Capacity Development
for Education for All

TRANSLATING
THEORY INTO PRACTICE
The CapEFA Programme

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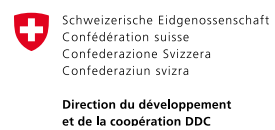
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The CapEFA programme is kindly financed and supported by:

Foreword

The Education for All (EFA) movement is tuned to meeting the needs of the world's learners – particularly those children, youths and adults who have so far had little, or no, access to education. The movement has of necessity brought with it an array of national education plans, with the critical objective of providing every learner with access to quality education. Yet the dual questions of how these plans can be translated into concrete actions and delivered effectively, or how they can lead to better learning outcomes, still remain core issues. Indeed, for many Least Developed Countries (LDCs) and fragile states, the 'how?' of EFA has remained a challenge to this day.

Ambitious goals for national education systems often buckle under the weight of the capacity challenges facing them, having skipped over the key question of whether a Ministry of Education, or any other entity charged with education delivery, actually has the institutional, organizational and human capacities to carry out its tasks. With the 2015 target date for EFA rapidly approaching, perhaps now is the time to ask: What type of development assistance is appropriate for countries with weakened state institutions? Do we try to build on what exists, or encourage a fresh start with new support frameworks? What kinds of learning can contribute to quality and equity in education provision, while at the same time supporting socio-economic development and state building efforts? How can national governments and the international community mobilize multi-stakeholder partnerships and resources to support the EFA agenda?

The Capacity Development for Education for All (CapEFA) Programme is at the forefront of addressing these questions, while playing a key role in UNESCO's own drive to be more responsive to its Member States' education needs. Working with national governments, technical partners, civil society and private sector actors, and employing an explicit capacity development (CD) approach, the programme begins with an assessment of existing education sector strengths to identify the country's 'capacity baseline'. From here, it strives to ensure effective country leadership in the design, implementation and monitoring of strategies for reinforcing key EFA task areas.

As this publication was being prepared, countries newly participating in the CapEFA Programme expressly asked for "stories and narratives on CD" adding, "we want to learn from practice, not theory." It will attempt to do justice to that request by highlighting the stories of human interaction, determination and energy surrounding CD in some of the world's most fragile places, giving a voice to the actors who contribute, on a daily basis, to improving education delivery.

Qian Tang
Assistant Director-General for Education

Acknowledgements

Table of Contents

List of Figures, Illustrations and Boxes

—— Figures

—— Illustrations

—— Boxes

Labels on map:
MOROCCO
MAURITANIA
MALI
NI...
SENEGAL
GUINEA
SIERRA LEONE
CÔTE D'IVOIRE
TOGO
HAITI

Introduction

The 2011 EFA Global Monitoring Report (GMR) offers a timely reminder that EFA is far from a reality in many countries and that governments continue to fall short of their collective commitments. Large numbers of children remain out of school, while many others fail to complete the full primary cycle. In Sub-Saharan Africa alone, 10 million children drop out of primary school every year. Meanwhile, around 17 per cent of the world's adults – 796 million people – are lacking basic literacy skills. Nearly two thirds of these are women.[1]

The 2011 GMR also suggests that the barriers to quality education were under-estimated in the Dakar Framework for Action in 2000 and that, over the past decade, insufficient attention has been paid to designing strategies for overcoming them.[2] While this year's report focused on conflict-affected countries, what is generally clear is that those countries lagging furthest behind in their EFA targets are all too often the most fragile, beset by socio-economic crises and political instability or recovering from years of civil conflict and natural disaster. Education systems in these countries are characterized by low completion rates, low quality instruction, high teacher-pupil ratios, and a lack of qualified teachers. The 55 per cent rise in secondary school enrolment in Sub-Saharan Africa, for example, is impressive, but overshadowed by the fact that 22 countries in the region have pupil/teacher ratios of over 40:1.[3]

A major part of the response for UNESCO and its partners lies within the capacity development approach. The present

1   UNESCO, *EFA Global Monitoring Report 2011*. The Hidden Crisis: Armed Conflict and Education. Paris, 2011: p.1.

2   UNESCO, *GMR 2011*, p.14.

3   UNESCO, *EFA Global Monitoring Report 2007. Strong foundations - Early childhood care and education*. Paris, 2007: p.52.

