27
4.5.2 Financial management and mobilization	28
4.6 Documentation and Publications	28
4.7 Monitoring and Evaluation	29
4.8 Policy changes	29
Chapter V. INGOs in literacy/NFE	31
5.1 Evolvement of INGOs' initiatives	31
5.2 Implementation approach.....	31
5.3 Human resource management approach	33
5.4 Funding mechanism	34

5.5 Monitoring and evaluation	34
5.6 Documentation and publication	35
5.7 Policy changes	35
Chapter VI. Experiences from the field	37
6.1 Selection of facilitators	37
6.2 Objective setting	38
6.3 Management.....	38
6.4 Target Identification.....	38
6.5 Community mobilization	39
6.6 Resource sharing.....	39
6.7 Networking, partnership and coordination.....	40
6.8 Human resource development.....	41
6.9 Pedagogical methods.....	42
6.10 Material use and development	42
6.11 Material delivery	43
6.12 Language use	43
6.13 Monitoring/supervision/evaluation	44
6.14 Fund mobilization	45
6.15 Motivation.....	45
6.16 Impact	47
6.17 Link with Formal education.....	48
6.18 Follow up program.....	49
Chapter VII. Implication and Recommendations	50
7.1 Policies, approaches and direction to literacy/NFE	50
7.2 Institutional arrangement	51
7.3 Material development and use	51
7.4 Documentation and document sharing.....	53
7.5 Human resource development and use.....	53
7.6 Link with formal education.....	54
7.7 Monitoring and supervision	54
7.8 Mainstreaming literacy/NFE.....	54
7.9 Approach to language use.....	55
7.10 Networking and collaboration.....	55
7.11 Approach to inclusiveness	55
7.12 Financial arrangement.....	56
Consulted documents/books/articles.....	57
Appendix 1: Literacy and educational attainments by caste and ethnicity	65
Appendix 2: People and programmes consulted	69
Appendix 3: Shifts envisaged in the recently proposed literacy/NFE policies	74
Appendix 4: Contents of selected extension education providers.....	76
Appendix 5: Contents of selected NGOs literacy/NFE programs.....	77
Appendix 6: Literacy program organizing INGOs of Nepal.....	78

Acronyms

JT:	Junior Technician	NPC:	National Planning Commission
JTA:	Junior Technical Assistant	NRMP:	National Resource Master Plan
LDF:	Local Development Fund	PACT:	Private Agencies Collaborating Together
LEA:	Learning Experience Approach	PARDEP:	Center for Poverty Alleviation and Rural Development Programme
LGM:	Learner Generated Material	PEP:	Primary Education Project
LIFE:	Literacy Initiative For Empowerment	PLA:	Participatory Learning Approach
LSC:	Literacy Support Committee	PRSP:	Poverty Reduction Strategy Program
LSGA:	Local Self Governance Act	REFLECT:	Regenerated Freirean Literacy through Empowering Community Techniques
LWF:	Lutheran World Federation	RHEC:	National Higher Education Commission
M/VDC:	Municipality/Village Development Committee	RRN:	Rural Reconstruction Nepal
MDG:	Millenium Development Goals	SC:	Save the Children
MOES:	Ministry of Education and Sports	SEEP:	Skill Education and Empowerment Project
MTEF:	Mid Term Expenditure Framework	SFDP:	Small Farmers Development Program
NACRMLP:	Nepal Australia Community Resource Management and Livelihood Project	SIP:	School Improvement Plan
NARMSAP:	Natural Resource Management Sector Assistant Programme	SLC:	School Leaving Certificate
NEC:	National Education Commission	SMC:	School Management Committee
NESP:	National Education System Plan	SOLVE:	Society for Livelihood Education
NFEC:	Non-formal Education Center	SWC:	Social Welfare Council
NFENRC:	Nonformal Education National Resource Center	UMN:	United Mission to Nepal
NFHP:	National Family Health Project	VEP:	Village Education Plan
NGOCC:	Non-government Organization Coordination Committee	VSO:	Volunteer Service Oversees
NNEPC:	Nepal National Education Planning Commission	WDO:	Women Development Office/r
NNSWA:	National Social Welfare Association	WEEL:	Women's Economic Empowerment and Literacy

Executive summary

This study was undertaken with two objectives (a) to review literacy/NFE policies and (b) to identify practices in literacy/NFE which were perceived by implementers and beneficiaries to be good and/or innovative. To achieve these objectives a range of current and past documents were reviewed and government, NGO and INGO efforts were examined. As well as this a range of empirical studies was also carried out.

The document review revealed that, although efforts have been made to develop literacy/NFE policies, there is often a gap between policy and implementation. The innovative and good practice identified at a practical level brought to light a range of issues which are briefly summarized below.

Positive targeting of disadvantaged and under-represented groups was seen to be particularly important. It was also found that good practice required effective management structures which allowed for positive sharing of resources. It was felt that adult learners were most motivated by programs which had relevance to their day to day lives and particularly those which linked to income generation schemes, while children were motivated if programs enabled them to progress to formal schooling or vocational training. Some good links between non formal and formal education were observed. Programs were seen to be most effective if they were delivered flexibly using a range of different teaching strategies and media. Some good examples of teaching in local languages and creating materials in other languages were observed.

There were some positive practices observed in the selection of facilitators and a few in terms of human resource development and also of monitoring and supervision although overall this was an area where good practice was patchy and not easily shared. Similarly, while there was evidence of some creative literacy material development, these were not easily shared between organizations.

Brief summary of implications and recommendations

The results of the review showed that policy needed to be developed and extended. It also showed that there needed to be a concerted, targeted literacy campaign and more attention on literacy which would address learners' socio-economic situation. It became clear that this required structural changes at all levels of management. Within these new structures learner centred programs needed to be devised, both for beginners and those who were more advanced. These needed to be both in Nepali and in other languages. Community Learning Centres were seen as being an ideal mechanism to further this development of programs by the community itself. It was felt that programs should cover a wide range of issues which related to learners own lives, their current situation and their rights as citizens.

A clear message came across that there was a need for far more sharing both between different levels of management and also between different programs to ensure that the good

practice which does exist is built upon and expanded. In particular there needed to be structures in place which allowed for the dissemination of good literacy materials and relevant documents and research reports. Facilitator and trainer training needed to be developed and a wider range of people needed to be motivated to join in the literacy drive along with the creation of a database of practitioners.

It was recognized that these developments will require additional government resources as the non government investment in literacy/NFE has been shrinking in recent years. However, it was also felt that resources could be used more flexibly and effectively if there were effective, transparent structures through which resources from different organizations could be shared.

Chapter I

Introduction

1.1 The context

Nonformal education (NFE) as it is understood followed the multiplicities of the country. Religious organizations such as Ashrams of the Hindus, Gumba of the Buddhists, Madarsa Makhtab of the Muslims, and Chumlung of the Kirat provided life skills and awareness education through preaching sessions. Skills passed down through families equipped people with vocational and technical education. But these teaching approaches lacked reading, writing, and arithmetic, the 3 Rs of NFE. It was only in the early 1940s that Nepal introduced the 3Rs under adult literacy programs (Sharma, 2059 BS). The then adult literacy program was initiated to train Nepalis as potential British Gorkha Army recruits for India through three forms of educational management viz., by school teachers; by local scribes, and by potential facilitators. This system of NFE program continued up to 1956, the year when NNEPC, the first education plan of Nepal, was formulated.

1.2 Literacy status

The literacy status of Nepal reflects traditional caste and ethnic hierarchies (appendix 1). Class hierarchy, transportation as well as communication facility and development initiatives also contributed in various ways. Consequently 54% Nepali are considered as literate with a gender disparity of almost 2:1 (NFEC, 2004). These figures reveal the magnitude of illiteracy problems in Nepal. For example, more than 95% of the Mushars of Southern Nepal are illiterate. But the case is opposite with the Marwadis of whom only a few are illiterate. Figures in appendix 1 thus indicate that the country demands caste/ethnicity based targeted planning. In doing so, the country also needs settlement planning for literacy, especially in areas where there are multiple caste/ethnic groups. Moreover the gender segregated data on literacy shows another side of the problem associated with literacy. For example, the pace to reach illiterate women should be double in comparison to their male counterparts. Here again women of specific caste/ethnic groups should be given highest priority in literacy/NFE programs.

Similarly most of the literacy providers have been working at the road corridors (SWC, 2003) where in most cases both transportation and communication facilities are available. Beyond the road corridors literacy providers are found working in relatively less remote

areas of districts. This situation shows the problem associated with the coverage of literacy programs.

Development paradigms and literacy programs correspond to some extent in Nepal. For example, the review of development practices of Nepal (Bhattachan and Mishra, 2000) shows that in the 1950s and 1960s a sector development approach was promoted. In the 1970s the country introduced an integrated rural development approach. In the 1980s participatory development initiatives were nurtured. Similarly in the 1990s the country adopted liberalization, privatization, and the involvement of civil societies. In the 2000s the country is heading towards human rights, social justice, and peace approaches to development. A careful analysis of the available literacy/NFE materials shows that they have been following similar directions. For example, in the 1950s and 1960s literacy/NFE materials contained sector development messages; in the 1970s the messages were integrated and interwoven under a generative theme; in the 1980s literacy/NFE materials contained group work, collaborative undertaking and cooperatives; in the 1990s they provided the message of forming groups and solidarity for a changed dynamism, and in 2000 the literacy/NFE materials raised the issue of economic development, social justice, peace, human rights, and social inclusion.

Despite the efforts made in the past literacy status has not changed as was intended. Three pieces of evidence justify this claim: (a) with few exceptions both the literacy rate and the absolute number of illiterate people have been increasing (b) though a few traditionally excluded groups of people are made literate their literacy rate still lies below the national norm (c) the gender gap in literacy status is still significant. The following tables further justify these claims. The first table gives a picture of increased and decreased numbers of absolute illiterate people of Nepal. The second one gives information about the educationally disadvantaged groups to be targeted through literacy/NFE programs. And the third table supplies information about rural/urban disparities in literacy status.

Table 1: Absolute number of illiterates in Nepal (6+ years of age) by census intervals

Census Year	1952-54	1961	1971	1981	1991	2001
Literacy Rate	5.3	8.9	14.3	23.3	39.6	53.7
Total Population	8,256,625	9,412,996	11,555,983	15,022,839	18,491,097	23,151,423
Total Literate Population	437,601	837,756	1,652,505	3,500,321	7,322,474	12,432,314
Total illiterate Population	7,819,023	8,575,239	9,903,477	11,522,517	1,168,622	10,719,109

Sources: CBS 1958 VOL I, CBS 1966 VOL I, CBS 1975 VOL I, CBS 1984 VOL I, CBS 1993 VOL I, CBS 2002 National Report, CBS Population Monograph of Nepal 2003, CBS Statistical Pocket Book Nepal 2004

The table above shows improvement in so far as the absolute number of illiterates decreased and the over all literacy rate increased. However, it also shows that there is a mammoth task to be done to make everybody literate as stipulated in the EFA Plan of Action. The following data (Table 2) disaggregates the information and shows that there are number of educationally excluded people in Nepal whose literacy rate is below the national average.

Table 2: Educationally excluded groups of people of Nepal

SN	Social Group	Class of Group		Literacy rate
		Janjati	Dalit	
1	Chamar		✓	10.1
2	Damai		✓	27.9
3	Dhimal	✓		39.2
4	Dom		✓	-
5	Dusadh		✓	9.9
6	Jhangad	✓		-
7	Kami		✓	26.6
8	Mushahar		✓	4.2
9	Raute	✓		25.5
10	Sarki		✓	24.2
11	Satar	✓		-
Total		4	7	

Source: Ministry of Education, School Level Statistics of Nepal, 2000, p. 3

The table above shows that two groups of the people, Janajati (indigenous people) and Dalit (socially regarded as untouchables) are the educationally excluded groups who should be catered for by the literacy/NFE programs. In addition to this, there is a huge discrepancy between men's and women's literacy status. The table below gives a picture of women's literacy status.

Table 3: Literacy rates and male/ female differences (1991- 2001)

Indicators	1991			2001		
	Male	Female	Male-Female differences	Male	Female	Male-Female differences
For 6 years and above						
Urban	80.0	51.2	23.2	80.9	61.6	19.3
Rural	54.2	20.4	29.9	62.2	59.3	22.9
Nepal	54.2	24.7	29.5	65.1	42.5	22.6
15 years +	38.0	13.0	25.0	62.2	34.6	27.6

Source: CBS. Population Census 1991 and 2001.

The table above shows that illiteracy among women is widespread in both urban and rural settlements. It also indicates that women should be the primary target group of literacy/NFE programs no matter which group they belong to (educationally excluded or non-excluded). The table below presents another example of male female discrepancy in literacy rate.

Table 4: Literacy rate over the years (1981-2001)

Age/Sex	1981*			1991**			2001#		
	Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female
All Ages (6 +)	23.3	34.0	12.0	39.6	54.5	25.0	54.1	65.5	42.8
Adult (15+)	20.6	31.7	9.2	33.0	49.2	17.4	48.6	62.7	34.9

#CBS, 2002; Population Census 2001, National Report Vol. II, Table 11, p.136; *CBS, 1984, Population Census 1981, Vol. I, Part IV, Table 14 p. 1; **CBS, 1993, Population Census 1991, Vol. I, Part X, Table 30 p. 1

Discrepancy in literacy is also observed between rural and urban settings. The following table elaborates this.

Table 5: Rural and urban literacy rate over the years (1991-2001)

	Age/Sex	1991**			2001#		
		Both Sexes	Male	Female	Both Sexes	Male	Female
Rural	All Ages (6 +)	36.8	51.9	22.0	51.0	62.6	39.6
	Adult (15+)	29.7	46.0	14.2	45.0	59.4	31.2
Urban	All Ages (6 +)	66.9	78.0	54.8	71.9	81.2	61.9
	Adult (15+)	62.5	76.0	47.8	68.3	80.0	55.8

Sources: CBS, 1995 Population Monograph, #CBS, 2002; Population Census 2001; National Report Vol. II, Table 11, p.136; *CBS, 1984, Population Census 1981, Vol. I, Part IV, Table 14 p. 1; **CBS, 1993, Population Census 1991, Vol. I, Part X, Table 30 p. 1; Meena Acharya (2001).Tanka Prasad Acharya Memorial Foundation; Population Census in Preparation for Poverty Mapping and Wider PRSP Monitoring” Submitted to DFID.

The table above explicitly shows that illiteracy is more widespread in rural areas than in urban settlements.

1.3 Previous studies

As mentioned above very few examples of research are found in NFE. Nevertheless the available research work in literacy/NFE of Nepal can be grouped into two categories-

academic and non academic. In the academic sphere Aryal (1977), for example, has critically analyzed the NFE system from different theoretical perspectives, while Lamichhane's (1992) research focuses on developing an amicable approach to literacy/NFE by blending Philip Coomb's functional and Paulo Freire's critical perspectives. Three other research studies (Luitel, 1995; Acharya, 1999 and Bhomi,2001) concentrate on the evaluation of adult literacy from functional as well as empowerment perspectives. Tuladhar's (1997) work is however different from others. She has focused on the use of media in the context of women's post literacy programs.

Some other research done in the field of literacy/NFE (CERID, 2000; Chapagain, 2000; CLPN, 1999; Pant, 1999; Sherpa, 1999; World Education, 1999; Koirala et.al., 1999; Ghimire et, al., 1998; Khanal, 1998; Mainali, 1997; CERID, 1997; IFCD, 1996 Bahadur, 1995) give particular perspectives on literacy/NFE programs. However, these studies were less critical and comprehensive. DFID through DidiBahini (2003) carried out a critical review of women's literacy initiatives. This study identified a number of issues associated with gender and proposed various measures. The study found that various literacy/NFE models have been experimented in Nepal. Out of these experiments, participatory learning, group mobilization, pro-poor and pro-women approaches to intervention, group saving, dialogical empowerment, and individualized literacies have been continued in various forms. An ongoing issue has been how to ensure that there are relevant post literacy materials for learners with different orientations and different learning abilities. There has also been concern about gender balance in materials and how materials reflect the changed power relationship among literacy learners. Another prevailing issue which emerged through these studies was the lack of an institutionalized culture of sharing among literacy/NFE practitioners and/or organizers.

Another noteworthy research study carried out in the area of literacy/NFE was initiated as a part of the integrated need based literacy program for women implemented by NFEC and funded by ESAT/DANIDA (2004). The program was initiated in three districts- Rasuwa, Rupandehi and Doti. The objectives of the research were (a) to prepare researchers both at grassroots level and within the bureaucracy, (b) to create a culture of identifying, analyzing and solving problems when and where they arose, and (c) to enrich policies and strategies which were under preparation. The research delivered two kinds of findings. One was related to issues/problems associated with teaching style, language of instruction, management of classroom diversity, learner assessment, teaching learning materials, facilitators' preparation/training, facilitators' selection process, etc. The second finding was related to the research activity itself and its ability to address the above mentioned objectives. This research was unique because grassroots practitioners were involved, and the nature of the research itself demanded their permanent inclusion in the program. But this did not happen

for several reasons. Nevertheless, the findings derived from the research were useful in helping to formulate policy and strategies.

As part of the National Resource Master Plan preparation a study was conducted including both document review and field research. One of the major findings of this study was that people conceived literacy/NFE differently. In other words the understanding of literacy/ NFE was not consistent. Differences were observed at (a) institutional level (b) material development level and (c) language of literacy (multilingual or mono-lingual). The master plan proposed several activities and/or measures to address this finding.