CapEFA Countries and their thematic focus 2006–2011

- Sector-wide Policy and Planning
- Literacy and Non-Formal Education
- Teacher Education Policy
- Technical and Vocational Education and Training
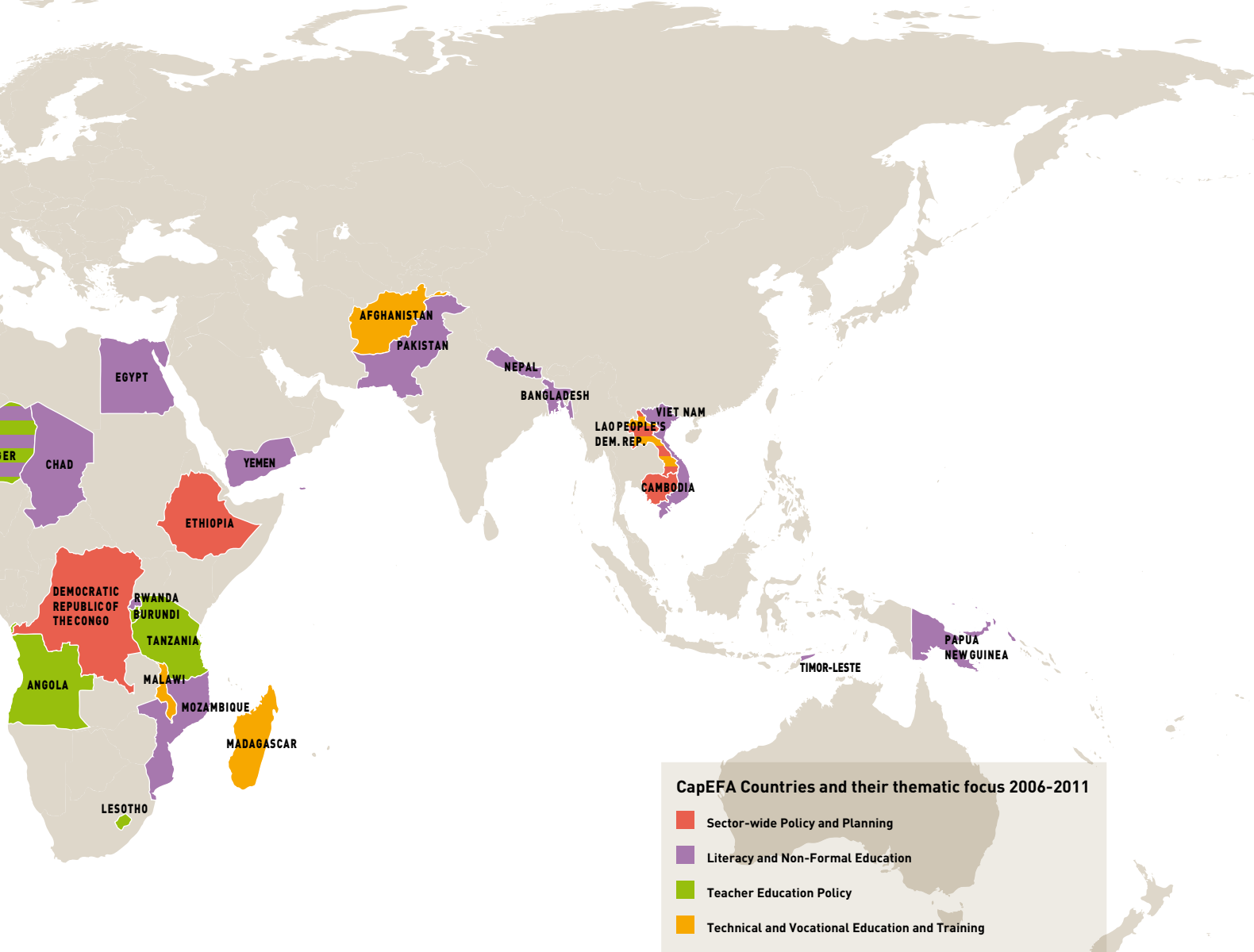
publication depicts the many capacity development initiatives of UNESCO's Capacity Development for Education for All Programme, which was established in 2003 and is jointly financed by Denmark, Finland, Italy, Norway, Sweden and Switzerland.

The programme encapsulates the principles of the Paris Declaration, as endorsed by the global community, while its structure and procedures reflect the priorities set by the UNESCO General Conference and the wider EFA partnership. Its implementation arrangements have been honed over the years with the capacity development approach, focus, scope, principles, management and operational procedures undergoing a constant process of refinement and adjustment in response to contextual changes within Member States, as well as trends in development cooperation. The result for UNESCO's CapEFA programme, is a long implementation history and a maturing of the philosophies and logistics surrounding

capacity development – all of which are set out in this document.

We hope that by chronicling evolving processes for capacity development in the education sector around the world, the publication can demonstrate clear examples for interested countries and technical partners on how specific capacity challenges to EFA are being addressed through nationally owned and driven CD strategies, multi-stakeholder partnership arrangements and platforms for South-South cooperation.

Svein Østtveit
Director of the Executive Office, Education Sector

Overview

With the contents as much about processes and experiences as the lessons learned so far, this publication is designed for several types of readers: those who might be drawn to the opening chapters which plot the evolving landscape for CD as a set of development principles and conceptual approach; national actors who are expected to lead in designing capacity assessments and CD action plans or evaluating their own performance towards EFA targets and might therefore be interested in the operational details, and; technical partners who may be more interested in the lessons that have arisen through the processes employed and CapEFA's programme experience to date.

In order to situate the CapEFA programme clearly within its context:

Chapter 1 recalls the context in which the CD approach has evolved and provides a rationale for UNESCO's current framework for action in support of EFA in its Member States. It analyses the complexity of the CD issue, examining the various definitions of both capacity and capacity development. What do we actually mean by capacity? What levels of capacity exist? How has the concept of capacity development evolved historically? The chapter then looks at the ways in which the arguments

for CD have refocused international development initiatives and led to better harmonization of CD processes across the globe.

Chapter 2 recalls the economic and social realities, as well as capacity challenges, in the education sphere in least developed and post-conflict countries. Against the backdrop of ongoing public sector reform, several of the specific challenges to EFA are brought into focus in relation to sector-wide policy and planning, teacher education policy, literacy and non-formal education and technical and vocational education and training (or skills for the world of work).

Chapter 3 looks at UNESCO's position on CD. How does the Organization align with international good practice in the field? What are UNESCO's fields of action in capacity development for the education sector? What kinds of implementation modalities are being employed?

Chapter 4 introduces the CapEFA programme's operational framework – referring to its country and thematic focus, conceptual framework, operational principles and structure. The adaptation of the United Nations Development Programme (UNDP) five-step process to CD is depicted in depth.

Chapter 5 presents selected highlights from the programme. The experiences of various country or regional programme are mapped out according to the thematic focus areas and CapEFA's conceptual framework of: 1) leadership, partnerships and harmonization; 2) institutional capacities; 3) organizational capacities; 4) quality and equity issues; 5) knowledge generation for capacity development.

Chapter 6 responds to the desire expressed during the 2007 Bonn Forum on 'Capacity Development for Education for All: Putting Policy into Practice' to encourage more systemic thinking about CD in the education sector in line with evolutions in development practice and capacity development. The penultimate chapter therefore examines the lessons learned, including the potential of CD strategies and the implications of operational experience for their design and preparation, facilitating long-term change and transformation and monitoring change. The chapter also suggests some of the immediate outcomes that can be expected from capacity development processes.

Chapter 7 reflects upon capacity development as a strategy for achieving quality and equity targets in EFA and the dynamics needed for anchoring change in the long term. Vital factors debated in the concluding chapter include: the need for national ownership and leadership of CD processes; better harmonization of donor initiatives; fostering multi-stakeholder partnerships for improved education delivery, and more effectual systems for knowledge management and South-South cooperation.

"There is little evidence that the quality of schooling has improved over the past decade and millions of children leave school each year without having acquired basic literacy and numeracy skills. Evidence from tests of learning achievement suggests that the absolute levels of achievement are exceptionally low in many countries."

The Central Role of Education in the MDGs, 2010. Publication to mark the UN High-Level Plenary Meeting on MDGs

UNESCO Literacy Programme in Buterere, Burundi.
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Chapter 1
Setting the Scene

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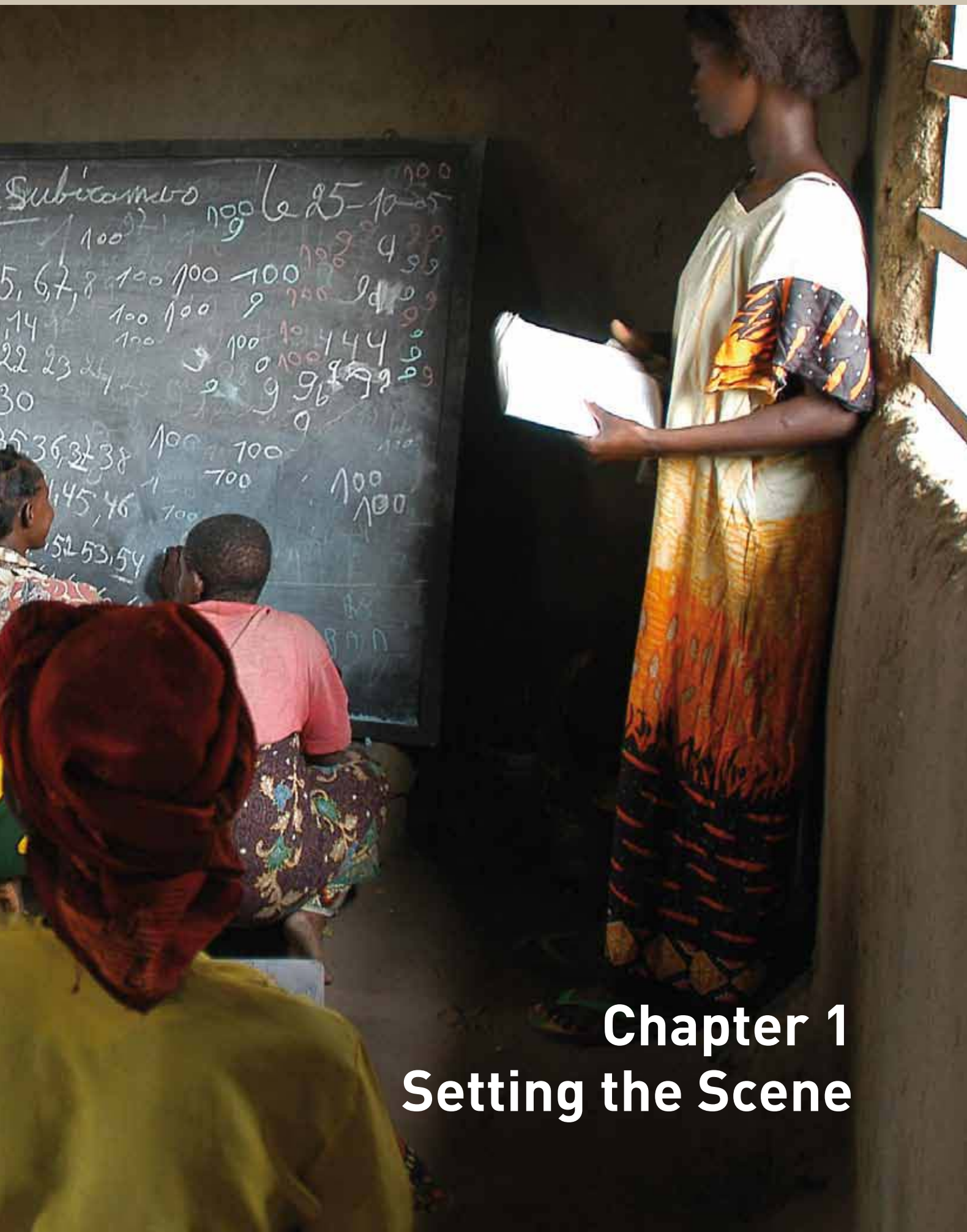
Chapter 1
Setting the Scene

Chapter 1 recalls the context in which the CD approach has evolved and provides a rationale for UNESCO's current framework for action in support of EFA in its Member States. It analyses the complexity of the CD issue, examining the various definitions of both capacity and capacity development. What do we actually mean by capacity? What levels of capacity exist? How has the concept of capacity development evolved historically? The chapter then looks at the ways in which the arguments for CD have refocused international development initiatives and led to better harmonization of CD processes across the globe.

Capacities: Concept and Definitions

The theories and expertise behind capacity development (CD) have grown over the years in response to perceived failures and achievements in development. CD itself, however, has remained a complex issue, often wrapped in convoluted and specialized terminology. The jargon has created mystification of an essential subject, perhaps even depriving those education actors who could benefit the most from the chance of mastering it. Prior to entering into the mechanisms of how CD works, or is facilitated, it therefore seems vital to establish a clear notion of what is meant by 'capacity' itself.

To begin with, one could say that capacity is ability or aptitude. It is the capability or skill to carry something out. It can also mean a competency, a qualification: the strength and talent to perform a function or task. This, in turn, implies understanding, will and motivation which themselves require resources, conditions and knowledge, as well as management of rules and relations, control and comprehension of procedures. In short, definitions of capacity give scope to infer anything from skills to perform a given task or function successfully, to the actual effectiveness, authority, productivity and resources which go with it. Moreover, if strengthening capacities is about transformation and change, it invariably integrates psychological as much as material factors. Capacity, then, is both attitudinal and substantive.