Another study in literacy/NFE that needs mentioning is the one conducted by CEFA in 2003 (UNESCO, 2005). The study basically looked at women's' literacy programs of MOES, and the literacy/NFE program conducted by NFENRC in Kapilbastu and Rupandehi districts under the World Terakoya Movement. The report tends to be descriptive and quantitative with very little qualitative analysis. It has presented cases of some women to illustrate the positive impact of the World Terakoya Movement program on their lives

In the same vein some INGOs such as LINK/Helvetas (2003), Action Aid Nepal, and NGOs like BASE (1997) have documented their good practice obtained and/or applied in the field of literacy/nonformal education. A formative evaluation of the alternative schooling program conducted by IFCD (2004) and sponsored by ESAT/DANIDA is another such example. These documents do not constitute fundamental research on literacy/NFE. However, they do highlight good practices of INGO/NGOs and GOs working in the field of child labor (World Education, 2004) and skills training programs.

UNESCO, over the years, has been devising different approaches (MOES, 1997) to reach non-literate people. In the 1960s it promoted basic literacy to help people function at a viable level. In the 1970s it added a functional education component. In the 1980s UNESCO nurtured critical literacy. Currently, through its innovative programs, UNESCO is providing technical support for ethnography literacies. Besides UNESCO there are number of actors who have been contributing to the field of literacy/NFE in Nepal. But how they have been contributing in the field of literacy/NFE is confined to their reports. So far four profiles (three of CERID and one of World Education) have been produced. But they too are not a continuation of earlier initiatives but sporadic documentation of some of the literacy/NFE agencies and projects working in Nepal.

The above deliberation and the document review discovered that, besides academic research studies, other available publications/documents regarding literacy/NFE are mostly the evaluation or appraisal reports of different programs and projects guided by specific objectives and purposes.

1.4 Previous efforts

As a bedrock to current initiatives some efforts have already taken place. For example, NFEC in association with ESAT/DANIDA has prepared a five year long NFE plan (2005 - 2009). This plan is being experimented in 600 M/VDCs of 30 districts where the composite development indicators (HDI + EDI+ GDI) were found very low. Initially VEP will be prepared through participatory processes. The information thus obtained will be screened and be made compatible with SIPs of the targeted M/VDCs. There will be an amalgamation of both SIP and NFE in VEP programs such as literacy, alternative school programs for non-schooled and school dropouts, and income generation programs. Local bodies, schools, and civil societies will be involved in the process of designing, implementing and evaluating the literacy/NFE initiatives.

NFEC with the technical support of ESAT/DANIDA has developed and finalized literacy/NFE policies (NFEC 2004). The process involved in the preparation and finalization of the policy document included (a) review of the previous literacy/NFE policies (b) a series of discussions with literacy/NFE organizing agencies (c) reflections of the literacy/NFE practitioners and beneficiaries through research (d) discussions with the MOES officials and NFE personnel. But the policy document has yet to be approved by the NFE Council.

UNESCO, in cooperation with NFEC, developed a NRMP (2005) to capacitate literacy/NFE personnel at individual and institutional level. The document preparation involved review of literature, visits to NFE organizing agencies located at different parts of the country, development of a prototype NRMP, and finalization of the NRMP in consultation with UNESCO experts from Nepal and abroad.

CERID (2005) in line with the above initiatives has been developing a network of INGO/NGOs and has also been instrumental in creating a database of literacy/NFE providers and the contact persons involved in them. UNESCO is providing technical support and NFEC has been heavily involved in the process of developing a literacy/NFE network.

1.5 The current need

Over the years literacy/NFE organizers have been rendering their services to the people. They have gone through various twists and turns and at the same time they have experimented with a number of good practices. But very few of these practices have been highlighted and/or mainstreamed. In the absence of this many appropriate trends have died out. In this

context UNESCO realized the need to identify various twists and turns and good practices in the field of literacy/NFE and make use of these in devising future programs. In other words this study is commissioned to analyze literacy/NFE programs of the government, NGO, and INGOs. In doing so efforts have also been made to identify good practice in NFE/literacy programs, trace out their present direction, and draw from them recommendations for future undertakings.

1.6 Study approach

This comprehensive review and analysis of the literacy/NFE practices in Nepal had two major components. One was a document review and the other was an empirical study. The purpose of the document review was to get a flavor of what has been done and what has changed so far in the area of literacy/NFE. The specific purpose of the field research was to gather together good and unique practices in literacy/NFE. The information generated from the field thus complemented the desktop review (i.e. in depth review of the documents from literacy/NFE providers).

For the document review the head offices of the INGO/NGOs located in Kathmandu were visited and all the available and relevant documents were collected. An official letter of request was sent from UNESCO Kathmandu to these organizations inviting them to make their documents available to the researchers. Information on the activities of these agencies was also downloaded from their Web sites. Additionally, documents collected from the organizations visited in the districts were also reviewed. The types of documents gathered from the districts as well as Kathmandu based offices included, strategy papers, evaluation reports, annual reports, learning materials and other publications.

The field study involved interviews, discussions, workshop and observation at the five selected districts and in Kathmandu (Appendix 2). In Kathmandu both government and non government sector personnel were interviewed.

Five districts representing five development regions were selected for the study. However, with the intention of maximizing the good examples from the field, adjoining districts were also selected for short visits where possible. The main and adjoining districts visited for study were as follows:

1. Kanchanpur, adjoining Kailali from the Far-western Region
2. Nepalgunj, adjoining Surkhet from the Western Region
3. Kaski, adjoining Syangja from the Mid-western Region
4. Dhanusa adjoining Mahottari from the Central Region
5. Dhankuta adjoining Sunsari from the Eastern Region

Chapter II

NFE/literacy policies and strategies

2.1 An overview of the policies and strategies

NNEPC proposed that a number of adult education centers be developed in the country. It also planned to introduce an experimental illiteracy eradication campaign in some villages. ARNEC of 1962, NESP of 1970, PEP of 1980, BPEP I and II of 1990s, and EFA of 2000 followed the same tradition. But there were some potential differences between them. For example, NESP introduced two forms of non-formal education, the first was a general literacy program and the second was a functional literacy program. The general literacy program focused on the 3 Rs while the functional literacy program emphasized thematic knowledge blended with 3RS. PEP, BPEP, and EFA continued to give priority to functional approaches. Over the period notable changes occurred in different areas of NFE. But these changes were recommendatory. In order to find out whether these recommendations were transferred into practice the development plans (1956, 1962, 1965, 1970, 1980, 1985, 1992, 1997, and 2002) were reviewed. At the same time Basic and Primary Education Program documents and MTEF I and II (2002/3 - 2004/5 and 2003/4 - 2005/6) were also reviewed. The review showed some tangible shifts in literacy/NFE policies. The shifts thus identified are discussed in the following sub-sections. In reviewing the literacy/NFE policies terms like adult education, literacy education and NFE have been used interchangeably..

Changes in management

In the initial days the District Education Office was accountable for the operation of nine month long literacy/NFE activities. But in the second plan (1962) the nine month long literacy/NFE program was reduced to six months. In the third plan (1965) the then local political unit called Village/Municipality Panchayat was entrusted to conduct literacy classes. Class organizations such as Youth and Women were asked for their active cooperation to support the Village/Municipality Panchayat for literacy initiatives. This policy continued up to 1990. But with the reinstallation of democratic regime in the country in 1990 the school managed literacy of the early 1940s and Village/Municipality Panchayat managed literacy of the early 1970s were replaced by INGO/NGO, CBO managed literacy programs. During this period needs based programs were introduced. Similarly in the mid 1990s INGO NGO/CBO collaborative literacy education programs began. Furthermore, from the late 1990s, Government and NGO/CBO partnership for the implementation of literacy programs was initiated. These managerial provisions advocated by the education plans and MTEF I and II (2002/3 - 2004/5 and 2003/4 - 2005/6) were also reiterated in the development plans of 1992, 1997, and 2002.

The review shows that Nepal experimented with four managerial models to provide literacy/NFE education. In the first, literacy was managed by the bureaucracy but it was unable to reach those who really needed it in a way that was intended. In the second, local political units and class organizations were mobilized by the then political system but they could not be made accountable for the development and implementation of literacy education. In the third, NGO/INGO/CBO were entrusted to reach marginalized groups of people but they too could not guarantee easy access to literacy management. In the fourth model, both GOs and I/NGOs managed literacy education as a collaborative undertaking but this approach to literacy management could not last long because of the differences in the policies and systems of the two entities.

Changes in the pedagogical approach

Up to 1962 literacy education and school education used the same pedagogical approach, which was teaching the 3Rs. During that time the content of the education was found to have hardly any relationship to the day to day life of the people. But in 1962 the development plan made provision for literacy education to be linked with agriculture. The next shift was observed only after 1970 when UNESCO propagated a work-oriented pedagogical approach to teaching. In other words a teacher dominated pedagogical process was replaced by the participatory/dialogical learning approach propagated by Paulo Freire. And yet the literacy facilitators were not given freedom to question the current political system. In this sense, Freirian dialogical/participatory approach to teaching was readjusted to suit the country's political will. However, the traditional lecture approach to teaching was replaced by pictures and thematic discussions and the term adult education teacher was substituted by the term facilitator.

The development plan of 1980 also nurtured the thematic/dialogical/participatory approach to teaching by blending profession/occupation contents with literacy. This was followed by the development plan of 1992 which added additional contents such as health, cottage industry, environmental protection, and population subjects. In 2000, community literacy projects conducted by World Education/Nepal promoted multiple approaches to teaching. Scribes' approach to teaching is one of them. In this approach each scribe can develop or use his/her individual way of teaching.

Reflecting upon the earlier pedagogical changes in the field of literacy education we find three shifts. One, literacy providers realized that adults and children learn differently and hence experience based pedagogical processes were encouraged. Two, the introduction of a Freirian approach to teaching by David Walker promoted a dialogical/participatory approach. Third, community literacy advocated an individualized approach to teaching. These three international shifts influenced corresponding shifts in Nepali pedagogy.

Changes in the process of developing materials

Literacy materials produced in line with an alphabetical approach to teaching were changed into a similar letter approach to teaching designed by Laubach in the 1950s. But the second and the third development plans revised the material development process in the sense that they encouraged literacy/NFE organizers to use materials developed by other agencies as well. The introduction of a Frierian approach to literacy replaced the traditional approach of material development with a key word approach developed under the Frierian concept. Gradually learner-generated materials were developed during the post literacy and continuing education program of the 1980s. These material development processes have continued even with the change of the political system in 1990. Since 2000 efforts have been made to develop individualized reading materials through the use of a template approach to development. The above shifts imply that materials were developed in line with the pedagogical shift in literacy/NFE programs. Following the MTEF I and II (2002/3 - 2004/5 and 2003/4 - 2005/6) policies have been developed to link literacy with post literacy and continuing education programs.

Changes in the awareness process

Three forms of changes were observed in the awareness process. Firstly, in the earlier development and educational plans before the 1970s, planners realized that literacy education can raise peoples' awareness so they are able to function more effectively. Secondly, literacy/NFE pedagogues realized that people can be empowered through learning and action. In other words the sensitization approach of the 1960s was replaced by critical understanding i.e. conscientization and praxis of the 1970s. Thirdly, a rights based perspective was added to the conscientization approaches in the 2000s with the suggestion that people are not aware of their rights in our duty bound, traditional society. In doing so, an appreciative inquiry approach was used as a means to ensure peoples' increased awareness.

The three shifts in the process of awareness raising were reinforced by the contemporary development plans. This implies that philosophical orientations concerning non-formal education shaped the awareness raising processes practiced in Nepal.

Changes in modality

In the initial days of education and development plans, a 'literacy first' modality was encouraged. Literacy programs envisaged in the development plans of the 1956, 1962, and 1965 and those of the contemporary education plans are examples of these. In these plans, literacy alone was encouraged. The intensified literacy program of the 1970s under integrated development plans also advocated the 'literacy first' model. But the contents of the literacy programs were drawn from the lived lives of people. In relation to the literacy

campaign approach of the late 1980s, the life related contents were again reduced and general literacy programs were encouraged. The general literacy program thus insisted on reading, writing, and arithmetic rather than the thematic knowledge of the lived world. But during this time as well the 'literacy second' approach was initiated. Under this 'literacy second' approach, groups were federated, income generation programs were conducted and literacy was added as and when necessary. Very recently literacy has been added to rights education such as human rights, women's rights, and other forms of people's rights.

A review of the changes in literacy/NFE modality provides an insight into the way that literacy should serve the immediate needs of learners. They show how the development of research, the reflections of the literacy/NFE providers, the experiences of the literacy funding partners, and the input of technical providers all served to shape the policy changes related to literacy/ NFE modality.

The analysis of the introductory parts of the then education plans (NNEPC, 1956; ARNEC, 1962; NESP, 1970; RHEC, 1982; NEC, 1991; HLNEC, 2000; HLTF, 2003) and the development plans (1956, 1962, 1965, 1970, 1980, 1985, 1992, 1997, and 2002) indicate that a number of factors led to the changes mentioned above. These factors included: (a) political changes that forced non-formal education to be expanded (b) technocrats and bureaucrats having international exposure about non-formal education (c) the presence of expatriate experts in the country as consultants in the field of NFE (d) the growing involvement of INGOs of different countries with innovative ideas about NFE (e) the growing interests of local people to expand NFE, and (f) liberal SWC policies to register NGOs and CBOs.

Amidst the above changes non-formal education was also influenced by other factors, in particular, a new orientation of the concept of development, cultural practices, and a paradigm shift in education. As a result of the first of these factors NFE began to be seen as a means of development. The second factor regarded NFE as second chance education implying that those who were not able to receive formal education will have a second chance to be literate through literacy/NFE programs. The third factor shaped NFE as a vehicle to achieve the 3 RS, and as a vehicle for social and economic empowerment. In addition to this literacy began to be understood as an individualized, instruction/learning process.

Within this context the continuing education program was discussed and designed. In doing so many NFE actors used their experiences and expertise. But what have been the trends so far? What has been the good practice that has come out of both earlier and current efforts? Very little research has been conducted along these lines. And yet education planners have emphasized the need for certain changes to streamline literacy/NFE programs in Nepal. They include (a) local bodies should be developed as literacy/NFE providers (b) literacy/NFE

programs should be made equivalent to formal education and hence they should be developed as complementary courses letting the learner transfer from one program to another (c) literacy/NFE programs should embrace life related contents in their materials (d) modern media should be used as vehicle to reach the people of remote, rural, and interior parts of the country (e) libraries should be developed as literacy/NFE support agencies (f) literacy campaigns should be implemented in a gradual manner (g) educated volunteers such as high school and college students should be mobilized for the expansion of literacy/NFE activities (h) local organizations should be mobilized as literacy providers (i) coordinating agencies should be created at different levels to ensure linkages with all forms of literacy providers (j) community literacy centers should be developed as learning and earning centers for learners, and (k) literacy/NFE programs should be evolved as distance education programs/open learning education programs for the people of far-flung villages.

The analysis of policies/strategies also suggests future directions. Use of potential youth volunteers (no matter who they are) as literacy promoters, use of library and/or CLC as a venue for the expansion of literacy/NFE programs, and the use of local bodies, are some of the ways in which literacy/NFE programs could be expanded.

2.2 Financial Provision

According to the latest information obtained from NFEC, the government spends 1.5% of its education budget on literacy/NFE programs. The following table presents the government's budgetary provision for its literacy/NFE program.

Table 6: Budgetary provision and share of NFE

Year in BS.	National Budget	Education Budget	% of national budget for education	Allocated budget to literacy/NFE programs	% of educational budget to literacy/NFE programs
2059/60	96124796	11055611	11.5	70395	0.64
2060/61	102400000	15613274	15.24	77300	0.50
2061/62	11689900	18059654	16.17	120400	0.67

Source: CERID (2004). *Fact sheet*. Vol. 7. December, 2004.

The table above shows how, with the increase in the education budget, the budget for literacy/NFE has also increased. However, it also shows that literacy/NFE is often a neglected area which gets fewer resources for its program. The table below gives the budgetary distribution of education in Nepal including the share of literacy/NFE programs.

**Table 7: Allocation of budget on nonformal education
(Regular and development budget)
Fiscal Year 1995/96 to 2002/03**

(Rs '000)

Fiscal Year	Regular Budget		Development Budget		Total Budget on NFE	% of Total Education Budget on NFE
	Total	On NFE	Total	On NFE		
1995/96	4,729,367	0	2,501,212	74,093	74,093	1.02
1996/97	5,079,010	0	2,680,287	92,296	92,296	1.19
1997/98	5,455,467	0	2,659,446	120,000	120,000	1.48
1998/99	6,403,340	0	2,259,733	102,375	102,375	1.18
1999/2000	6,879,510	0	3,296,564	130,000	130,000	1.3
2000/01	8,262,986	0	3,486,593	144,979	144,979	1.23
2001/02	10,497,895	4,146	3,574,952	129,382	133,528	0.95
2002/03	11,055,611	0	3,346,810	70,395	70,395	0.5

Source: Education Information of Nepal 2001, MOES/HMGN; Budget Red Books of FY 2000/01, 2001/02 and 2002/03, Ministry of Finance/HMGN

The budgetary provision shows that literacy/NFE programs are not getting sufficient funding to address the educational needs of those who are illiterate. The table below presents the unit cost that each of the MOES literacy/NFE programs gets.

Table 8: NFEC's unit cost for literacy education (in NRs)

Program	Unit cost
Flexible school program	42,000 per center with 30 children for three years
School outreach program	42,000 per center with 30 children for three years
Women's literacy program	875 per participant for 6 months
Income generation program	5000 per beneficiary
Out of school children's program	875 per child per program
Block grant for CLC	50,000 per CLC per year

Source: EFA Core document.

Though the budget is provisioned as mentioned in the table above, the actual unit cost has been reduced to Rs. 650 in the last year. This signifies that literacy/NFE participants are not getting adequate input as was provisioned in the EFA core document. In the case of the non government sector the situation differs from agency to agency. For example, World Education Inc, which has worked exclusively in the area of non-formal education for three decades, spends almost double that of the government. Table 8 presents a budget of 2004/2005 as a testimony.

Table 8: Literacy/NFE budget of World Education Inc

Activity	Total (US)	In Rupees
Voc Education-SEEP	\$194,250	
NFE	\$241,252	
Scholarship	\$250,000	
Learning Circle	\$56,000	
Radio Listeners	\$31,025	
Total	\$772,527	54,849,417
Unit cost/class		
Voc Education-SEEP	\$595	
NFE-Adult	\$477	
NFE-GATE	\$434	
Learning Circle	\$60	
Radio Listeners' Group	\$337	

Comparison of the tables above raises a number of questions. For example, who is spending on literacy/non-formal education? What amount of money has been spent on literacy/NFE programs? What has been the unit cost of literacy/NFE organizing agencies? How do they vary from program to program? Do we need to have the same unit cost of literacy/NFE programs across the varied forms of literacy/NFE providers? These questions demand a separate financial analysis of literacy/NFE programs including the literacy providers' budgetary provisions which was not feasible to undertake in this study.

2.2.1 Literacy/NFE and PRSP, the tenth plan

Three sources viz., AIN, SWC, and NFEC were examined to find out the contribution of literacy/NFE to poverty reduction. Among these sources AIN mentioned its contribution to PRSP (2002 - 2007). According to this document, among other sector development initiatives, PRSP had the vision of raising the literacy rate to 63% under its four pillar

strategies called (a) broad based economic growth (b) social sector development including human development (c) social inclusion and targeted programs, and (d) good governance. INGOs share 14% of their resources with the PRSP initiatives which comes to Rs. 6.66 billion in Nepali currency. The first pillar gets 8% of the INGOs resources. For the second pillar INGOs spend 15%, for the third pillar it has provisioned 44%, and for the fourth pillar INGOs allotted 8% of their total budget (AIN, 2005). But the document does not mention the amount of budget for literacy initiatives as such, implying that it is very difficult to assess the contribution of INGOs for poverty reduction through literacy/NFE programs.

Similarly SWC and NFECs documents also do not provide the information in the form we expected. This situation calls for a study to reveal the contribution of literacy in PRSP.

2.3 International cooperation for literacy/NFE

Nepal has been getting international cooperation in literacy/NFE. The first form of such cooperation was given by UNICEF during the 1970s under EAWEP. In the 1970s the country secured the support of various international organizations for non-formal education. Similarly in the 1980s it got support for the implementation of a rural education program in Seti zone. This program was popular with Seti ERD project. From then on international agencies have been pouring their resources into education through government and non-government machineries. The process has been intensified with the Jomtein Conference of 1990.

Very recently two succinct international pushes encouraged countries like Nepal to work more in the field of literacy/NFE. EFA (2000) aimed to reduce illiteracy by half and MDG (2002) aimed to reduce the gender gap in literacy by 2005. Following the EFA spirit Nepal developed a core document (2003) and thematic documents (2003) to promote education along with literacy/non-formal education. The country has incorporated the spirit of these documents in its ongoing programs (interview with DOE personnel, July 2005). Similarly the MDG is said to be reflected in the PRSP document (NPC, 2005). In other words MDG goals # 1 and 3 are related to poverty reduction and gender parity through education. Ultimately the international push for literacy/NFE in Nepal is geared towards achieving sustainable literacy initiatives, gender parity in education, policy strengthening, quality literacy through partnership among the literacy/NFE providers, functional linkages between formal and non-formal education, creation of a literate environment, promotion of family literacy, linkages of literacy with the lived problems of the learners, good governance and ICT.

2.3.1 Support for national policy/strategy formulation

The literacy/NFE policy and strategy prepared by NFEC with the technical and financial assistance from ESAT/DANIDA recently produced a national policy/strategy document. This has yet to be approved as mentioned earlier in this report. This document has made some shifts in literacy/NFE trends. Examples of such shifts are presented in the appendix 3.

2.4 The gaps

Gaps exist between the intention of literacy/NFE plans and their implementation in the field. Such gaps have been identified and presented in the National Resource Master Plan (2005). In addition to this, some of the gaps that have been revealed through the analysis of this study have been mentioned in the implication section. These gaps can be summarized as (a) literacy/NFE organizers have different interpretations about the definition of literacy/NFE (b) literacy/NFE materials are yet to be developed in a continuum to satisfy the varied forms of learners' need (c) different plans are yet to be synchronized at planning as well as implementation levels (d) collaborative undertakings to address illiteracy are in their infancy and need immediate drive at the national, district, and the grassroots level, and (e) multi-lingual literacy materials demand bridging materials to move from mother tongue literacy to Nepali language literacy.

Chapter III

Government initiatives in Literacy/NFE

This chapter discusses the government's initiatives in literacy/NFE taking place outside of MOES. Literacy/NFE programs under MOES were discussed in the previous chapter. Other ministries such as the Ministry of Health and Ministry of Agriculture through their extension programs have been providing educational opportunities at grassroots level for a long time. Contributions made by these line ministries therefore cannot be disregarded. The information and discussions presented in this chapter are based both on document review and on field study.

3.1 Evolvement of government initiatives

NFE and literacy has been used as a sector development approach in Nepal for a long time. Some sectors have a longer history than others. For example, the agriculture extension program introduced during the Rana regime is still continuing. Currently, few line ministries with specific development agendas have extensive educational programs. However, although these ministries do not explicitly name it as NFE, their education programs do follow the NFE philosophy while educating their target population. The Ministry of Health, Ministry of Agriculture and Ministry of Forest and Soil Conservation are examples of this. These ministries, with the intention of changing the target population's behavior and informing and equipping them with desired skills and knowledge, began educational activities in a systematic manner along side other activities. For example the National Health Education, Information and Communication Centre, previously known as Health Education Section was established in 1961 under the auspices of the Ministry of Health. This section, through various means, educates the masses about health related problems, prevention and cure. The same ministry under its Family Health Division implements education programs for FCHVs. The purpose is to equip and update FCHVs with necessary knowledge and skills. Both face to face and audio visual media are used in educating FCHVs. Besides periodic training and refresher's training, a radio program supported by pictorial resource books is also designed to inform and educate FCHVs and mothers' groups.

Similarly, the Motivation and Education Unit was established under the community forest development project. This Unit was later established as the Communication and Publicity (Prachar Prashar) Division in the Ministry of Forest and Soil Conservation. Currently there is the Information and Communication Section under the Planning and Monitoring Division of

the Department of Forest. Besides information sharing and educating through different types of publications, the district level unit of the ministry also organize adult literacy for FUG members. The beneficiaries are of such programs are often women.

The Ministry of Agriculture, along with the conventional teaching and learning through literacy classes, expanded its educational approach through also using modern media. Programs like "JTA and Budhi Amai (elderly mother)" paved the road for the expansion of education through radio.

The district units of WDO under the Ministry of Women, Children and Social Welfare also organize literacy/NFE for women and girls if needed. Additionally WDOs also implement the NFEC distributed quota of women's literacy programs in their respective working areas.

Three trends were identified in the subject matter coverage and delivery approach of the extension programs. They include (a) oral literacy programs related to legal provisions, gender, and themes (health, agriculture, forest/soil conservation) (b) continuation of development of thematic areas including poverty reduction and non-formal approaches and (c) focus on contemporary issues (domestic violence, impact of insurgency, child rights, etc.) Appendix 4 provides the examples of the extension programs' coverage.

All four ministries mentioned above utilize both print and mass media (radio, video, documentary, etc.) to inform and educate their target population. The line ministries over a period of time have thus produced literacy, post literacy, continuing education materials and audio visual materials. But very few of these extension activities are linked with the other literacy/NFE organizing agencies (NGOs, INGOs, NFEC).

3.2 Implementation approach

The line ministries utilize their own channels to implement their educational programs. Oftentimes they use their district level mechanisms. For example, District Forest Offices and District Health Offices develop their own plans, programs and partnership within the framework prescribed by the center. The District Forest Office in partnership with local NGO and COBs implement adult literacy classes. Generally, the district level authority, depending on the field reality, jointly makes decisions with other partners about the implementation of literacy classes. These programs are reflected in the DPP as well.

3.3 Goal

Primarily the goal of the extension programs was to make people aware of their situation, help develop human resources and achieve the program objectives. In other words, human resource development is the ultimate aim of the educational programs of the line ministries. But, with the national and global changes, the goals of education programs have also changed. Inclusion of HIV/AIDS in the health awareness program, organic farming techniques in the agriculture extension programs, community forestry and utilization and marketing of non-timber products are some of the examples of such changes.

3.4 Resource management and mobilization approach

3.4.1 Human Resources

People with various abilities and interests are working in GOs. All of them are positioned within the government structure. However they also hire people for particular purposes and for particular projects. In the health sector FCHV provides a unique example of human resource mobilization and management. FCHVs are volunteer workers. Each Ward (lowest unit of governance) has one FCHV. They work closely with the mothers' groups to make people aware of health related matters.

The document analysis shows that (a) there are field persons like JT/JTA for the agriculture extension program, FCHVs and CHVs for the health education program, and *Heralu* and Forest Users' Group for the forest conservation program (b) there are agriculture officers like DADO, Community Health Officer for health education, and DFO for forest education program at the district level (c) there are Department Heads and information, communication, production and dissemination staff in the concerned ministries to provide bureaucratic back-up as well as technical expertise.

Since the education and information related activities of the line ministries are institutionalized the human resources working in them are mostly regular staff. Capacity building of such staff is thus also institutionalized. The literacy/NFE facilitators are however hired as and when needed and trained accordingly. Staff who work in the education and information related units/sections are provided with updated knowledge and technical know how. In addition to this regular staff development activities and donor sponsored capacity building programs also take place. For example NFHP of John Hopkins University which is being implemented by USAID grant has been providing capacity building training to the health education human resources of the Ministry of Health.

3.4.2 Financial resources

Two types of funds are being used for the extension program. Line Ministries provide regular funds through their functionaries (DRMN, 2005). But there is also a development fund which is granted by donors through a central level program and/or DDF through DTO (Ibid). The government of Australia and DANIDA for forest and natural resource management, USAID for health, and JICA for agriculture are some donors who significantly support the extension programs.

3.4.3 Physical resources

In most cases the extension programs own and utilize their own physical resources. For example, the agriculture extension program has training centers whereas the health sector has health posts which are utilized for educational activities as well. Nevertheless resource sharing is also practiced at field level. For example, in Dhanusa the WDO used primary schools to run its 12 week long literacy/NFE class in a primary school building every Saturday for six hours. The program was tailored to motivate mothers to send their daughters to school.

3.5 Documentation and publication

Training, literacy classes, audio visual programs, and publication and distribution of printed materials are methods widely used by the line ministries to educate their target population. As mentioned earlier all the extension programs and other literacy/NFE activities of the line ministries have produced and/or published a large number of both print and audio-visual materials for non-literates, literacy learners and neo literates. The review for example shows that there are (a) very general posters for people at grass roots level, both non literates and literates (b) reading materials for the literary learners and neo-literates (c) continuing literacy materials for the advanced level learners (d) technically difficult materials for the people like JT/JTA and (e) audio visual materials and audio cassettes for the public as well as for extension workers. See appendix 3 for examples.

Additionally, material produced and distributed in large scale by extension programs, has helped the practice and continuation of literacy skills of non-participating target groups as well. The farmers' bulletin made available by SFDP to the farmers in Banke, for example, would also help any neo literates from the area to improve their reading skills. However, since each sector is working independently of the other, the materials produced are not easily available for the use of the masses.

The donors sponsor the evaluation or review of the activities supported by themselves (for example IEC of the health sector) and publish reports. Discussions with some of the technocrats and bureaucrats at district and central level also indicated that there is a trend of conducting studies on the effectiveness and impact of IEC programs/materials. But circulation of such reports is limited to specific offices, sections or organizations.

3.6 Monitoring and evaluation

Since GOs extension program is conducted under a specific ministry the concerned ministry is responsible for their monitoring and evaluation. Ideally speaking the regular bureaucracy of the concerned ministries generates field information, creates individual files for employees, and monitors and evaluates the personnel's performance. The document review indicates that the line ministries have decentralized their monitoring system. For example, the sub district level personnel are responsible for monitoring and evaluating the literacy/NFE programs implemented in their respective districts. The field study also confirmed that the personnel from DFO, DHO and agriculture training centers supervise and get involved in evaluating the literacy/NFE activities. Moreover the district level mechanisms are liable to report to the central level about the outcome and impact. But since they are utilized for program purpose and to delineate the national status, the monitoring and evaluation reports are hardly ever made public. The only available documents in this regard are the regulations and by-laws of the concerned ministries that provide information about the roles and responsibilities of its employees. Moreover the documents inadequately explain how exactly the monitoring and evaluation systems work and what have been the strengths and weaknesses of the system.

3.7 Policy changes

A major shift in the policy of the extension programs occurred after the installation of multi party democracy in 1990. For example, the FCHV and information education programs of the Ministry of Health changed the structure of the institution to fit the changed political context. The introduction of Local Self Governance Act of 1999 was another landmark which changed the extension programs' implementation and decision making procedures. As a result the district level authorities began partnering with NGOs to implement the literacy/NFE activities as and when needed. The practice of developing and producing educational materials at local level can also be attributed to the policy changes in the extension programs. The proliferation of mass media has also changed the policy to some extent. For example, initially the agriculture program nurtured grand exhibition programs.

But now, with the availability of Radio and Television exhibitions, these have been reduced to plot demonstrations and group exhibitions. The following are additional examples of the policy shift over the period.

- From general to group specific demonstration: In the earlier days general exhibitions were organized to let people know about health and agriculture related information. But with the passage of time this policy has been changed to group presentation. Fishery raising groups organizing a demonstration program at their plots is an example of these policy changes
- From authority to facilitators as the organizer of the exhibition program: Increased advocacy in the practice of local governance and the empowerment of local people has increased the number of grassroots workers. Gradually high level personnel have been replaced by field level supervisors. In other words the sub district level personnel and the local partners (NGOs, CBOs,) began to share the responsibility of organizing the IEC activities including literacy/NFE.
- From awareness to literacy linkages: Recently information giving and the process of empowerment through group initiatives have been blended. Consequently extension programs have been a venue for literacy education and literacy education sessions have been a place for awareness programs. This change is seen in community forestry groups, small farmers groups and health mobilizers such as FCHVs and mothers groups.

Chapter IV

NGOs in Literacy/NFE

In this chapter literacy/NFE initiatives made by the non government sector are discussed. This also includes looking at literacy developments amongst small, informally organized groups of people. As in the earlier chapter the discussion is based both on document review and on empirical studies made in the five selected districts.

4.1 Evolvement of NGO and CBO initiatives

Nepal has a tradition of caste or ethnicity based community organizations. For example Guthi (trust) is an indigenous organization of the Newari ethnic group, whereas *Bhalmansa* belongs to the Tharu community. Such traditional CBOs and NGOs organized educational as well as other activities for the benefit of their communities and are still involved in community welfare activities.

NGOs and CBOs currently working in Nepal in the modern development field can be generally categorized under four broad headings. The first type of NGOs and CBOs are those registered under CDO Office and are exclusively established by INGOs to implement their activities. Such types of NGOs could be operating at both local and national level. ECTA, Samjhauta, and World Education Nepal are some examples of this type. NGOs and CBOs registered under the same system but established by groups of like minded people to carry out research or any other development activities are the second type of non government organizations. This type could be operating locally or nationally. RRN, Seto Gurans, DidiBahini, Innovative Forum for Community Development and NFENRC are some examples of this type. The third type of organization is CBOs registered under VDC which work only at local level. This type of CBO oftentimes evolves from an indigenous group or forum. Aama Samuha (mothers' group) is a well-known example of this type of CBO. The fourth type of CBOs are registered under different Acts such as the Forest Act or the Water Resource Act and function locally. FUG and the water users' group are prominent examples of this type of CBOs. All the NGOs and CBOs, irrespective of their type, are involved in activities related to development and/or community development. Such development activities range from modern development agendas such as non formal education to quality formal education to just building temples or foot trails.

However, a gradual shift in coverage and approach occurred in literacy and NFE. This shift can also be attributed to the changing development agendas of the donor agencies. For example World Education Nepal began simply with literacy education for adults. It added post literacy through contact sessions. The subject matter of the post literacy revolved around social and/or health issues. It expanded to adolescent girls' education with a focus on health issues; to farmers' education with a focus on sustainable agriculture, to child labor education. The content of literacy education of World Education Nepal also shifted accordingly from functional to critical with the inclusion of women's empowerment, gender justice, etc. The medium of teaching and learning also expanded from classroom teaching to audio-visual. This kind of shift is noticed in the case of other NGOs and CBOs as well but particularly among those partnering with INGOs.