Narrowing down capacity to specific tasks, particularly within education systems, one sees that there are capacities required across the board, from visioning, administration, implementation, management, strategic planning, interpersonal and inter-organizational relations to advocacy and more. Some of the overarching capacities which stand out might include: 1) the capacity to fix objectives; 2) the capacity to draw up comprehensive strategies and plans and implement them; 3) the capacity to seal partnerships and alliances; 4) the capacity to raise and handle funds; 5) the capacity to create and sustain a climate of change; 6) the capacity to mobilize and motivate people; 7) the capacity to monitor and evaluate. From an operational perspective, the UNDP, for its part, pinpoints five core capacities: 1) to engage in multi-stakeholder dialogue; 2) to analyse a situation and create a vision; 3) to formulate policy and strategy; 4) to budget, manage and implement; and 5) to monitor and evaluate. [4]

The endgame of a CD process, of course, would be to arrive at the point where lagging or weak capacities reach their optimum level of efficiency, a stage where their strength and effectiveness leads to fully-functioning institutions, improved education systems and sub-sectors, as well as better coordination and smoother channels for delivering and providing a quality education for each child or learner. From this, it is then only one step further to see that capacities can be deemed to be anything from strong, efficient, weak, lacking or even dysfunctional.

This is perhaps an over-simplification as it is also important not to see capacity as one unfathomable, nondescript block. The capacity development challenge is not only one of addressing gaps, weaknesses or a lack of capacity. If this were the case, the response would be simple and mainly one of filling gaps. Yet, in many cases, the challenges are related to more complex issues: capacity is available and present, but is ineffectively used.

For example, there might be little relationship between a person's employment position and professional profile; people might not work together towards a common vision or be aware of one; incentive systems might mean that teams have no desire to share information, etc. These challenges are substantially more difficult to address. In order to work on capacity, there needs to be an understanding of the permutations or divisions of capacity levels: human, material, financial, political, institutional, organizational, national, local, etc. – as well a grasp of the incentive structures and the incremental nature of progress to achieve an objective, one step at a time.

For the purposes of this publication and within UNESCO's CapEFA programme, capacity is essentially viewed as residing in three distinct, but connected, levels: the individual level, the organizational level and the institutional level. Some add a fourth level relating to the overall socio-economic, political and cultural context, embedding the three levels in a wider perspective. What a CD process hopes for is the effective and smooth interplay of these various levels of capacity to achieve development goals. In brief, and in basic terms: individuals (individual level) operate inside organizations (organizational level) which, in turn, require a particular climate and environment in order to perform effectively (institutional level).

A whole host of factors needs to be in place, at the individual, organizational and institutional levels, for transformation, change and progress to take place. Acting upon such factors becomes easier when the challenges and issues affecting each level of capacity are identified.

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4   UNDP, *UNDP Practice Note: Capacity Development*, New York, 2008: p.12.

**Institutional
environment**

Society, laws, policies, procedures, norms,
standards, power structures, systems,
environment, culture

**Organizational
capacity**

Practices, roles, mandate,
decision-making structures, divisions of
labour, sharing of responsibilities,
methods of management and means of
functioning, use of resources -
intellectual, material, economic and
technological.

**Individual
capacity**

Abilities, needs and performances
of individuals, personal attitudes,
psychology, motivations,
inclinations, skills, capabilities,
know-how, values etc.

Source: Adapted from CapEFA Programme Document, 2008.

Understanding Capacity Development

The malleability of 'capacity' as a concept is mirrored in equally flexible interpretations of what is meant by capacity development. Some argue that CD is more an attitude, a kind of philosophy or concept - one that should be engraved in all developmental endeavours. Many might actually incorporate CD in their work without having a defined idea of what it is. Some still might argue that CD is merely about the facilitation of change processes and not something that can be implemented. For a substantial number of people though, CD is best viewed as a step-by-step and recurring architecture or platform for development with transparent and sequential processes for boosting capacities. This last vision is that of the UNESCO CapEFA programme.

Given the intricacies of capacity and capacity development processes, it may come as no surprise that there is little unanimity on CD definitions and this despite the fact that there is widespread acknowledgement of its worth as an approach. Important work is being carried out, nevertheless, to harmonize and promote working alliances around CD and in the way partnerships are formed in the education field. It is important to note, however, that CD has no magical blueprint which could work for all corners of the world. There is no one quick fix. CD is not an exact science with steadfast rules. Capacity is a moving target and CD is not something that can be imposed. What is best for one context may not suit another.

What we do know is that capacities must be reinforced over the long term and result from the strengthened 'power to perform' of relevant leaders, decision-makers, task managers and individuals working for an institution or organization. Capacity development is subject to, and can result in, unforeseen events. It requires flexibility and adaptability to national and local circumstances.

Box 1: Definitions of Capacity and Capacity Development

"Capacity building or development is the process by which individuals, groups, organizations, institutions and societies increase their abilities to: a) perform core functions, solve problems, define and achieve objectives; and b) understand and deal with their development needs in a broad context and in a sustainable manner." **UNESCO 2005**

"Capacity is an attribute of people, individual organizations, and groups of organizations. Capacity is shaped by, adapting to and reacting to external factors and actors, but it is not something external – it is internal to people, organizations and groups or systems of organizations." **European Commission (EC), Toolkit for CD, March 2009**

"Capacity Development is the process of strengthening the abilities of individuals, organizations and institutions and societies, to make efficient and effective use of resources to achieve their goals on a sustainable basis." **Capacity Development for Education for All: Putting Policy into Practice. International Forum Summary of Outcomes, Bonn, October 8-10, 2007**

"Capacity Development encompasses developing the ability of individuals, institutions and societies to solve problems, make informed choices, define priorities and plan for the future." **OECD/DAC Network on Governance. 2006. The Challenge of Capacity Development: Working Towards Good Practice. Paris, OECD/DAC**

"Capacity Development: the process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time." **UNDP, 2008**

"Capacity Development: the process whereby people, organizations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time." **OECD/DAC, 2008**

"Capacity refers to the conditions that must be in place, e.g. knowledge, competence, and effective development-oriented organizations and institutional frameworks, in order to make development possible." **SIDA 2005**

The Evolving History of Capacity Development

Working to improve capacity is nothing radically new. Some, in fact, see CD as a return to basics, a stripping down to the essential, bare bones of development, to the fundamental 'how' of human interaction and enterprise. In its most general and undefined form, capacity strengthening has even, perhaps, been around since the dawn of civilization and the first communal efforts to improve lives and futures.