4.2 Implementation approach

Review of the documentation shows that six major contents are linked with NGOs' literacy/NFE programs. They include (a) literacy blended with rights (b) literacy blended with life related information (c) literacy blended with gender relation (d) literacy blended with indigenous education (e) literacy blended with power dynamism, and (f) literacy blended with awareness (Appendix 5). But in the implementation of these literacy programs one can see three major traditions. For example, some NGOs or CBOs implement literacy/NFE on their own. Some others directly follow the guided implementation process of their sponsoring agencies (INGOs, GOs) whereas others run literacy/NFE classes through a contract or sub contract from NFEC or INGOs or larger NGOs. Therefore, depending on the type of NGO/CBO, the literacy or NFE programs/classes are implemented in different ways. NGOs belonging to type one and operating at national level would sub-contract the task to the second type of NGOs/CBOs to implement the program. In this the main contracting NGO/CBO either directly follows the strategies of the sponsoring INGOs or modifies and devises its own strategies, or it may also implement on its own. Seto Gurnas is an example of this. Seto Gurnas has its branches at district and sub district levels but they act independently of the central body and so their literacy/NFE implementation approaches may also vary. The sub contracting NGO/CBO, however, just follows the directives of the main contractor. NGOs like BASE and World Education Nepal sub contract local CBOs/NGOs to implement their educational programs. Thus layers of administrative and managerial personnel are found to be operating for the implementation of one type of literacy/NFE program. In the case of indigenous CBOs, they are either directly used by the INGOs or they themselves implement the programs.

Oftentimes NGOs create their own mechanisms for implementing literacy/NFE programs. They form their own groups; require a separate administrative set up, etc. But there are exceptions as well. For example Himawanti District branch of Kaski implemented its literacy/NFE program through FUGs which is an already established mechanism.

Additionally examples of literacy/NFE implemented by schools, local clubs and activist organizations are also found.

4.3 Goal

Most NGOs and CBOs, except the indigenous ones, are found to be driven by an overarching goal of social equality and economic growth. Those which were prompted by conservation and management of natural resources also embrace the equality and economic empowerment of the poor and disadvantaged. NGOs and CBOs pursuing only one sector are rarely found. They take up or implement any type of development activities or programs that are assumed to benefit the disadvantaged population. The activities thus justify the goal. Most NGOs provide literacy and NFE programs as vehicles to achieve their goal of social development, social equality, gender equality, political participation, or economic growth. For example RRN organizes literacy and NFE to strengthen the effect of its other activities. It is also assumed to be easier for the NGOs/CBOs to enhance participants' knowledge and skills in certain areas if they know how to read or write.

Literacy/NFE goals have also shifted according to the change in the overall development agenda and socio-political context. Thus the goal of teaching mere literacy expanded and multiple goals emerged. For example those with an economic growth agenda aimed to make the target population economically better off. Similarly, those interested to identify as well as maximize the use of literacy tilted towards the goal of ethnographic literacy, whereas those interested in ensuring socio-political justice picked up critical issues as well as human rights as their goals.

4.4 Target Population

Historically NGOs, CBOs or indigenous groups/organizations like Guthi and Buddhist Monasteries began their literacy/NFE initiatives to train mostly adult males and children to read, write and do simple mathematics. Children, mostly boys, were taught to prepare them for either religious tasks or for formal education. Gradually, with the introduction of modern education and modern development concepts, the target population also changed. Women and girls began to be the primary targets primarily because their literacy and overall

educational status remained lower than that of their male counterparts. Moreover, women and girls with low education or no education are generally deprived of many opportunities and options in life. The need to ensure justice and equality/equity in society was thus seriously recognized. It is also assumed that the higher the literate and/or formally educated female population the faster the nation building process will progress. In this context international as well as national development initiatives, guided by the principle of gender equality and gender mainstreaming, massively promoted female education in all development sectors (e.g. natural resources management, health, agriculture, micro enterprises, etc.). As a result Nepali NGOs and CBOs also began to target women. Children are also still targeted with the objective of preparing them either for formal education or for the world of work.

4.5 Resource management and mobilization approach

4.5.1 Human resources

NGOs apply different modalities to select and hire their literacy/NFE personnel. The selection of higher level personnel however differs from the selection and hiring of lower level field based personnel such as facilitators, supervisors, etc. The selection of facilitators and local supervisors may be less rigid and less formal. When talking about different approaches used in hiring literacy/NFE personnel it is worth mentioning the approach used by Jit Nepal in Kaski. Jit Nepal invited 30 potential facilitators for two days training. The participants were provided with only tea and snacks for the whole day's training. The second day only two showed up. The organization hired these two. The techniques allowed the organization to judge the motivation and dedication of the potential facilitators and decide upon the right ones. Satighat Women Community FUG's approach was also unique. The group checked the commitment level and only hired those facilitators and supervisors who were committed to be hundred-percent regular.

Different NGOs follow different approaches to human resource development. For example, LWF supported an NGO at Kailali and Kanchanpur districts to capacitate people at grass roots level through (a) involving local elites for street drama (b) thematic discussion under REFLECT program (c) awards for successful learners, and (d) national as well as international exposure tours supported by UNICEF. Training is the major approach for building the capacity of literacy personnel. Training of field level practitioners usually included all the current issues and subject matter that would affect learners' lives. Generally pre-service and refresher training are provided for literacy/NFE facilitators and supervisors.

However, the ongoing issue based training provided to facilitators during their service period by CLPN and partner NGOs in Dhankuta was more unusual.

4.5.2 Financial management and mobilization

The indigenous organizations and/or CBOs traditionally collected money in the form of a levy or charity donation to implement community programs including literacy classes. But, with the exception of Guthis, other traditionally established CBOs shifted from self reliance to dependency in financial matters. The influx of outside monetary support is one of the reasons behind this shift. This shift introduced a proposal writing culture to obtain external financial support. The extent of the external support, after reaching a height, began to shrink, not necessarily because of a reduction in the amount of money coming into the country but because of mushrooming CBOs and NGOs competing with each other for funds.

Indigenous organizations like Guthi still function with their own resources. The current status of other NGOs and CBOs shows that most of them, with a few exceptions, are operating with external financial support. Almost all of the literacy or NFE programs/classes managed by NGOs/CBOs receive funding from outside donors. CBOs such as FUGs however, in most cases generate their own funds from membership and by selling the forest products which they utilize in community development activities such as literacy classes. There are also examples of post literacy initiatives organized by the literacy graduates without outside support. For example, a literacy related sharing workshop was organized by women from FUGs on their own in Dhankuta. Some women's groups were also found to be self-supporting. For example, some Gurung women of Pokhara paid to become literate.

Some emerging National NGOs like RRN, though relying heavily on international donors, have also slowly begun to generate their own resources. RRN organizes training and charges fees, and also rents out its hostel facilities for use by other agencies. However it is not certain whether such NGOs would invest in literacy/NFE activities from their own sources if outside sources ceased.

4.6 Documentation and Publications

Documentation of literacy programs has been an on-going problem in the NGO sector. The documentation is limited to satisfying the requirement of the donors about the output or impact. Reports are oftentimes limited to quantitative information. Documents about the literacy/NFE programs implemented by NGOs/CBOs by themselves are rarely available. In general the documentation is not a felt need of the NGOs/CBOs. Nevertheless bulletins, wall

newspapers, learner generated materials, and small booklets with news, poems, stories and articles reflecting the improvements made and changes brought about at personal and community level by the literacy/NFE programs are published by some NGOs/CBOs. BASE, SECAW, and World Education Nepal are some NGOs involved in such publications. Some NGOs like Innovative Forum and NFENRC are exclusively involved in literacy and NFE related research, training and publications. The publications primarily include training packages, manuals and supplementary readers. Besides these NGOs also conduct sponsored research and program evaluations. Depending on the terms and conditions they also publish reports of such studies. Nevertheless, some attempt has been made to initiate a culture of documenting NGO practices. For example SAMARPAN, an NGO working in several districts including Banke, organized a documentation workshop with participation of all the partners including sponsoring agencies in Nawalparasi. A collection of success stories from its working districts in the form of a book was also published.

4.7 Monitoring and Evaluation

Those NGOs implementing literacy/NFE with outside support are usually monitored and evaluated by their funding partner. For example, NGOs exclusively operating with INGO's support, are monitored by that specific INGO. Joint monitoring has also come into practice. This kind of approach promoted by INGOs is also known as team monitoring. The team consists of representatives from the implementing NGO, participants, the sponsoring INGO and community members. Additionally, oftentimes a set format is made available to the NGOs to periodically record their progress and output. Internal periodic evaluation as well as external evaluation of the program is also conducted by INGOs to evaluate the programs implemented by partner NGOs.

In the case of learners' evaluation almost all of the NGOs have practiced paper and pencil test to evaluate performance.

4.8 Policy changes

Many forces helped NGOs change their policies in literacy/NFE. The changes captured in the available documents are discussed below.

- From stereotypic approaches to the accommodation of contemporary thoughts and actions: NGOs over the years have been accommodating. In the earlier days they were conducting literacy alone programs. Gradually they moved to literacy as an entry point program. In the third wave they championed awareness raising, income generation, and continuing learning programs as part of the literacy package. In this

sense they are shifting from a focus solely on the program to the individual's total development through a "one door development" formula.

- From "single show" to partnership: Initially NGOs were working as an individual force. But over time they have been moving towards mutual sharing. This sharing culture has been noticed during seminars and workshops organized by their donors.
- From a set target group to emerging target groups: NGOs over the years have been changing their focus from a single target group to emergent target groups. In other words they are now moving towards specialized groups of people. For example some of the NGOs have been addressing children affected by conflict while others are providing support to those parents affected by conflict especially single mothers. In other words NGOs' beneficiaries have been changing over the periods. Consequently they have been changing their policies as well.
- From single to multiple partners: In the early days NGOs were reliant on a single partner for their financial support. But now, with the growing interest of a number of international financiers and technical supporters, NGOs are generating their financial resources from many partners.
- From general to specialization: With some exception such as CWIN, NGOs in the past did not have dedicated areas of work; they were rather generalist. But now with the passage of time they have begun to focus on specialized groups of people.
- From individual to umbrella organization: Initially NGOs emerged as individual agencies. Gradually they have begun to act as an umbrella to homogenous groups of organizations. Dalits', women's, and Janajatis' organizations are heading in this direction. Besides this there have been children's and women's organizations as well.
- From single step to networking: To begin with NGOs followed their own, individual path. More recently they have been becoming part of a wider network. In this way they have been working as trade unionists, within civil society, and as a professional groups of people.
- From donor dependency to economic independency: Indigenous NGOs were supported by the local people. But with the coming of external partners in the country both mechanical and organic NGOs begin to look for external support. Very recently these NGOs have been talking about sustainable development based on sustainable funding sources.
- From donors' agenda to negotiated agenda: NGOs in many instances, have been flying the flag of the donors' agenda. But as they gained experience in the field they have been developing a more negotiated agenda. The realization for the need for negotiation and flexibility has been a two way process which has led to changes both by the donors and the recipient NGOs.

Chapter V

INGOs in literacy/NFE

This chapter discusses INGO's initiatives in literacy/NFE in Nepal. The discussion is based on the findings of a document review as well as field study.

5.1 Evolvement of INGOs' initiatives

A half century ago UMN began to work in the field of education in Nepal as an INGO. Currently there are 108 INGOs registered at SWC. Out of them 47 work in the field of education and 23 of them organize literacy/NFE programs (Appendix 6). An analysis of INGOs' brochures, annual reports, strategy papers, and project study reports revealed that they aim to reach the underserved people and those deprived of basic services of 444 VDCs/Municipalities of 44 districts of the country (SWC record, 2005).

5.2 Implementation approach

Initially INGOs worked directly at the grassroots level but the 9th Five Year Plan proposed that INGOs should work through NGOs and CBOs/POs. Since then this trend has been gradually implemented. The 10th Five Year Plan reinforced this proposition and SWC made it mandatory for INGOs to follow this. Currently, with some exceptions such as ETC (Thapa, 2004), INGOs are implementing their literacy/NFE programs in the community through (a) users' groups that they form for a specific purpose such as goat raising groups (b) users' groups that other INGOs form for their purposes (c) CBOs/NGOs/POs that already exist in the village/municipality (d) national NGOs that the ex-employees of INGOs established such as *Samjhauta* (established by the employees of PACT) (e) local NGOs and clubs (f) and national NGOs that are already established such as RRN. But none of the INGOs have devised collaborative literacy programs and mainstreamed them.

INGOs have used five different approaches to reach the underserved or under privileged people of Nepal. Approaches, goals and the target groups of literacy/NFE program of INGOs are presented in the table below.

Table 1: INGOs' approaches, targets and goals of literacy

Approaches	Exemplar INGOs	Major target group	Goal
Relief and/or basic need support	ADRA Nepal, World Vision	Women	Literacy for information sharing
Rights based movement approach <ul style="list-style-type: none"> • Child rights • Human rights • Dalit's rights • IP's rights • Women's rights • Madhesi's rights 	LWF, SC (US), SC (UK), SC (Japan)	Women, men and children	Literacy for empowerment
Capacity building	World Education Inc, HKI, MS. Nepal, PACT Nepal	Women and children	Literacy as an entry point for income generation activities
Empowerment program <ul style="list-style-type: none"> • Lobby • Advocacy • Dialogue and discourse 	Action Aid, Read Nepal, NACRMLP, NARMSAP	Women, men, and children	Literacy for empowerment, self governance and income generation program
Community mobilization	World Neighbor, NLT,	Women and adolescent	Literacy for information sharing

NACRMLP which has been working in the forestry sector for many years has been changing its approach to empower women. Starting with mere literacy for women in forestry and/or natural resource management it has developed into a comprehensive family linked approach. The absence of desired outcomes in relation to women's participation in natural resource management has made the project change its literacy strategies and approaches time and again.

The field study found that though INGOs implement their literacy/NFE programs through partner NGOS/CBOs they are present in most program districts. Major INGOs such as Plan Nepal, Save the Children US, ADRA Nepal for example have their offices and staff at the district level and keep direct and regular contact with partner organizations during the program implementation period.

5.3 Human resource management approach

Literature and discussion with some of the NGO authorities revealed that the INGOs have been managing human resources in different ways. In relation to personnel in general, excluding the literacy/NFE facilitators and local supervisors, INGOs apply one approach. In the case of literacy/NFE facilitators and local supervisors different approaches are applied. For example some publish vacancy notices in a local paper, short list the candidates and interview them; but some leave it to the learners and or community members to select facilitators and supervisors. When using these approaches INGOs often times attempt to ensure gender balance, caste/ethnic balance, and regional balance. But the review of the employed personnel's data (INSEC, 2004), shows that there have been imbalances in the make up of the literacy/NFE personnel. The following table presents the study findings of the 39 I/NGOs and many of them involved in organizing literacy/NFE programs.

Table 2: Composition of INGOs human resources

Ethnic/caste composition		Dalit composition	
		Bilateral INGOs	Multilateral INGOs
B/C	52	1.6	0.3
Newar	23		
Dalit	6.7		
Janajati	18.3		

Generally INGO personnel are capacitated through training, exposure visits, exchange programs, and instruction from supervisors during their visits to the work stations. Seminars and workshops are also put on for capacity development. Nevertheless capacity building of literacy/NFE personnel depends on the nature of an individual's roles and responsibilities. For example, facilitators and supervisors are provided with issue based as well as pedagogical and supervisory training. Other personnel are provided with issue based as well as role/responsibility training. Sometimes these personnel are also sent aboard for training.

The discussion and the personnel interviews with some of the NGOs revealed that there is an absence of systematic human resource planning in INGOs. (UNESCO, 2005) As a result no systematic efforts could be found to produce competent human resources (Ibid).

5.4 Funding mechanism

INGOs in Nepal have been generating financial support from different sources. A review of INGOs funding sources (AIN, 2004) indicates that they draw funds using a variety of approaches. The analysis of these sources shows that some of the INGOs collect donations from the organizational donors as well as individual donors. In doing so they may lobby for the cause and issue that they work for or may even show pictures of poor and vulnerable people. Plan Nepal, World Vision, LWF, Care International and Action Aid Nepal are among those who use this approach. Some INGOs get funds from the government of their specific country. VSO, and MS Nepal are among such INGOs. The third approach that the INGOs utilize is competing for internationally available grants for literacy/NFE. World Education Inc. is an example who uses this type of fund raising approach. The fourth approach is to obtain funds from religious institutions. UMN for example obtains financial support from the Christian Missionary. As well as these approaches some of the INGOs generate financial resources from multilateral sources and others raise money from bilateral donors.

5.5 Monitoring and evaluation

INGOs use different approaches to monitor and evaluate their literacy/NFE programs. In the earlier days INGOs monitored their programs through their field supervisors. Except ETC Nepal all INGOs, following the SWC's mandatory rules, monitoring and supervising their programs through partner organizations. Nevertheless, since they are the sponsoring agencies, INGOs evaluate their programs directly as well. The monitoring and evaluation approaches usually include (a) organization of a sharing session between the partner organizations, (b) small group meetings with some of the partner organizations (c) assignment of an "amicable person" who can go to the field in the case of conflict prone areas (d) application of independent research or evaluation, and (e) periodic reports submitted by partner organizations. In the light of these changes and the use of multiple approaches to monitoring and evaluation of literacy/NFE activities, the document review as well as the field visits revealed the following positive directions.

- Leadership qualities of the CBO/NGO partners have been developed at institutional level
- INGOs' partner organizations such as CBOs/NGOs have been capacitated
- INGO personnel have been saving their time, efforts, and resources and utilizing them in other activities such as lobbying at policy level.

5.6 Documentation and publication

INGOs have been producing a number of reading, training, and learning materials (See NFE Resource Master Plan, UNESCO). Some of them are also doing research and sharing their reports with others. But most of the INGOs are producing materials to address the learning needs of neo-literate people. This finding implies that INGOs focus more on the implementation aspects of their agenda/program. Secondly, with the exception of certain INGOs such as World Education, they have not given so much attention to literacy/NFE programs. Thirdly, there have been no examples that provide knowledge about the cumulative practices of all INGOs. Similarly there is hardly any documentation in which one can get information about research done in the field of literacy/NFE although various research has been undertaken in the area of literacy/ NFE as has been mentioned earlier in this report.

5.7 Policy changes

There have been policy changes in INGO's literacy/NFE over time. These changes are discussed under different headings below.

- From infrastructure to human resource development initiatives: Save the Children (US) and Plan Nepal for example used to develop infrastructure centrally during their initial days. However, gradually they have begun to train local people and asked them to manage the program independently.
- From rich to marginalized communities: Whom to put first was a problem faced by INGOs in their earlier days. But with the passage of time there have been changes in INGOs' target groups. These changes can be observed in their approaches to target group identification. Some of the approaches to identify marginalized communities include (a) identification of the poorest of the poor groups of the SC Alliance (b) use of PRA process to identify target groups, used by LWF at Kanchanpur and Kailali districts (c) use of a snowballing system to reach the poor, used by the World Education, Inc (d) identification of the poorest of the poor through recommendations of VDC/municipality, used by LWF, PACT, CARE Nepal, and ADRA Nepal (e) use of organizational functionaries for the identification of marginalized people to be served, used by UMN (f) baseline survey of potential areas for the identification of marginalized people, used by GTZ and MS Nepal, and (g) employees' recommendations on how to reach specific groups of people, used by World Education Inc.

- From coaching to co-opting to active participation: Initially INGOs coached or instructed people through literacy/NFE programs. During coaching or instructing they provided the knowledge and skills about particular themes or subject matters. The value associated with this approach was it made literacy functional. Gradually INGOs changed their coaching/instructing practice into co-opting practice. In this approach they identified some of the good practices of the literacy learners and tried to co-opt the knowledge through their learning materials and teaching practices. With the introduction of this active participation approach to literacy/NFE, INGOs also followed a participatory approach to teaching and shared learning. World Education Inc, LWF, SCJ, SCUS are INGOs who have tried this approach.
- From a uniform to a diverse approach: At the outset most of the INGOs promoted a uniform approach to literacy. But with the passage of time they reflected that a single literacy approach cannot address the varied needs of literacy learners. Following this realization INGOs like World Education Inc. introduced ethnographic literacies through World Education Nepal. This NGO promoted multiple literacies programs. In doing so it nurtured the traditional approach of scribes and brought together a group of scribes. These scribes in time emerged as literacy promoters for the community. But these ethnographic literacies still require more nurturing.
- From group to family to community: In the beginning INGOs promoted group literacy. In other words they focused on the needs of the learners' in groups. Gradually the concept of family literacy emerged. Save the Children US took a lead to promote this concept. Through the family literacy initiative, every day items to be found in the home were used as learning materials. Finally, community literacy programs focused attention on individual learner's learning needs.

Chapter VI

Experiences from the field

This chapter of the report is primarily based on the field study conducted in the five selected districts and presents good and unique practices in the areas of literacy and NFE. In addition some good practices and/or examples derived from various documents are also included. In this chapter different aspects of literacy/NFE practices are reported separately. One of the reasons for doing this is that no one organization was identified as having good practice in every aspect of literacy/NFE implementation. Some examples and cases have already been mentioned in the previous chapters where appropriate.

The intention of collecting good practice was not to rate or evaluate literacy providers. Instead the intention was to (a) highlight existing good practice in different aspects of literacy/NFE programs because they are rarely brought to light in mainstream research and (b) propose a better yet not foreign modality for the future.

Most NGOs implementing literacy/NFE programs were partnered with more than one INGO and were carrying out multiple activities. This made it difficult to determine which of the literacy/NFE activities were funded by whom and who should be credited. INGOs which were present in the districts had partnerships with NGOs and CBOs. This it was difficult to determine whether the INGO or the NGO/CBO should be credited for certain good practice. However, despite this confusion, we have highlighted practices that were unique, innovative, and perceived to be good by the implementers and beneficiaries.

6.1 Selection of facilitators

Within the parameters of basic requirements in terms of educational qualifications generally five trends were found to be present in the selection of literacy/NFE facilitators. One, in many cases attempts were made to hire those already trained and experienced in facilitating literacy/NFE. This was practiced by NFEC/DEO as well as by other agencies. Two, an announcement was made in a local paper. People who applied were interviewed. The interview basically tested the knowledge, skills and attitude of the applicants. FECOFUN, Dhankuta applied this method and it was also found in Dhanusa and Mahottari. Three, in the case of literacy/NFE programs implemented by local clubs, facilitators were chosen from existing members of the club. Four, facilitators were selected by the participants out of the local community. This was practiced for example by the potential learners of NFEC/DEO and SFDP of the Agriculture Development Bank, PARDEP, Dhankuta. Five, facilitator selection was done through training. See box below for details of this approach.

Jit Nepal an NGO working in Kaski district invited 30 potential facilitators for two days training. The participants were provided with only tea and snacks for whole day's training. On the second day only two showed up. The organization hired these two. The techniques allowed the organization to judge motivation and dedication of potential facilitators. facilitators and decide the right ones

Whatever methods were used the basic qualities looked for in facilitators by any organization were the level of dedication, friendliness, and attitude. The facilitator selection practices also showed that in many cases organisations or groups used trained and experienced facilitators on more than one occasion.

6.2 Objective setting

In the case of adult literacy programs implemented by INGOs/NGOs objective setting was a joint venture. Social workers, INGO representatives, NGO representatives, school teachers, community members and potential learners were all involved in setting objectives. For example in the case of PARDEP, an NGO working in the area of vegetable farming, the potential learners identified the objectives and areas to be focused on in literacy and also within the area of vegetable farming and marketing. A village meeting was also often held before launching the literacy/NFE program so as to notify the community and to allow community members to include their concerns in the program.

6.3 Management

The NFEC concept of having a class management committee was widely practiced in most literacy/NFE programs. In addition to this some NGOs had formulated a separate LSC to liaise between the community and the program as well as to govern and manage the classes. In most adult literacy classes timing is negotiated with the learners and flexibility is applied in deciding on timing. Some organizations like Himawanti of Kaski were found to be using existing mechanisms such as FUG for the management and implementation of literacy programs instead of creating a whole new mechanism. This practice saved cost.

6.4 Target Identification

Most INGO, NGO, Club, FECOFUN have targeted programs with targeted beneficiaries. The targeted population for most adult literacy programs included women, Dalits, janajatis, girl children or children from disadvantaged communities. Many organizations put on a

variety of programs and in most cases beneficiaries of these programs had demanded literacy classes. SFDP, DFO, and FECOFUN sponsored adult literacy programs were also put on in response to demand from their beneficiaries.

6.5 Community mobilization

Mobilization of the community especially for women, girls and child labor education was crucial in all five districts. Different methods to gain the community's moral, financial and physical support were practiced depending on the context in which the programs were implemented. For example UNESCO, an NGO working in Banke, mobilized Islamic priests. Similarly, BASE captured the spirit and zeal of youths in their selection of sites, as well as mobilizing other community members for education. LSC of BASE was another method of mobilizing the community for literacy/NFE movement. LSC went as far as providing kerosene for the literacy class which was reimbursed on a monthly basis.

A DEO literacy facilitator in Dhankuta fixed her own criteria to select potential learners. Her criteria were: women with an alcoholic husband and households with no literate members, with many children, and without an apparent source of income.

UNESCO Banke, established as a branch of UNESCO Club, is now registered as an NGO. UNESCO Banke which works specifically with Muslims and Abadhi speaking community oriented Maulanas (Islamic religious leaders/gurus) on the importance and need for female education by using concepts and perspectives from the Koran and Hadith. UNESCO Banke has implemented programs sponsored by many organizations such as PACT, Save the Children US, and World Education Nepal.

Digo Bikas program of SECAW on the other hand mobilized both husbands and wives of the Dalit communities simultaneously in some of the VDCs of Achham to raise awareness about social practices. This process resulted in many changes. One, gender training became a part of the development processes. Two, women got more exposure. Three, non-Dalits became jealous and hence improved their practices along with Dalit couples in order to preserve their social ego. If the participants realized the need for literacy skills (i.e. reading and writing) after the awareness raising activities the program organized literacy classes for them. This practice of Digo Bikas program served to create demand for literacy class.

6.6 Resource sharing

The field visits revealed that physical, technical, financial and human resource sharing among INGOs, GO and NGOs was practiced in many cases. Besides this, concept or idea

A self-motivated self-emerged learners' group of Gurung women from Pokhara was provided with premises to run a literacy class by a Buddhist monastery-Gaighat Sukapati Gumba, paid the facilitator out of their own pocket.

sharing among organizations was also found. For example the use of NFEC trainers and materials by NGOs in all selected districts by NGOs or extension programs of line ministries, and a Limbu-Nepali dictionary prepared by SOLVE Nepal in Dhankuta and used by Red Cross, are both examples of good practice in human and physical resources sharing among literacy/NFE providers. Similarly, World Education Nepal assisting other NGOs in material development in Nepalgunj was an example of technical resource sharing.

Financial resource sharing by participants themselves was also noteworthy. There were examples where learners paid to become literate. See box below.

The Multipurpose Community Development and Awareness Forum of Pokhara used school classrooms or FUGs' community center or premises of a local women's group or public shelters in which to run street children's classes. WDO used primary schools to run its women's literacy/NFE class. Nepali traditional practice of scribes revived by CLPN and used by its partner NGOs in Dhankuta for the benefit of the literacy learners was also a good example of human resource sharing.

6.7 Networking, partnership and coordination

NFEC's concept of a committee with representation from DDC and other stakeholders at district level to coordinate NFE/Literacy was practiced in all the selected districts. INGOs, due to several reasons including national policy, began partnering and coordinating with local or national NGOs, CBOs and GOs to implement their development activities some time ago. As well as this inter-agency partnering was also practiced like that which occurred between NNSWA, CCS and BASE. In order to avoid duplication and to maximise utilization of available resources INGOs and/or partner NGOs jointly decided the target population and the location. This practice was more common in the far west.

Three leading NGOs of the far western region- BASE, NNSWA and CCS mutually divided working areas in Kailali and Kanchanpur. All three had the same objective, which was the promotion of literacy and the socio-economic enhancement of disadvantaged people, therefore they found it more meaningful and efficient to divide the Territory.

Similarly, DEO provided human, material and financial resources to OSP and FSP but INGOs/NGOs provided incentives schemes for the participants and their parents to give continuity to children's education.

Networking among small scale CBOs was also found. For example networking existed among CLCs. But UNESCO made this more feasible by organizing workshops, visits and seminars for CLC members periodically. CLPN supported NGOs were also found to be sharing their experiences in Dhankuta. During the project period they also jointly published a local news bulletin. Partnership among community members and implementing agencies in implementing, monitoring, supervision and evaluation was also noteworthy. For example DEOs of Dhanusa and Mahottari have been working in partnership with Aasaman Nepal in implementing and monitoring NFE for children. There are also other examples of partnering in monitoring and evaluation which are presented later in this section.

The observation indicate that there was: (a) issue focused networking such as GCE (b) NGOs' networks such as NGO Federation and (c) like minded individuals' networks such as Forum for Popular Education- Education Network, Nepal (d) issue focused short lived networks such as INGO promoted networks among partner NGOs , and (e) donor promoted networks such as NGOCC.

6.8 Human resource development

In addition to the regular training NFE personnel, including facilitators and supervisors from most of the programs, received issue based training as well as exposure visits as part of human resource development. The organizations with specific banners such as INSEC and GRINSO provided training on human rights and legal rights to literacy/NFE personnel working in other organizations as well. UNICEF on the other hand sponsored exposure visits for representatives from 15 NGOs involved in OSP from Banke to Bangladesh. Most facilitators played a dual role. One was teaching and another was community/family mobilization. Additionally, in the case of SFDP mobilizers/facilitators provided technical input to farmers at their work place. Therefore most INGOs, NGOs, and NFEC/DEO provided training to their practitioners in multiple areas such as pedagogy, monitoring, supervision, learners' evaluation, community mobilization, and on agencies' development agendas (health, income generation, human rights, women's rights, legal rights, social issues, human trafficking, etc.). Gender issues and/or gender perspective however cut across all types of training. The practices of human resource development mentioned above show how NFE/literacy personnel were made aware of the current issues and subject matter that would affect learners' lives.

6.9 Pedagogical methods

Most literacy and NFE programs used multiple approaches in teaching. Lecture, discussion, tour, etc are commonly used methods. An eclectic approach was also used in some cases. LEA, PLA, LGM in teaching/learning and analytical discussion after listening to the radio among learners were used by Save the Children US in Banke. LWF used REFLECT (without a book) for freed Kamaiyas in Kailali and Kanchanpur district. LWF also used drama as part of learning and awareness raising in its literacy program in the same area. Advocacy literacy of SAMARPAN, an NGO, used discussion and preparation of an action plan to be implemented jointly with learners. SAMARPAN's method also taught the beneficiaries how to use their learned skills and knowledge.

6.10 Material use and development

Initially, in most programs, NFEC produced materials were used. For advanced or second level literacy other materials reflecting an organizations' own interests were used. For example in Nepalgunj INSEC partner organizations used the Naya Goreto as basic text material then moved to specific human rights materials. Partner organizations of INSEC also implemented advocacy literacy and later used human rights related materials as post literacy materials for the learners who graduated from other literacy programs in Banke. Materials were available from different agencies on burning issues such as human rights, legal rights, child labor, health, children HIV/AIDS, and trafficking of girls and women. In some cases these materials were used in addition to the regular NFEC supplied materials as supplementary materials as well. The content of the adult literacy of Chess Nepal from Kaski was unique. This organization had included conflict or misunderstanding caused by the generation gap within a family and the ways to resolve it in its literacy content.

The practice of material development at local level gradually became quite common among INGOs and their partner NGOs. They also provided technical assistance on how to do this to local NGOs. For example World Education and LWF assisted NGOs in the western region (Banke, Kailali and Kanchanpur) to prepare local materials in the local language. In the same spirit Samudayik Paribar Kalyan Sang of Dhanusa used textbooks and comics written in Maithali language in its PLA program. Similarly, CLPN supported NGOs such as PARDEP and SOLVE also developed materials as per the needs of their beneficiaries. For example PARDEP developed materials on vegetable farming and marketing. It verified contents with the participants and local community members for reliability and authenticity. Similarly, SOLVE who shifted from 3Rs to functional literacy to regain participants' interest, motivation and zeal revised their textbooks accordingly three times.

Besides developing and using tailor made and audio visual materials CLPN supported NGOs in Dhankuta also used real materials (real literacy). CLPN also promoted learner autobiographies as reading materials for second level literacy used learners' names in the learning materials among its partner NGOs. Community news bulletins produced by literacy participants and graduates of SOLVE and PARDEP also served the reading and writing purposes of both literate and neo-literate learners. SOLVE also formed a "Forum for Writing Support" to assist its beneficiaries in news-bulletin publication. A farmers' bulletin distributed at the village level for the benefit of the farmers also helped neo literates to improve their reading skills.

Additionally, audio visual materials including video films were also used in NFE/literacy classes. Video films based on women's rights and the necessity of hard labor for economic gain were used by Suryodaya Club Baad Khola of Syangja district, and a Radio listening activity applied by Save the Children US in Banke were noteworthy examples of the use of multiple materials in teaching learning. Developing a dictionary locally was also a good practice as it made learning easier for non Nepali speaking learners.

UNESCO, Banke for example developed Abadhi-Nepali dictionary for the use of its literacy/NFE learners. BASE also prepared a Tharu-Nepali-English dictionary. Similarly, SOLVE developed a functional Limbu-Nepali dictionary in Dhankuta.

6.11 Material delivery

Use of local languages or mother tongues such as Magar and Gurung in Pokhara, and Maithali and other local languages in Dhanusa and Mahottari in teaching Nepali text materials in literacy classes was a common practice.

In material delivery generally two practices were noted as unique and/or good during the field visits. The first one was handing over the materials to the facilitators before they returned home from the training. This practice was common among NGOs and INGOs and was more likely to ensure timely delivery of reading materials to the learners. In the second practice, found at Himawanti District Branch, Kaski, the executive members themselves collected materials available from different GOs and INGOs and delivered them to the field.

6.12 Language use

Two practices were noted as unique and good in the use of language in literacy/NFE. Where Nepali was not the mother tongue facilitators used local language/s to explain and teach the Nepali text.

For example the District Public Health awareness and education program also used local languages in Dhanusa and Mahottari while delivering its discussions and messages. As mentioned earlier in some cases materials in local languages including dictionaries were locally produced for the use of literacy learners.

6.13 Monitoring/supervision/evaluation

Team monitoring or joint monitoring/supervision/evaluation practiced among INGOs to assess the programs implemented by their partner NGOs was a good practice. Usually, INGOs or sponsoring organizations, the implementing NGO/CBO and community members (usually CMC members) and sometimes learners teamed up for this task. Examples can be seen in Plan Nepal, CLPN, and World Education Nepal, FECOFUN, Kaski. Standard forms to record periodic visits were also used by such agencies in many cases. In Dhanusa joint monitoring, supervision and evaluation were also practiced among INGOs and partner NGOs. Monthly visits to the classes to resolve issues/problems in the case of some NGOs, and LSC of BASE taking responsibility to monitor/supervise/evaluate the literacy programs periodically, were also noteworthy attempts. In the case of Himawanti District branch, Kaski, supervisors were selected from among the Executive Committee members to monitor and supervise literacy classes.

LWF applied inter class competition to evaluate learners' performance. It helped motivate other learners as well as giving personal satisfaction to the winner. For example being first among the learners from 42 literacy classes run by LWF was a matter of pride to a Chaudhary man. He was awarded with a clock

One unique practice was a system that was developed to track child labor and street children for the ILO child labor education project. In the case of extension activities of DFO and SFDP monitoring and supervision of literacy classes was institutionalized. The district officials and training center personnel supervised the classes as scheduled. At the completion of the course representatives from the same institutions along with facilitators jointly evaluated the learners. The Multipurpose Community Development and Awareness Forum of Pokhara requested visitors to count and write the number of children present in the visitors' book to monitor and verify the learners' attendance. DEO, Aasaman Nepal and SMC also jointly monitored, supervised and evaluated FSP participants and facilitators.