Reconstruction efforts in the wake of World War II are a strong example of a capacity development process: a historical case of collective and methodical efforts to boost state performance after years of conflict and deprivation. The nascent United Nations system, for instance, put a focus on general 'Institution Building' – a process which was then doubly necessary with the emergence of many countries from colonialism in the late 1950s and early 1960s. Institution Building was seen as the practice of strengthening depleted national infrastructures and institutions in performing vital tasks: legal and basic administrative services, communications, transportation, education, health, etc.

This type of support evolved gradually in the 50s and 60s into what was internationally termed 'Capacity Building,' with the emphasis gradually shifting towards enhancing individual capacities and human resources, providing people with the necessary training and materials to carry out their key tasks. While this was seen to have individual results, it did not impact in broader terms on the way people actually interacted or organized themselves as groups and professional bodies. Further reshaping, defining and restructuring of institutions were deemed necessary, without shifting the attention entirely away from individuals. A strong component of development processes, indeed, remained technical cooperation (TC) and technical assistance (TA), such as sharing of expertise, advice, consultations, practical training in new skills.

1950s

Institution Building
- Provide public sector institutions
- Focus on individual functioning organizations

1960s

Institutional Strengthening and Development
- Strengthening rather than establishing
- Provide tools to improve performance

1970s

Development Management / Administration
- Focus on improving delivery systems and public programmes to reach target groups

Source: Adapted from M. BLAGE SCU, J. YOUNG. *Working Paper 260 - Capacity Development for Policy Advocacy: Current thinking and approaches among agencies supporting civil society organizations.*

> "Without robust capacity — strong institutions, systems, and local expertise — developing countries cannot fully own and manage their development processes. We agreed in the Paris Declaration that capacity development is the responsibility of developing countries, with donors playing a supportive role, and that technical co-operation is one means among others to develop capacity."

Paris Declaration on Aid Effectiveness 2005

It was understood that individual training and organizational restructuration were only part of the picture and that strategies to influence the environments surrounding institutions, as well the impact they had on the individuals within them, required adjustment. This realization came, to a certain degree, from a more lucid appreciation of the processes of change and a deeper understanding of what was meant by capacity. Research into where renewal and reform came from, how it could be triggered and facilitated, was evolving – as was the idea that certain individuals or change champions could be agents to lead others in a general movement of transformation. In parallel, the private sector was pioneering ways forward in terms of theories of change and business process reengineering. All this fed into, and overlapped with, advances in international development thinking. Creating environments for change through policy, strategy and planning became the subject of further enquiry.

Rethinking Development Approaches

The fast pace of change in the globalizing world of the 1990s and 2000s required a holistic approach, incorporating all the dimensions of both capacity and the systems it generated. What had become patently clear, as underlined by the OECD/DAC[5] Network on Governance, was that "the traditional capacity building tools of TC

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5   Development Assistance Committee of the Organisation for Economic Co-operation and Development.

1980s

Capacity Building
- Reassessment of the notion of technical cooperation (TC)
- Participatory approaches as 'the way to do development'

New Institutionalism
- Capacity building broadened to sector level
- Attention to shaping national economic behaviour

1990s

2000s

Capacity Development
- Increased participation in capacity development
- Emphasis on continuous learning and adaptation
- Balancing results-based management and long-term sustainability

[technical cooperation] and training have proved ineffective in helping to improve performance because they have not been linked to the necessary organizational and institutional developments".[6]

In the 1990s, in light of continued failure to generate enduring change in public sector capacities, many multilateral and bilateral partners began to re-conceptualize what they meant by development. They set about answering questions such as: Who actually leads the process? Whose initiative is it? How are capacity needs identified? Who is involved? What is the level of intervention? Is there a systemic approach to the identification of the problem and the solution? How can CD achievements be tracked? What indicators are needed? How can accountability in interventions be guaranteed?

The concept of capacity development began to move away from the notion of 'outside' assistance and foreign expertise to fix problems. If there was to be technical assistance, and the involvement of outside expertise, it was on the basis of equal standing between beneficiary and

expert. This meant that CD was not only to be viewed as a learning process in itself, but anchored preferably in strong partnerships with the beneficiary countries, with them assuming responsibility and harnessing the opportunity to reinforce their own systems of implementation. The kernel of all of this, of course, became the necessity for real government leadership and ownership of CD, change processes and, ultimately, sustainability.

During the 1990s, the term 'Capacity Development' was making inroads and gaining currency in mainstream development vocabulary. The CD movement sought to distance itself from the idea of building or starting anew: it was more a case of developing from existing levels of capacity. It was also not so much a case of identifying gaps but more of tackling constraints to capacity, whether they be at an individual, organizational or institutional level. Capacities were always existent, even in the most difficult of settings. They basically needed the space to grow and become efficient. Capacity development was about nurturing and unleashing capacity from within.

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6   OECD/DAC. *The Challenge of Capacity Development: Working Towards Good Practice*. Paris, 2006: p.26.

Further still, and in contrast to previous approaches to capacity-building, the evolving approach to CD was based on countries themselves defining their own priorities and needs, and leading the process to meet the challenges.[7]

Refining the Capacity Development Approach: 2000 – 2010

For a while, by the end of the 1990s, CD seemed to be a new slogan to paste onto any variety of development programmes. It soon became obvious, yet again, that it wouldn't be the panacea that many envisioned for the developing world, and that fundamental changes in orientation were required once more. Dissatisfaction in many quarters lay with the inescapable difficulty that much of CD still relied on technical assistance and cooperation, advice, joint research and the targeted training of a limited number of professionals. Narrowing assistance to specific individuals, however, continued to mean that the broader and more essential institutional and governance backdrop to a country wasn't being addressed explicitly. Not only did national public sectors remain unchanged over the long term, but they risked becoming more vulnerable when individuals trained under CD schemes sought employment elsewhere, leaving national development projects behind and further weakening countries. National institutions and key government organizations had to be involved more fully for CD to strike deeper and more effectively.