Though no single example of the best way to document and share the results of evaluation was recorded, SAMARPAN's attempt to share documentation with its partners was noteworthy.

6.14 Fund mobilization

To determine the funding sources of the literacy/NFE classes was not an easy job as many organizations were simultaneously implementing several projects/activities. Nevertheless some good practices were derived from the information provided and observation made in the field.

In organizations where literacy was not a primary project the expenses for running the classes were met from the over-head costs accrued from other activities/projects. For example Andhaandhi Community Development Center of Synagja was practicing this. Additionally, some organizations collected money for literacy by singing and dancing in religious, social and family events. Similarly, the Women's Skill Development Project of Pokhara utilized part of the earning made by selling crafts produced by the participants to run literacy classes. As mentioned earlier some learners, like the Gurung women of Pokhara, paid to become literate.

The practice of donating money to uplift the status of one's own community by affluent and educated members of the community was also found. See box below for example.

A wealthy and educated Dalit from Pokhara contributed to the Utpidit Samaj Janachetana Samiti. The organization matched his contribution by the money collected from others and constructed its own building in which the literacy class is run. The members of this organization contributed a portion of their income to meet the expenses of the literacy class.

6.15 Motivation

There is a thin line between good practice and positive motivation as when learners are receiving good practice they are likely to be more motivated. However, this section has tried to capture what motivated stakeholders and how they were best motivated.

Motivation related practices were analyzed from three perspectives- adult learners, child learners and facilitators. Adult men and women learners in almost all cases were motivated if their immediate needs were fulfilled by joining literacy classes. For example literacy programs for Badi women in Nepalgunj were linked to IG activities so they left the flesh trade and were satisfied with their new livelihood. Women's literacy participants from BASE also had savings schemes which helped them in times of need. These women had to learn to manage the fund as well as get involved in other activities that required reading and writing skills. But for the Gurung women from Pokhara the need to be able to dial the

telephone numbers and read/write Nepali text to communicate with their sons and husbands who were abroad were the motivational factors for learning. A group of self motivated women from Karkando VDC of Banke however got together and started a saving/credit scheme and ran literacy classes. They hired a local teacher and have planned to develop a Women NFE School.

Literacy/NFE organizers thus were found motivating their learners in different ways. In doing so SOLVE even revised their reading materials at least three times to meet the interest and need of its learners. As a result its drop-out went down to zero percent. To motivate adult men and women learners LWF in the far west applied reward and success stories, whereas Gramin Sewa Samiti Nepal of Dhanusa district used sad story of a woman who was cheated due to the absence of literacy skills. According to the beneficiaries and the organizations' representatives inter-class competition and award to the best performing learner applied by LWF and the trend to reward the best participant by CMC of SOLVE, also enhanced many learners' motivation. Exchange visits, exhibitions and competition among farmers' groups as applied by SFDP was also a noteworthy example of motivating farmers to learn.

Nevertheless, without any of these motivations, the desire to learn to read and write combined with a strong, dedicated and persuasive facilitator could also help sustain adult women's motivation to learn. For example a daughter-in-law and a primary school teacher of the Raja (King) house (categorized in terms of wealth) of a Gurung village in Jaljala, Kaski on her own initiative had been teaching adult women in her own home. She brought newspapers and pamphlets from the town for the use of her learners. Learners also got the opportunity to watch TV in her house. In sum, socio-cultural awareness, access to economic resources through group savings/fund and IG, personal satisfaction and felt need were the motivating factors to join and to give continuity to learning in the case of most women learners.

The above deliberations indicate that literacy linked with other activities seemed more meaningful to the learners and more helpful in sustaining motivation. This must be the reason why most programs examined had several development activities alongside the literacy program.

In the case of children, NFE followed by bridge courses and incentives were the motivating factors for them to join formal schools. Skill and vocational training along with literacy/NFE were also motivating and useful to older children and to those who couldn't join a formal school. Examples of other children who were able to climb the educational and career ladders (role models) were also motivating factors. For example some girls who graduated

from the literacy programs of BASE joined a formal school, passed SLC and began working for BASE. This, according to the staff of BASE, worked as a motivational factor for other girls. Most NGOs and INGOs implementing NFE/literacy program for children have linked skill development and/or IG for parents to motivate them to send their children to classes.

There was no single factor that worked to motivate facilitators. Monetary benefit in most cases motivated them. But salary supplemented by career development opportunity through workshops and seminars were also motivating factors for facilitators from CLC, Hemja, Kaski. In the case of Chess Nepal from Kaski district sometimes facilitators were absorbed as staff members after the completion of the literacy class. Similarly, learners hired as facilitators who were then promoted to supervisor and to coordinator posts in the case of UNESCO, Banke was a unique and good example of motivating facilitators.

6.16 Impact

The intention of this research was not to evaluate the literacy/NFE programs. The field study however generated some examples and/or stories regarding the impact of the literacy/NFE intervention which deserve recognition. This section presents such examples and stories.

Women's literacy participants from BASE were linked to savings and IG schemes which helped them meet their immediate needs. Reading and writing skills were a positive factor in helping them to manage these schemes. Being able to read and write made them proud. As a result they began to put pressure on their husbands to be literate as well. A staff member of BASE said that "women are literate. They have become vocal and speak without hesitation. In a meeting of guardians women wrote their names while men used finger prints. Women felt ashamed and demanded literacy classes for their fathers, husbands and brothers." Similar to this, in the case of SAMARPAN, control of Dalits and women over decision making increased as a result of literacy and supplementary education in the areas of self good governance and/or management.

In the east, after learning to read and write Nepali and English alphabets, women learners of PARDEP wanted to learn more so gathered together, hired a local female teacher and organized an advanced literacy class. The group itself paid for the teacher. Similarly, vegetable farmers' groups of PARDEP published bulletins, established CLC in three places with the help from DEO and PARDEP. They also established a small library. In the case of SOLVE, graduates of literacy classes not only organized literacy classes but women among them also began writing in local newspapers. Women from FUGs from five settlements

(tole) of Dhankuta organized literacy sharing workshops with the aim of giving continuity to literacy education.

The visible impact of literacy/NFE of children included enrollment of graduates in formal schools. There were many examples of girl children who joined formal schools after completion of NFE classes. For example some girls who graduated from the literacy programs of BASE joined formal schools, passed SLC and began working for BASE. Graduates of GATE program of World Education Nepal and alternative schooling programs of NFEC were also found joining formal schools. It was reported that the NFE graduates who joined schools were rated high in motivation, performance and sincerity towards study/education by their school teachers.

6.17 Link with Formal education

OSP and FSP were the programs that directly linked with formal education. Bridge courses, and incentives (dresses, scholarship) provided by INGOs/NGOs to OSP and FSP graduates to motivate them to join formal schools also indirectly established links between nonformal and formal education. Additionally, INGOs (ILO, GRINSCO with support from World Education.) in the far west provided financial resources to schools that have enrolled NFE graduates to expand, improve or rehabilitate their physical facilities.

Some organizations offered NFE to a variety of children to prepare them for formal school. For example Children Nepal an NGO working in Pokhara, offered a bridge course for its literacy/NFE graduates, school drop outs, street children and child laborers. Aasaman Nepal, a leading NGO, was providing bridge courses to 8 to 14 years old boys and girls from 25 villages in Dhanusa. The duration of Aasaman Nepal's bridge course sponsored by Save the Children Japan was three years. The participants of literacy programs of extension programs like SFDP also encouraged its younger participants to join appropriate grades in formal schools. BASE especially encouraged its' young female participants to join schools after the completion of literacy/NFE.

Community Based Rehabilitation Center of Pokhara provided literacy and further NFE for disable children and prepared them for formal school. Some have already completed secondary school and some even bachelor's level.

6.18 Follow up program

Literacy combined with or immediately followed by vocational training and/or other skill development training was common among literacy organizers. This practice was found in Child Labor Education sponsored by ILO and in DEO sponsored women's literacy programs. Among them some were more unusual than others. One such program was GATE implemented by World Education through its partner NGOs. GATE for 10 to 14 years olds was conceptualized when daughters came with mothers to the World Education literacy class. Separate materials were developed. Learners of GATE were grouped into three categories- advanced learners, post basic literacy participants and those appropriate for formal school. The advanced ones were mobilized to teach the weaker ones, and post basic literacy participants were encouraged to join IG activities under WEEL program. The third group of girls was encouraged to join formal schools. Those who didn't or couldn't join formal schools were provided with a tin trunk library to continue their learning. Young girls who joined formal schools after the completion of adolescent girls' NFE sponsored by World Education and implemented by Samudayik Paribar Kalyan Sang in Dhanusa were followed up to monitor their progress.

BASE NFE/Literacy included basic, post and self-learning levels. Women literacy learners of BASE attached to IG have created two types of fund- a health fund and a regular fund - through their own contributions. This directly benefited as well as motivated women. In BASE especially male participants who for several reasons couldn't join formal schools were offered vocational training.

Generally speaking the good practices presented in this chapter indicated that literacy/NFE programs/activities guided by and/or intended for instating social justice in the society/community, those linked with learners' identity, those linked with lived issues and those linked to livelihood appeared to be the most successful and the most desired.

Chapter VII

Implications and Recommendations

This review of documents and collection of field based practices of literacy/NFE provided insights, prospects and measures to continue some of the earlier practices and to formulate a comprehensive program to materialize MDG, LIFE, and EFA. The review and good practices also opened avenues for innovative and viable ways of working through the existing institutions. In this context the following implications and recommendations have been drawn.

7.1 Policies, approaches and direction of literacy/NFE

- Three practices viz., literacy first, literacy second, and literacy blend have been practiced in the country. Experience, field observation and interaction with beneficiaries showed that for some people literacy is not the means to an end but an end in itself. But for others it is a means of getting somewhere. This situation indicated that approaches to literacy should be decided on the basis of learners' needs or choices. Moreover providers should also be ready to use multiple approaches. Therefore policies regarding content selection, human resource development approach, material development, material distribution, financing, and management structure need to be revised according to the local Self Governance Act.
- Literacy initiatives such as FUG women's self organized literacy workshop in Dhankuta evolved sporadically. This type of practices should be capitalized on in order to create a literacy movement across the country.
- Literacy programs have been considered successful when they respond to four particular aspects of learners' lives: if they are linked with livelihood, social justice, learners' identity, and with lived issues. This situation demands such types of literacy that would address learners' socio-economic condition.
- ICT is being inadequately used in literacy/NFE programs. This shows that there is room for expansion of the use of ICT in literacy/NFE programs. Use of local FM radios in Madan Pokhara and Dhankuta, use of radio and cassette listening program in Dhading, use of close circuit community television and digital radio listeners' club by health education programs, development and use of multi-media in literacy, use of calculators by literacy learners are some of the potential examples that could be expanded. These media can be applied both in basic literacy and post literacy phases depending on the content to be delivered.

7.2 Institutional arrangement

- Different institutional and management arrangements are witnessed in literacy/NFE programs. But the government has no section or unit to look after literacy/NFE at district level. The management arrangement available at DEO for literacy/NFE is ad-hoc and changes according to the program/projects implemented. The organogram of MOES doesn't include NFE at district and sub-district tiers. This situation has deterred NFE from developing itself as a system on the one hand and strengthening its management structure on the other. As long as this is the case NFE will hardly be legitimized as a potential contributor to the overall educational development of the nation and there will be less opportunity to develop sound institutional arrangements. This situation demands strong lobbying to include NFE at district and sub district level management structures of MOES, and to follow the LSGA recommendations.
- Literacy/NFE providers have been practicing various models. These include NGO model; CLC model; M/VDC model; communal organization model; and school model. These models can be implemented in different locations as per the need and interest of the society.

7.3 Material development and use

- The materials used by the government run literacy programs are focused in ATLP framework. But some non-government sector organizations are either adding to or expanding this framework. Keeping in view the changes in social-cultural, political and economic structures, and the learners' interests, the framework needs to be revisited. Content and materials need to be expanded. For example the review of literacy/NFE materials shows that very few cover indigenous knowledge and wisdom. This situation demands that there be assertive measures for the development of literacy materials on indigenous knowledge and wisdom. It demands documentation of indigenous cultural heritage/practices. Similarly, internal and external migration has tremendously increased for economic reasons if not for other reasons. Given the heterogeneity of the culture, topography and life styles across the country cross-cultural knowledge is also required to make literacy/NFE learners know about the lives of other people as well as their own. In this situation learners require multiple life skills and knowledge of other communities.
- A sizable numbers of literacy/NFE agencies have been involved in producing literacy materials to address the needs of learners as well as responding to the agendas of providers. These materials are systematized in terms of thematic classification and

utilization. But not all learners have access to such materials. This situation demands for material/resource centers at the center, district and communities for maximum sharing and utilization.

- Material development experts are available in the country. The field practice showed that the technical inputs of material development are being shared at local level. But there is no functional data base and resource pool of material developers to make their expertise easily available and utilized in a massive scale. This situation calls for a database of the material developers and a mechanism to make them accessible to all literacy/NFE providers.
- There have been materials to create a literate environment but they are inadequate and limited in access to specific learners. They have not reached individual households. Examples of extension education programs in which materials such as periodic bulletins are distributed to farmers could be adapted to cover a wider population. This demands institutionalization of production and distribution of materials with updated information about what they have already learnt in literacy/NFE classes. Even a collection of newspaper cuttings of related or relevant matters can be the kind of materials which will update learners' knowledge, motivate them for further learning, provide them with opportunities to be informed about the application of this knowledge in real world/life and promote a literate environment.
- Though various literacy materials are produced there is still a lack of reading materials in villages. This reality demands for a reading material drive (collection), material sorting, gradation of the available materials, and a clearing house at district and national levels. The clearing houses should thus serve as a secretariat for information sharing, service providing, stocktaking, and literacy networks. The materials thus collected should be made available on the market for at a price which simply covers transportation costs.
- A reading-writing culture is necessary to nurture and sustain literacy skills. The tin-trunk library has been sporadically used for this purpose. This situation demands massive exercises of library development programs. Different approaches such as the expansion of Read Nepal's program, World Education's tin-trunk library, development of literacy corner at CLCs, and school libraries can be some of the measures to sustain literacy skills.

7.4 Documentation and document sharing

- Evaluation and research reports of literacy/NFE programs are being produced. But such materials are not available for use by a larger audience. Organizations barely store these documents/reports systematically. This implies that there is a need for a responsible agency at district and central level to collect and make them available to researchers and other interested parties. Networks like NGOCC at district level and NGO Federation at central level could be such agencies. But this requires the member agencies to take this responsibility seriously and to deliver their documents, reports or publications on time to the responsible agencies.
- Both the field study and document review show that various innovative ideas have been practiced. But they are rarely documented and shared with literacy providers and people working in the field of literacy/NFE. This situation demands self reported documentation from all providers.
- Good practices have evolved out of the context and the innovative abilities of literacy practitioners. This shows that there is a need for a framework to document good practices and the context in which these practices emerged. The good practices thus obtained should be shared among literacy practitioners and options should be given to literacy practitioners to use these innovative programs as per their needs and interests.

7.5 Human resource development and use

- Different approaches have been adapted to capacitate existing literacy/NFE human resources. Off the work training has been the dominant approach. But this study shows that on the job training and sharing is necessary and a more appropriate method of capacitating local practitioners. The content of the facilitators' training is also based on the same areas that the primers are based on. Though the facilitators are oriented to use learner-centered methods they have the pressure of transmitting the knowledge and information that the curriculum framework demands in a given time period. On the other hand since most of the facilitators are eighth grade graduates the knowledge, skills and the concepts that the curriculum aspires to transmit can hardly be transmitted. They demand a higher level of education in the facilitators. Thus mismatch between the desired curricular goal and the competence of the facilitators needs to be bridged. One of the measures can be motivating the young and aspiring college graduates in the villages to join the literacy upgrading the

required qualification of the facilitators, providing intensive work based training and increasing the remuneration.

- A number of literacy facilitators, supervisors, and mobilizers have been trained and reused. But there is no database of who is who. At this point different networks should prepare database of these practitioners and share this among literacy/NFE providers.

7.6 Link with formal education

- Five streams viz., oral literacy, conventional literacy (reading and writing), skills training, post literacy, and continuing education are being practiced. These practices are fragmented. In other words they are not implemented in a consolidated manner. Moreover they don't have institutionalized linkages with the formal education system. This demands simultaneous implementation of two approaches: consolidated implementation of all five streams and institutional linkage with the formal education system through equivalent certification.

7.7 Monitoring and supervision

- Different approaches have been used in monitoring and supervision literacy/NFE programs. But most of them are surveillance measures. These measures should be changed into a reflective monitoring and supervision system. Reflective team monitoring and supervision systems demand inter-literacy class reflection sessions with participants, facilitators, supervisors, and management committee members.
- Class repetition has been an often raised problem in literacy/nonformal education. This problem demands an effective tracking system which can be developed as a part of M/VEP.

7.8 Mainstreaming literacy/NFE

- LSGA has given responsibility to the Local Bodies to plan and organize literacy and nonformal education activities. This policy could not be fully implemented. Therefore other providers and self motivated groups emerged. At this point what is required is to establish functional linkage between VEP, SIP, and the plans of other literacy providers.

- CLC has emerged as a community education promoter but it still needs reorientation to create a literate environment.

7.9 Approach to language use

- Some of the ethnic groups have already started literacy programs in their language other than the official language, Nepali. But they are yet to be reported as "literate". Moreover the graduates of these literacy programs have not been transferred to the official language Nepali through pedagogical and material support approaches. This situation asks for the inclusion of multi-lingual teaching approaches in the literacy/NFE training curriculum and multi-literacy materials for the support of literacy learners.
- SOLVE Nepal and BASE have already developed multi-lingual dictionaries for literacy learners. These exercises should be promoted as a campaign especially for learners in multi-lingual settings. Expertise of facilitators, beneficiaries, local teachers and local elites should be used to develop such dictionaries.

7.10 Networking and collaboration

- Three ways - territory setting, activity sharing and technical expertise sharing have emerged to reduce overlaps in implementation of literacy/NFE programs and to enhance the capacity of practitioners. These practices need to be shared widely with literacy providers and continued at operational level.

7.11 Approach to inclusiveness

- Different pedagogical practices were identified in the field. This indicates that a single practice cannot be effective to facilitate learning. In other words there is a need to encourage facilitators to implement an eclectic approach to teaching that links the emergent issues, practices and the literacy/NFE contents.
- Contemporary social issues such as gender, caste, ethnicity, regionalism, language, religion, and disability have been included in literacy and nonformal education materials and pedagogy. But they are presented in a disintegrated and/or fragmented manner. For example, materials on gender issue do not deal with disability, caste,

ethnic identity, and language at the same time. This situation demands for integrated materials, pedagogical measures and human resource development measures in order to address contemporary social issues holistically.

7.12 Financial arrangement

- The initial understanding was to cover 40 per cent of the literacy initiatives by the government and 60 per cent by the non-government sector. But the scenario has changed because not many non-government agencies have literacy/NFE as their priority any more. Literacy/NFE is now being implemented only to support and to achieve other agendas. Thus it has been reduced tremendously. Therefore the contribution of the non-government sector has naturally shrunk. In this situation funding responsibility has fallen solely on the government's shoulder. Given this situation, the government source definitely has to be expanded. At the same time, a system to ensure transparency, flexibility in fund utilization and resource mobilization through the establishment of literacy/NFE trust at local level are some of the measures which need to be taken. LDF at M/VDC level and DDF under LSGA can be the trust where all the literacy providers can contribute their resources and local bodies can take a lead in the implementation of the program.

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Appendix 1: Literacy and educational attainments by caste and ethnicity

Caste/Ethnicity	Literacy Rate of six years and above			Graduate and above (% of literate)		
	Male	Female	Both sexes	Male	Female	Both sexes
Upper Castes (1+4)	79.5	55.9	67.5	7.7	2.1	5.3
1. Hill Upper Castes (2+3)	79.2	55.4	67.1	7.4	1.9	5.1
2. Brahman- Hill	86.2	65.5	75.5	11.3	2.7	7.5
3. Chhetri, Thakuri, Sanyasi	31.2	48.0	60.9	4.1	1.2	2.9
3.1 Chhetri	74.1	47.9	60.8	4.1	1.2	2.9
3.2 Thakuri	75.6	49.4	62.2	4.9	1.9	3.7
3.3 Sanyasi	73.9	48.8	61.0	3.7	1.1	2.6
4. Terai Uupper Castes Terai- Brahman, Rajput, Kayastha, Baniya, Marwadi, Jaine, Nurang, Bengali	83.0	63.8	73.9	11.	4.9	8.8
4.1 Terai- Brahman,	80.6	59.6	70.6	11.5	3.5	8.3
4.2 Rajput	82.4	62.7	73.2	14.0	5.6	10.6
4.3 Kayastha	89.5	76.6	82.7	19.4	7.7	14.0
4.4 Baniya	79.0	55.5	68.0	4.5	2.3	3.7
4.5 Marwadi	93.7	64.6	89.2	18.5	9.5	14.5
4.6 Jaine	95.8	93.5	94.6	30.4	20.8	26.1
4.7 Nurang	85.1	65.0	75.5	11.1	3.6	8.0
4.8 Bengali	85.2	65.5	77.1	6.8	5.4	6.3
5. Terai Middle Castes (Include 6 to 9)	55.5	26.3	41.7	3.4	0.9	2.6
6. Yadav	53.4	22.6	39.2	4.7	1.4	3.5
7. Teli, Teli, Klwar, Sudhi Sonar, Lohar	66.8	37.6	52.7	4.2	1.1	3.17
7.1 Teli	65.7	34.1	50.7	4.7	1.4	3.7
7.2 Klwar	74.7	46.2	61.5	4.4	1.5	3.4
7.3 Sudhi	71.6	42.9	58.7	7.7	1.5	5.6
7.4 Sonar	66.8	42.8	54.7	1.7	0.7	0.8
7.5 Lohar	53.2	23.0	38.6	0.9	0.6	0.8
8. Koiri Kurmi, Kanu, Haluwai, Hajam/Thakur, Badhe, Bahae, Rajbha	56.6	26.4	42.4	2.5	0.5	1.9
8.1 Koirir	58.2	27.4	43.6	2.5	0.2	1.9
8.2 Kurmi	51.5	21.5	37.5	2.2	0.4	1.7
8.3 Kanu	58.3	29.7	45.1	3.2	0.4	2.3
8.4 Haluwai	68.1	42.2	55.9	3.6	1.1	2.7
8.5 Hajam/Thakur	56.8	25.0	42.1	2.6	0.6	2.1
8.6 Badhae	56.4	23.7	41.3	1.7	0	1.3
8.7 Rajbhar	54.0	25.2	40.6	1.1	0	0.9

Caste/Ethnicity	Literacy Rate of six years and above			Graduate and above (% of literate)		
	Male	Female	Both sexes	Male	Female	Both sexes
9. Kewat, Mallah, Nuniya, Kumhar, Kahar, Lodha, Bing/Binda, Bhediyar, Mali, Kamar, Dhunia	40.4	15.1	28.4	1.3	0.7	1.1
9.1 Kewat	47.8	19.2	34.2	2	0.7	1.7
9.2 Mallah	35.2	13.0	24.5	0.5	1.8	0.8
9.3 Nuniya	31.3	10.3	21.5	0.4	0	0.3
9.4 Kumhar	49.6	19.9	35.7	2.6	0.3	2.0
9.6 Kahar	46.2	16.5	32.4	0.3	0	0.2
9.7 Lodha	32.4	8.7	21.5	0.6	1.7	0.8
9.8 Bing/Binda	20.4	8.3	14.6	0.8	0	0.6
9.10 Bhediyar	44.5	17.1	31.8	0.7	0	0.5
9.11 Mali	48.9	17.7	34.1	2.3	0	1.8
9.12 Kamar	28.5	7.3	18.5	0	0	0.0
9.13 Dhunia	18.4	0.0	9.4	0	0	0.0
Dalits (10 +15)	43.7	24.2	33.8	0.5	0.7	0.8
10. Hill Dalits (11 to 14)	52.9	31.8	41.9	0.5	0.4	0.5
11. Kami	53.1	31.4	41.8	0.5	0.1	0.4
12. Damai	55.0	35.0	44.6	0.4	0.1	0.3
13. Sarki	49.9	28.8	38.9	0.3	0.1	0.2
14. Badi, Gaine	54.4	37.5	45.6	0.0	0.6	0.2
14.1 Badi	47.1	32.0	39.2	0	0	0.0
14.1 Gaine	62.3	32.1	47.5	0	1.1	0.5
15. Terai Dalits (16 to 19)	30.1	11.5	21.1	0.7	0.3	0.6
16. Chamar	27.9	9.0	18.9	0	0	0.0
17. Musahar	9.8	3.8	6.9	0.3	0.3	0.3
18. Dusadh Tatma, Khatwe, Bantar, Dom, Chidimar	29.6	8.9	19.7	0.7	0.2	0.5
18.1 Dusadh	28.5	8.6	19.1	0	0	0.2
18.2 Tatma	33.0	10.2	22.2	2	0	1.6
18.3 Khatwe	26.4	7.2	17.2	0.6	0	0.5
18.4 Bantar	35.9	10.2	23.4	0.2	0	---
18.5 Dom	14.9	5.2	10.3	0	0	0
18.6 Chidimar	34.0	14.9	25.1	0.2	0.6	0.3
19. Dobi, Halkhor, Dalit/Unidentified Dalit	47.1	22.5	34.8	1.1	0.5	0.9
19.1 Dhobi	46.5	19.1	33.6	2.1	0.9	1.8
19.2 Halkhor	38.1	21.7	30.1	0	0	0.0

Caste/Ethnicity	Literacy Rate of six years and above			Graduate and above (% of literate)		
	Male	Female	Both sexes	Male	Female	Both sexes
19.3 Dalit/Unidentified Dalit	47.6	23.9	35.5	0.7	0.2	0.6
Janajatis (20+36)	64.3	43.1	53.6	2.5	1.3	2.0
20. Hill Janajatis (21+24)	66.4	46.4	56.2	2.8	1.5	2.2
21. Newar/Thakali	82.0	62.6	72.2	7.2	4.0	5.8
22. Newar	82.0	62.6	72.1	7.2	4.1	5.8
23. Thakali	83.1	63.4	72.6	4.4	2.1	3.3
24. Other (25 to 35)	62.3	42.3	52.1	1.3	3.1	1.6
25. Magar	69.0	47.3	57.7	1.3	0.6	1.0
26. Tamang	52.1	31.9	42.0	0.8	0.3	0.6
27. Rai	68.1	49.9	58.7	1.9	0.6	1.4
28. Gurung	67.3	49.0	57.5	1.8	0.9	1.4
29. Limbu	69.9	50.1	59.6	1.7	0.8	1.3
30. Sherpa	57.9	33.6	45.8	1.4	1	1.2
31 Bhote, Walung, Byansi, Yholmo	49.5	29.8	40.0	0.0	0.1	2.0
31.1 Bhote	45.4	25.5	35.9	2.3	0	1.5
31.2 Walung	44.3	26.5	35.5	0	0	0.0
31.3 Byansi	84.0	56.6	7066.0	8.9	0	5.4
31.4 Hyolmo	67.2	65.9	66.3	0	0	0.0
32 Bhujel, Kumal, Sunuwar, Baramu, Pahari, Adivasi Janajati	55.9	35.8	45.7	0.7	0.2	0.5
32.1 Bhujel	64.4	43.4	53.7	0.9	0.2	0.6
32.2 Kumal	56.2	33.9	44.8	0.6	0.1	0.4
32.3 Sunuwar	45.6	27.5	36.7	0.7	0.9	0.8
33.4 Baramu	52.4	40.1	45.7	0	0	0.0
33.5 Pahari	51.8	33.3	42.6	0.9	0	0.6
33.6 Adivasi Janajati	56.3	38.6	47.1	0	0	0.0
33. Yakkha, Chhantel, Jirel, Darai, Dura	69.8	49.3	58.9	1.2	0.0	0.6
33.1 Yakkha	67.9	51.0	58.9	1.9	0	1.0
33.2 Chhantel	71.2	48.8	58.9	1.2	0	0.7
33.3 Jirel	72.1	48.5	59.9	0.8	0	0.5
33.4 Darai	66.5	47.3	56.5	0.8	0	0.5
33.5 Dura	80.6	50.6	64.0	0.8	0	0.5
34. Majhi, Danuwar, Thami, Lepcha	47.4	27.5	37.4	0.5	0.0	0.3
34.1 Majhi	45.4	26.6	36.0	0.3	0	0.2
34.2 Danuwar	51.2	29.2	40.0	1	0	0.6
34.3 Thami	45.4	25.2	35.3	0	0	0.0

Caste/Ethnicity	Literacy Rate of six years and above			Graduate and above (% of literate)		
	Male	Female	Both sexes	Male	Female	Both sexes
34.4 Lepcha	44.3	33.6	39.3	1.6	0	0.9
35. Bote, Raji, Hayu, Raute, Chepang, Kusunda	37.3	29.8	28.7	0.4	0.0	0.2
35.1 Bote	49.6	28.9	38.9	0.6	0	0.4
35.2 Raji	52.2	21.3	35.4	0	0	0.0
35.3 Hayu	54.3	21.7	38.1	2.3	0	1.6
35.4 Raute	57.7	18.6	39.6	0	0	0.0
35.5 Chepang	34.0	18.1	26.3	0.2	0	0.1
36. Terai Janajatis (37 to 40)	57.7	31.5	44.8	1.4	0.2	1.0
37. Tharu	59.5	33.3	46.6	1.4	0.2	1.0
38. Dhanuk	48.1	18.5	34.1	2.8	0.4	2.2
39. Rajbansi, Tajpuriya, Gangai, Dhimal, Meche, Kisan, Munda	62.8	35.4	49.1	0.8	0.1	0.6
39. Rajbansi	62.6	35.1	49.0	0.8	0.2	0.6
39.1 Tajpuriya	62.1	29.6	45.7	1.1	0	0.8
39.2 Gangai	62.3	32.1	47.5	0.9	0	0.6
39.2 Dhimal	67.5	44.1	55.6	0.8	0	0.5
39.3 Meche	65.2	48.9	56.7	0	0	0.0
39.4 Kisan	40.0	24.9	32.0	0	0	0.0
39.5 Munda	60.9	34.1	48.6	5.1	0	3.4
40. Santhal, hangad/Jhangad, Koche, atharkatta/Kusbadiya	36.9	16.8	26.9	1.8	1.2	1.5
40.1 Santhal	38.8	20.0	29.5	3	1.5	2.5
40. 2 Dhangad/Jhangad	34.8	13.9	24.4	0.4	0.6	0.5
40.3 Koche	43.5	10.1	26.5	0	0	0.0
40. 4 Pattharkatta/Kusbadiya	19.4	7.7	13.8	0	0	0.0
40.5 Kusunda	51.7	0.0	27.0	0	0	0.0
Religious Minorities (41-42)	45.2	22.7	34.5	1.9	0.9	0.2
41. Muslim, Churaute	45.2	22.7	34.4	1.9	0.8	1.6
41.1 Muslim	45.1	22.6	34.4	1.9	0.8	1.5
40.2 Churaute	67.9	42.4	55.6	6.2	3.3	5.1
42. Punjabi/Sikh	60.5	45.8	53.3	8.7	12.3	10.2

Source: Population Census Reports of 1991 and 2001 and the caste groups is taken from "Analysis of Caste, Ethnicity and Gender Data from 2001 Population Census in Preparation for Poverty Mapping and Wider PRSP Monitoring" Submitted to DFID submitted by Tanka Prasad Acharya Memorial Foundation

Appendix 2: People and programmes consulted

List of visited GOs/I/NGOs of Kaski	
District Education Office	Children Nepal
Machhapuchhre Bikas Sangh	ILO/ IPEC
OSCC	Manabiya Srota Bikas Kendra
Samudayik Bikas Tatha Sachetana	CBR Kaski
Maunch Nepal(MCDAF)	CBR Syanja
Sadak Balak Punarsthapana Kendra	Mahila Bikas Ayojana
Himawanti	Jit Nepal
Samudahik Ban Upabhokta Mahasangh	Chess Nepal
Srijana Bikas Kendra	District Education Office, Syanja
Satighat Samudayik Ban Upabhokta Samuh	Andha Anadhi Samudayik Bikas Kendra
GONASA	Suryodaya Club, Bad Khola
Agricultural Development Bank	Samudayik Kendra Samanwaya Samiti
District forest office	Samudayik Adhyan Kendra(CLC), Hemja, Kaski
Seto Gurans Bal Shikshya	Mother Land School
Redcross	Sukapati Gumba
Mahila Bikas Shakha	
List of visited programs	
Satighat community forest user group, Lekhnath 13, Lameahal	Sukapati Gumba Simpani 1 Pokhara
Kalika Mothers group Lekhnath 13 Kalikanagar Kaski	Nahar Chok Aya Arjan Samuha Hemja 4 Kaski
Oppressed Society Public Awareness Committee Phulbari 11, Kaski	Yakata Aya Arjan Samuha, Hemja 5 Kaski
Losepakha Community Raniban forest User Group, Lumle 5 Kaski	Mahila Shikshya Dhikurpokhari 1&2, Kaski
Kishori Shikshya Dhikurpokhari 2,5,6,7, Kaski	Educational exhibition
Bal Shikshya Dhikurpokhari 9, Kaski	
List of visited I/NGOs and GOs in Dhanusa and Mahotari	
Gramin Sewa Samiti Nepal (NGO), Dhanusa District	Mahila Sahayogatmak Samaj Nepal, Mahotari
Samudayik Paribar Kalyan sangh (Community Family Welfare Association -CFWA), Dhanusa	World Education, Mahotari
Aasman Nepal, Vanuchock, Dhanusa	Women Development Office, Mahottari
Women Development Centre, Kadam Chock, Dhanusa - Santa Koirala (president)	District Development Committee (DDC), Dhanusa
Women Development Office (WDO), Dhanusa	District Education Office (DEO), Dhanusa