Alongside this, it grew evident, particularly within LDCs and most fragile states, that non-governmental organizations (NGOs), civil society and private sector actors were already playing a prominent role in the conception and delivery of development strategies. The potential to step up this momentum of progress through more participatory approaches and more inclusive partnership arrangements existed. This was increasingly recognized by governments and the international community, just as NGOs and civil society were becoming more vocal in asking for greater involvement and accountability in decision-making processes as well as more equitable development strategies. Alternative visions for financing and implementation had to be examined to take on entrenched development problems.

So it was, in the wake of the Millennium Declaration in 2000, that the international community stepped up a gear in its insistence on greater democratic participation in development processes alongside stronger national accountability and transparency. The 2003 Rome Declaration on Harmonization, endorsed by bi- and multilateral development institutions and recipient countries accordingly stated: "Partner countries will undertake necessary reforms to enable progressive retreat by donors from their systems as they adopt international principles or standards and apply good practices. The key element that will guide this work is a country-based approach that emphasizes country ownership and government leadership, includes capacity building, recognizes diverse aid modalities (projects, sector approaches, and budget or balance of payments support) and engages civil society including the private sector."

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7   Khalil Mahshi, *Capacity development in education*, UNESCO-IIEP Newsletter, Vol. XXIV, no 4, Oct-Dec 2006. Paris, 2006: p.1-3.

This was solidly reinforced by the milestone Paris Declaration on Aid Effectiveness in 2005. By singling out CD as 'indispensable,' the declaration became the rallying cry for those trying to harness national capacities in a more efficient way. In the face of ever-more limited donor resources, the declaration also carried with it the logical and operational need for increased donor alignment and harmonization on CD.[8]

Towards Harmonization of CD Processes

In a bid to synchronize development efforts within the international community, and rather than seeking blueprints, advocates of CD came to look at core sets of common principles, steps, processes and strategic goals which could lead to more equitable and quality education across different contexts. The EFA Fast-Track Initiative (EFA-FTI) which was set up to accelerate the movement towards EFA and the MDGs in low-income countries lent its vital support to this process. Its aim, in its own words, is to promote "systematic, coordinated support to country-driven agendas for capacity development involving all relevant actors and levels, strengthening individuals, institutions and organizational set-ups. This approach goes beyond the experience, knowledge and technical skills of individuals or material resources."[9]

In 2006, the EFA-FTI established a task force on CD under the leadership of Germany, in synergy with the basic principles of the Paris Declaration. Its objective was to bring about increased collaboration and coordination at country level for the implementation of EFA. By 2008, the EFA-FTI had formulated its own CD guidelines for assessing capacity needs, setting priorities and strategies, and for implementing education sector plans. These guidelines mirrored previous work carried out by the World Bank (WB), United States Agency for International Development (USAID), GTZ and UNDP, to name but a few.

Emerging from several streams of research and conferences, the Learning Network on Capacity Development (LenCD) has now become an active community of practice. Established in June 2004, this informal and open learning network is composed of individuals and organizations sharing a common interest in capacity development. It aims to promote and facilitate sharing of lessons and changes for better CD practice at the global, regional and local levels, while facilitating collective initiatives and processes needed to close "learning loops" and promote change.[10] At the same time, it promotes the integration of CD into mainstream development policy and supports regional and local initiatives to help change in CD practice on the ground. The LenCD initiatives depend on energy from network members and partners, their shared interests and resources. Its initiatives include thematic and regional working groups, development of specific products, vetting of research and policy development, and sharing of knowledge through online resources, knowledge fair and other mechanisms. The LenCD was instrumental in organizing a roundtable on capacity development as part of the Paris High Level Forum on Aid Effectiveness and in helping to develop the widely agreed reference paper "The Challenge of Capacity Development: Working Towards Good Practice" adopted by the OECD/DAC in 2006.

In summary, then, it could be said that there has been a gradual movement away from a linear blueprint approach to development and CD, going beyond training aimed at improving human resources towards a concern for the overall policy framework and environment in which individuals and organizations operate and interact with each other, as well as the formal and informal relationships between institutions.[11] A sign of this shift is that many development partners, such as the Asian Development Bank (ADB), in 2007, published frameworks and action plans for integrating capacity development into country programmes and operations. Such documents underscore the fact that development actions which fail to take into account the institutional, economic and public sector management dimensions of policymaking are unlikely to have much impact on organizational performance per se.[12] Similar moves have been made by the OECD and the European Commission.[13] The global economic crisis could knock these efforts off course, but it could, also, turn out to be yet a further catalyst in evolving CD processes.

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8   Federal Ministry for Economic Cooperation and Development, BMZ (Germany). *The Role of Capacity Development in the Education for All - Fast-Track Initiative (Concept Note)*. Germany, 2006: p.1.