DPHO, Mahotari,	District Agricultural Office (DAO), Dhanusa
DDC, Mahotari,	District Forest Office (DFO), Dhanusa
Community Development Project, Mahotari	Asaya Bikas Pariyojana, Mahotari
Ma Durga Sewa Parishad, Mahotari	District Public Health Office (DPHO), Dhanusa
Mahila Bikas Samuha, Mahotari	Samjauta Nepal, Mohotari
Children Bikas Samuha, Mahotari	Aasman Nepal, Mahottari
Participants of the Interaction workshop in Dhanusa District	
Gita Devi Rout 9 (Ja Vabani Mahila Samuha, Lohana)	EK Rana (Care Nepal)
Phulo Devi Thakur (Mahila Devepura Bachat Samuha)	Sunil Malik (Director of SEDU and President of Minap)
Raj Kishor Rajak (Samaj uthan Kendra)	Ram Chandra Saha (Gramin Samudayik Bikas Kendra)
Nabaraj Basnet (NGOCC)	Sabika Bhujel (DDC)
Suret Thakur (Aasaman Nepal)	Shambhu Prasad Yadav.(Sarashwoti Yuba Club, Mahendranagar)
Ramvati Das (Ma Janaki Mahila Jagaran)	Mitra Nath Gartaula (DEO)
Urmila Yadav (Radha Krishna Krishak Samuha)	
Participants of the interaction workshop in Mohottari District	
Ranu kumari Mishra (Samjauta Nepal)	Kajal Nagbansi (Mahila Bikas Samuha)
Vijaya Kumar Jha (DPHO)	Riki Raya (Children Bikas Samuha)
Srutidhar Tripathi (PARHI)	Sarita Mandal (Asaya Mithala Sewa Parishad)
Sailendra Kumar Pandey (DDC)	Surait Thakur (Asman Nepal)
Bijay Kumar Chaudhari (CDP)	Surendra Kumar Thakur (Joti Samaj Kalyan)
Mahabub Reja Ansadi (Nepal Janajati)	Jamuna Pokhrel (Mahila Sahayogatmak Samaj Nepal)
Kalyan Parishad, Yakmara)	Tul Bahadur Baniya (World Education)
Manoj Kumar Pajaya (Dalit Kendra)	Hari Laxmi Manandhar (Women Development Office)
Ram Adharu Sa (Ma Durga Sewa Parishad)	Bijan Paswan (Dalit Mukti Samaj Sangh)
Marani Devi (CDP)	Dularchand Das (Mahotari Dalit Janajoti Uthan Sangh)
Umesh Paswan (Nepal Utpidit Dalit)	
List of the organization visited/consulted in Dhankuta	
Sanjeevani Sewa Sangh, Dhankuta (NGO)	NGOCC, Dhankuta
Social Development Centre, Dhankuta (NGO)	FECOFUN, Dhankuta
Adiwasi Janjati Sangh, Dhankuta (NGO)	Develop Nepal, Dhankuta
District Agriculture Development Office (DADO) Dhankuta	Women Development Section, Dhankuta
Nepal Kishan Sangh, Dhankuta (NGO)	Poverty Elimination and Rural Development Program (PERDEP) Dhankuta

Society of Democratic Thought, Dhankuta (NGO)	Society of Local Volunteers (SOLV) Nepal, Dhankuta
Indigenous Ethnic Layers Council (Law Forum)	Nepal Red Cross Society, Dhankuta
District Education Office, Dhankuta	Indigenous Ethnic Federation, District Coordination Committee, Dhankuta
Community Learning Centre, Dhankuta	DEO, Sunsari,
Regional Education Directorate, Dhankuta	Dharan Municipality
Indigenous Ethnic Journalists Group, Dhankuta	Itahari municipality
Rural Region and Agro-Forestry Development Centre (RRAFDC), Dhankuta and Sunsari	Child Development Centre, Ward no 13, Dharan
Human Rights, Social Awareness and Development Centre (HUSADEC) (NGO), Dhankuta	Nepal Chelibeti Apanga Mahila Samaj, Hansposa VDC, Sunsari
Women, Dalit, and Ethnic Forum, Dhankuta	Sukumbasi Tol Sudhar Samiti, Syauti Khola, Dharan, Sunsari
Indigenous Ethnic Study Centre, Dhankuta	Nepal Red Cross Society, Jhapa
Women Dalit Association, Dhankuta	The Raeukai, ward no 13 and 8, Dharan, Sunsari
List of the persons consulted in Dhankuta	
Bishnu Rai, DEO, Dhankuta	Mahesh Bhatta, Red Cross
Aananda Santoshi Rai, Layer and activist	Narendra Shrestha, ED, PERDEP
Naresh Shrestha, ED, PERDEP	Ambika Rai, president, Salleri Community Forest Users Group
Uddhav Pd. Wagle, Program Coordinator, PERDEP	Amrit Bhujel, field supervisor, Red Cross
Ganesh Thapa, beneficiary, Kadam Mahila Samuha, Mokten, Bhedetar-9	Hari Pd. Neupane, Accountant, Red Cross
Renuka Karki, SOLV Nepal	Indra Kumari Rai, beneficiary, Pujari Tol,
Bal Bdr. Rai, president, FECOFUN Dhankuta	Amala Shrestha, Leguwa VDC-8
Govinda Karki, program coordinator, FECOFUN, Dhankuta	Nirmala Dhakal, Bhelunghchung, beneficiary
Tej Narayan Singh Rai, Layer, Indigenous Ethnic Layers Council	Devi Kunwar, Bhelunghchung, beneficiary
Nagendra Rai, Journalist, Indigenous Ethnic Journalists Group	Ganga Adhikari, facilitator
Dillishwor Darnal, PC, Women, Dalit, and Ethnic Forum, Dhankuta	Hem Kala Rai, beneficiary, Pujari Tol
Chintan Tamang, Indigenous Ethnic Federation	Ranjana Pokharel, Chief Women member of staff, Women Development Section
Bishnu Kala Rai, Treasurer, Indigenous Ethnic Federation	Manju Paudel, Chief Women member of staff, Women Development Section,
Rajkumar Rai, Indigenous Ethnic Study Centre, Dhankuta	Kamal Dahal, Supervisor, Women Development Section,
Indira Ghale, Women Dalit Association, Dhankuta	Khem Kumari Rai, facilitator (WDS), Aahale-7

Bidur Subedi, NGOCC	Gita Rai, facilitator (WDS), Mude Bazar-5
Devi Subedi, Technical Assistant, DEO, Dhankuta	Ram Pd. Shrestha, DEO, Sunsari
Krishna Pokharel	Gopal Pd. Bhattarai, Section Officer-NFE, DEO, Sunsari
Bharat Karki, Section Officer, DEO, Dhankuta	Uma Sunuwar, facilitator, Dharan-11
Shiva Pd. Ghimire, Technical Assistant, DEO, Dhankuta	Amala Limbu- facilitator, Dharan-11
Dev kumari Rai, facilitator, Hulak Tol, Dhankuta	Rekha Rai- facilitator, Dharan-11
Khem Ghimire, HUSADEC	Anju Kumari Basnet, Hansposa VDC, Sunsari
Narayan Joshi, SOLV Nepal	Mandira Rai, hansposa VDC, Sunsari,
Soshan Shrestha, program coordinator, SOLV Nepal	Deep Kala Rai, Tarahara, Sunsari
Devi Laxmi Shrestha, facilitator, Todke, Dhankuta	Tripta Magar, president, Nepal Chelibeti Apanga Mahila Samaj, Hansposa VDC, Sunsari
Dil Kumari Rai, Yakchana, Dhankuta	Budhania Chamar, beneficiary, Hansposa, Sunsari,
Anita Shrestha, facilitator, Chara Gaun, Dhankuta	Secha Mushaharni, beneficiary, Hansposa, Sunsari,
Usa Shrestha, facilitator, Thulo Ghar, Dhankuta	Menaka Wagle, facilitator, Child Development Centre Dharan-8
Keshav Pahadi, ED, HUSADEC	Deepak Bjujel, Dharan Municipality, Dharan
Lila Ballav Ghimire, Reporter, Kantipur Daily	

Organization and persons visited/consulted in Banke		
Organizations	Persons	Programs
District Education Office	Vishnu Thaiba, Ram Pd Adhikari, Uddhav Shrestha, Dabal B.C., Hansa Raj Rokaya	CLP, Women Education, IGP
CLC, Kohalpur/Samudayik Sanchar Kendra	Prem K.C., Yam Bdr. Rawat, Shreedhar Subedi, Karuna Bista	
Fulbari Mahila Samuha Kohalpur-1, Chatar	Ganu Choudhari, Puran Kumari, Ram Dashini, Asha Rani, and other members	IGP
Sathi Mahila Samuha Kohalpur-2, Chatar	Jodhani choudhari, Radhika Bhattarai and other members	IGP
Save the Children US	Iswor Khatri, Pramod Mahato	PLA, Post PLA, RLGs
DEO Social mobilizer	Kamala Ghimire	IGP
Unesco, Banke, Khajura road	Dipendra Choudhari, Rabi Tuladhar, Ms. Om Sharma, Jitendra Karki	HEAL, GATE, Swastha Choutari, PLA, B.F. etc.
NGOCC, Banke Bagiya	Bishnu Pd. Shrestha	
INSEC, Nepalgunj	Bhajan Choudhari	Advocacy Literacy
Newah, Nepalgunj	Jit Bdr. K.C.	HSE
R.P., DEO, Bulbulia	Benidutta Ghimire	
DDC, Banke	Mr. Bharat Raj Sharma	
Distrit Forest Office	Ram Jiban Khanga	
Sagun, Care	Ram Prasad Adhikari, Lekh Nath Adhikari	Advocacy Literacy
Samarpan, Care	Ramhari Khadka	"
GTZ	Bishnu Timilsina	PLA in Rural Infrastructure Development
Pahadi Chhetra Bikas Abhiyan, Jajarkot	Prakas Jung Shah	"
District Women Dev. Office	Sunita Shah	
Base	Lahuram Choudhari, Sharada Malla	
Paraspur VDC	Archana Singh, Nakul Singh, Maheswori Tiwari, Devika Kanaujiya, Urmila Jagarun Bagban, Munni Bagban etc	PLA Program
Unicef, Banke	Surendra Rana	OSP, Welcome to School Programme
District Agriculture Office	Sachitananda Upadhyay, Rajendra Pradhan	
RRN, Banke	Balakrishna Choudhari,	
World Education, Banke	Mina Bhusal	
Karkando Mahila Praudh Kashya	Goma Bhattarai	
Nepalgunj Municipality, RUPP	Krishna Pd. Joshi, Baladev Gautam, Anita Khanal, Rita Choudhari, Bhumi Bhandari	
Plan Nepalgunj	Mahanta Babu Maharjan	
Badi Tol Bikas Sanstha	Kalpana Nepali, Paras Nepali	

Appendix 3: Shifts envisaged in the recently proposed literacy/NFE policies

Various shifts have been proposed in the literacy/NFE policies. These shifts are given in the following headings:

Shift in the concept

- Shift in literacy/NFE definition: Over the periods the definition of literacy/NFE programs has been changing to embrace different forms of educational programs that do not come under the rubric of formal education system. Currently literacy/NFE programs include oral literacy, general literacy, functional literacy, community literacies, school equivalency programs, open school, and Open University.

Shift in the management

- Shift in data management system: Literacy/NFE data were gathered for specific purpose. But with the introduction of the proposed literacy/NFE policy, the data will be generated at the M/VDC and computerized at the district level. On the basis of the data the village level literacy/NFE plan will be developed and revised.
- Shift in accreditation: In the earlier days literacy/NFE was not evolved as a parallel system of formal education. But through the current document a three ladder system has been proposed for literacy/NFE program. The first ladder is called alternative school which provides primary school level equivalency certificate; the second ladder called open school is equivalent to higher secondary level; and the third ladder is known as Open University which prepares learners for tertiary level.
- Shift in quota system: Nepal used centrally distributed quota system for years but the proposed literacy/NFE policy has aimed to replace the quota system by the need and resource based allocation of literacy/NFE program.
- Shift in working modalities: Bureaucracy and I/NGOs have been running literacy/NFE programs in Nepal. But the current policy intends to use four contending modalities to implement literacy/NFE program. They include NGO modality, CBO modality, CLC modality, and school modality under M/VDC jurisdiction.

Shift in the planning

- Shift in planning process: Traditionally literacy/NFE plan used to be developed at the central level. But with the passage of time, planning process has been experimented

at the M/VDC level as well. In other words, M/VDCs and schools have begun to develop education plan including literacy/NFE.

- Shift in literacy/NFE trust: Over the period literacy/NFE budget was collected at the center and distributed to the District Education Office. But the current policy document has proposed to create and/or use already existing trust (if any) for literacy/NFE program.

Shift in the target groups

- Shift in target groups: Mostly illiterate adults have been the target groups of literacy/NFE program. But now it has been the program for all types of literacy learners regardless of their academic qualification, interest, occupation and age.

Shift in the training, research, and monitoring

- Shift in facilitators' preparation process: Over the years facilitators have been trained as critical pedagogue. But the proposed literacy/NFE policy document has made a provision of preparing facilitators from different standpoints such as functional pedagogue, interpretative pedagogue etc.
- Shift in understanding research: Research was mystified for years but the proposed literacy/NFE policy and strategies used the demystified forms of research. In other words, facilitators, supervisors and other literacy/NFE personnel will be trained as formative and action researchers under this proposed literacy/NFE policy.
- Shift in networking: Many literacy providers for years worked in isolation. But a tendency to form network has been evolved. This evolved process has been acknowledged through the current literacy/NFE policy as a form of collaborative monitoring and sharing system.

Appendix 4: Contents of selected extension education providers

Extension education organizer	Source	Content areas
DADO Banke (2059/60 BS)	Barshik krishi bikas karyakram tatha tathyanka: Ek jhalak	Poverty eradication through group initiatives in agricultural and horticultural knowledge
DADO Banke (2062 BS. Vol. 42)	Krishi gatibidhi	Encourage women group and work with male group as well to help women at home
DDC Dhanusa (2061/62 BS)	Ekikrit Jilla bikas yojana	Agriculture, health, and forestry education related contents
District Health Office Dhanusa (nd)	Jilla Janaswastha sandesh	Message related to health problems
DADO Dhanusa (2060/61 BS)	Krishi bikas karyakram	Information related to improved farming
Ministry of Forestry and Soil Conservation (2060 BS)	Samacharpatra of Terai tatha shivalikka lagi jaibik bibidhata kshetra karyakram, Dhanusha	Information on species, ecosystem, and genetic diversities
National health education, information and communication centre, MOH (2060)	Health Education, Information and Communication Program in Nepal: An introduction and future perspective	Building healthy public policy, creating supportive environment, strengthening community action, developing personal skills, reorienting health services, assessing health needs and gathering information

Appendix 5: Contents of selected NGOs literacy/NFE programs

NGO	Source of information	Content areas
UNESCO Banke (2062)	UNESCO Gatibidhi	Use of Koranic words to motivate Muslims for education; women rights; domestic violence; and empowerment issues
INSEC (2062)	Sankatkalka tin mahina	Experience of the people during three months' state emergency
Nepal swasthako lagi khanepani (2003)	Bulletin	Information about the training on agriculture, toilet construction, and gender education
Development Research Management Network (2004)	DACAW	Effect of CAP for literacy/NFE initiatives
Jeewan Program (2061 BS)	Jeewan Karyakram	Message about open village school and life school center
Samudayik Bikas Pariyojana (2060)	The constitution/regulation	Legal literacy
Aasaman Nepal Dhausha (2061/62 BS)	Yearly plan	Gender literacy and out of school program for non-school goers
World Education Nepal (2005)	NFEC five year Business Plan (2004 - 2009) to operationalise the literacy elements of EFA: Draft notes and strategies for discussion	Scribers' literacy and multiple literacy programs
Child Development Society (2004)	Annual progress report	Child labor and educational programs for them
Friends of Okhaldhunga (2005)	UMN	Health related information
BASE (2059 BS)		Approach to organize Tharus
PERDEP (2001)	Final report	Link literacy with vegetable farming and group formation
Community Literacy Program of World Education Nepal (2002)	Quarterly Report	Link literacy with vegetable farming
FECOFUN Dhankuta (2058/59)	Samudayik baan	Literacy and power relation
RRN (2003)	Annual Report	Awareness and literacy program
NARMSAP	Unpublished project documents	Forestry and literacy

Appendix 6: Literacy program organizing INGOs of Nepal

SN	INGOs	Values	Programs
1	Action Aid	Reach to the poor and the marginalized	Empowerment
2	ADRA Nepal	Relief work	Diverse program
3	CARE Nepal	Reach to vulnerable people	Infrastructure support to people oriented community based initiatives
4	CEDPA	Reach to rural women and girls for their educational, social, and reproductive needs	Individual, family and community support
5	CWS	Welfare of the child	Welfare, education and training
6	ETC	Child sponsored program	Help poor and vulnerable to control over resources and discriminations
7	HPI	Program to address poverty through "passing on the gift" to the impoverished group members	Income generation blended literacy program
8	HKI	Training and capacity building	Prevent nutritional blindness through educative process
9	LWF	Create just society through empowerment	Basic needs plus empowerment through advocacy and lobby
10	M. S. Nepal	Learning through intercultural exchange	Work on pluralism management
11	PACT Nepal	Capacity development	Combat HIV/AIDS, protect environment, operate village bank, resolve conflict, strengthen food security system, and empower women
12	Plan Nepal	Child centered empowerment	Child rights through understanding
13	Read Nepal	Empower community	Increase literacy through sustained library
14	SC (Japan)	Work under four principles such as survival, development, protection, and participation	Rights based program
15	SC (UK)	Child rights	Value the lived diversity through child rights
16	SC (US)	Family empowerment	Right based family and child empowerment
17	Sapla Neer	Agricultural rehabilitation	Pro-poor program including education
18	UMN	Basic needs	Food security, women and children's primary education
19	VSO	Help disadvantaged and poverty ridden people	Improve livelihood of the disadvantaged people
20	World Education	Develop skill and knowledge of the people	Link education with daily life of the people
21	World Neighbor	Partnership with the poor	Link education with basic needs
22	World Vision	Support to the disadvantaged people	Integrated community development program
23	NLT	Community mobilization and participation	Education and counseling

Note: Altogether 49 INGOs work in the field of literacy/NFE programs. Out of them 26 INGOs conduct skill training. But AIN document shows that there are only 23 INGOs working in the field of literacy/NFE. The earlier source was taken form SWC record.



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