9   See: http://www.educationfasttrack.org/FTI-at-Work/capacity-development/
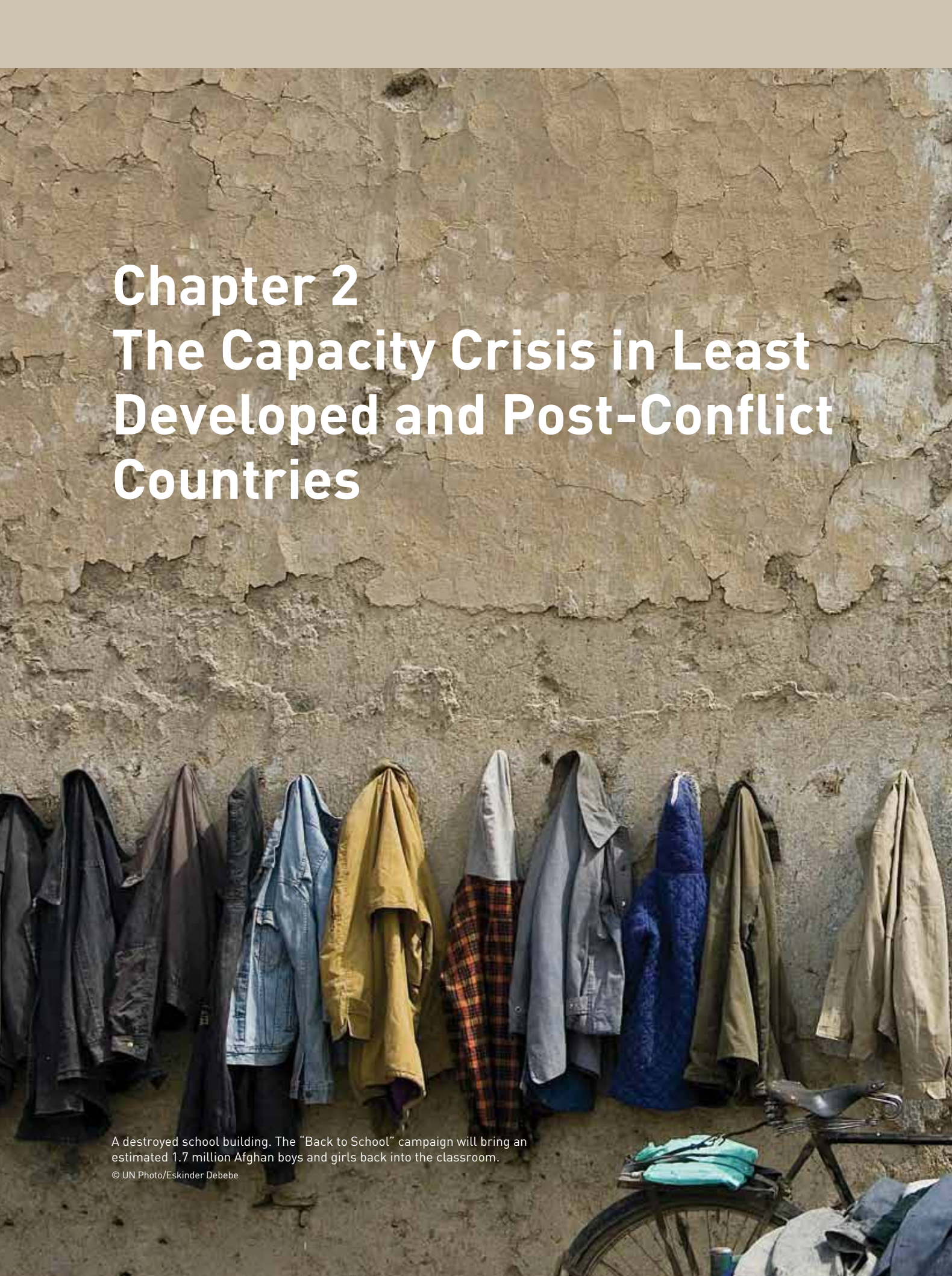
10   See: http://www.lencd.org/

11   Global Environment Facility. *Strategic Approach to Enhance Capacity Building*. Washington, 2003: p.16.

12   Asian Development Bank. *Integrating Capacity Development into Country Programs and Operations, Medium-Term Framework and Action Plan*. Manila, 2007: p.6.

13   EuropeAid. *Toolkit for Capacity Development*. Brussels, 2009.

Chapter 2
The Capacity Crisis in Least Developed and Post-Conflict Countries

A destroyed school building. The "Back to School" campaign will bring an estimated 1.7 million Afghan boys and girls back into the classroom.
© UN Photo/Eskinder Debebe

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Chapter 2
The Capacity Crisis in Least Developed and Post-Conflict Countries

Chapter 2 recalls the economic and social realities, as well as capacity challenges, in the education sphere in least developed and post-conflict countries. Against the backdrop of ongoing public sector reform, several of the specific challenges to EFA are brought into focus in relation to sector-wide policy and planning, teacher education policy, literacy and non-formal education and technical and vocational education and training (or skills for the world of work).

When Environments Hinder Development

The economic landscape against which many governments endeavour to address their ambitious development and EFA aims has deteriorated in recent years. The 2011 GMR underlined that, after 2000, 'many of the world's poorest countries registered strong economic growth and marked reduction in poverty, creating a positive environment for progress in education. Recent turmoil in the global economy has changed that. Growth prospects have been revised downwards, pressure on government budgets is growing and a combination of slower growth and rising food prices is trapping more people in poverty. While the immediate financial crisis may be over, the legacy remains a potential threat to progress in education.'[14]

Although the impact of fiscal pressures on education budgets is not uniform (Figure 1), about 40% of low income countries with available data cut education spending in 2009.[15]

Figure 1: The impact of the financial crisis on education spending
Real education spending index in selected low and lower middle income CapEFA beneficiary countries, 2008-2010
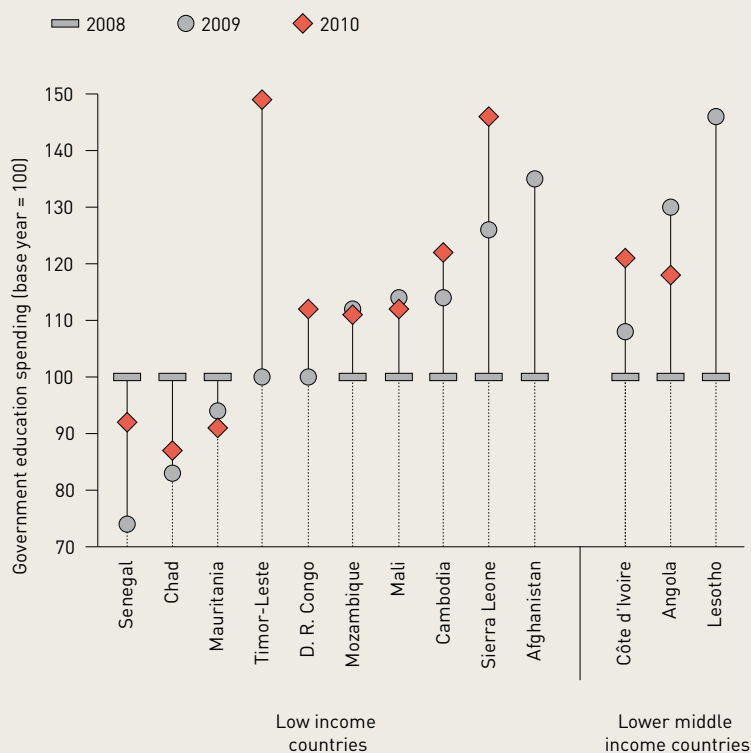
Notes: The base year value for the spending index is 100. Values above 100 represent increases in real education spending from base year levels and values below 100 show declines. For most countries, the base year is 2008; that for D.R. Congo and Timor-Leste is 2009.

Source: Adapted from *EFA Global Monitoring Report 2011*, p.115.

"[...] many countries lack the necessary policy and regulatory frameworks for private sector-led growth. They also lack the capacity to implement programmes even when funding is available [...] It is for this reason that targeted capacity-building should be given high priority. Programmes in every area should be preceded by an assessment of capacity, followed by the provision of appropriate support."

The New Partnership for Africa's Development (NEPAD). 2008

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14   UNESCO, *GMR 2011*, p.25
15   UNESCO, *GMR 2011*, p.115.

The United Nations system categorizes Least Developed Countries as the 'poorest and weakest segment'[16] of the international community: those deemed to be facing considerable disadvantage in their development and at highest risk of not being able to break out of the cycle of poverty. Of these, post-conflict countries face additional uphill battles in their transition to peace and stability, and in their attempts to secure longer-term development prospects. While new leadership may offer opportunities to reform institutions which could have played a role in fanning conflict (what the 2011 GMR terms the 'peace dividend'), the enormity of the recovery process places a heavy burden on public institutions.

The challenges faced by LDCs and post-conflict countries are often taxing and multi-tiered in nature. Weak state institutions, coupled with an absence of strong leadership and management capacities at national and local levels constitute a first tier. Systemic capacity deficits engendered by years of economic hardship, natural disasters, political crisis, security issues or conflict present another. Such situations are frequently exacerbated further by the 'brain drain' of qualified leaders, managers, researchers, scientists and workers in nearly all economic sectors. Other characteristic and detrimental bottlenecks might include challenges posed by introducing civil service reform, the absence of organizational structures to support decentralization efforts and discrepancies in administrative and management capacities at all levels.

Capacity deficits strike at the very foundations of State governance systems. In the long term, the weakness of State capacities not only imperils the sustainability of technical cooperation efforts, but threatens any progress in achieving national and international development targets.[17] A 2011 article entitled 'Poverty Matters' in the UK Guardian newspaper depicts the dilemma: '...over time, the negative institutional impacts get very serious, as governments lose their ability to lead on policy, and as their accountability to citizens is eroded. Rather than develop, state institutions can be retarded.'[18]

Box 2: Defining Least Developed Countries
The United Nations Committee for Development Policy (CDP) uses the following criteria to identify LDCs: **Low-income:** measured by an average income per person over the course of three years. An average income of less than $745 per person per year is considered a measure for inclusion as an LDC. Above $900 average income is not. **Weak human resources:** measured by indicators of nutrition, mortality of children aged five years or under; secondary school enrolment; and adult literacy rate. **High economic vulnerability:** measured by population size; remoteness; diversity of goods exported, share of agriculture, forestry and fisheries in the economy; instability of agricultural production; instability of exports of goods and services; and homelessness owing to natural disasters. To be qualified as an LDC, a country must meet all of the above criteria and have a population of fewer than 75 million people.

The Need for Public Sector Reform

In order to reinforce public sector management and governance capacities in LDCs and post-conflict States, and to take decision-making closer to the communities where it is needed, a wide array of public sector reforms have been introduced over the past two decades including decentralization policies and civil service re-organization. Efforts have also been made to combat corruption and ensure transparency and greater equity in the distribution of funding to de-concentrated levels.

Many of these remedying efforts have not hit their targets. Funds which have been decentralized, together with local revenue collection, are usually inadequate to address the level of development needs in the most 'at-risk' communities. Missed opportunities, however, are not just down to shortfalls in funding for infrastructure and social services. Even in countries where public expenditure is relatively high, reform efforts have often been disappointing as capacity deficits were under-estimated and public administrations, decision-makers and managers were unable to enact the reforms and specifications demanded of them.

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16   See: http://www.unohrlls.org/en/ldc/25/
17   OECD/DAC. *Service Delivery in Fragile Situations: Key Concepts, Findings and Lessons*. Paris, 2008.
18   Jonathan Glennie. *Poverty Matters*. The Guardian, 17 February 2011.

Specific Challenges to Education for All

The global drive towards EFA, and the successes of the last decade in raising primary school enrolment rates, have translated into considerable pressure to expand educational opportunities at higher levels. This is particularly true for general secondary and technical vocational education: as the numbers of children attending and completing primary level rise, so does the need for creating further learning opportunities. These increases, however, have exposed serious capacity constraints within education systems in many least developed countries, with an obvious impact on the quality of the education proposed.

The ability of fragile states to assume their EFA goals is compounded by a particular set of institutional and organizational challenges. Impasses, dysfunction, institutional and organizational hurdles abound – all the more in States weakened by conflict, political instability or limited resources. Improving education, the EFA-FTI argued, is not simply a matter of inputting 'more money' into national Ministries of Education. It must take place in the context of a much broader discussion about the challenges of education provision, quality and delivery, and putting the best formulated plans into practice.[19] In other words, the returns to additional financing in education systems in the most fragile states would not increase without parallel capacity development. The 2008 Accra Agenda for Action was also clear that 'aid is only one part of the development picture.' This does not suggest that external aid is not necessary or that funding is not helpful, but it does suggest that a multiplicity of positive and enabling factors, aside from money, is necessary for optimum development to take place.

Whether it be planning, literacy and non-formal education (NFE), technical and vocational education and training (TVET) or teacher education policy (TE), it becomes obvious that capacity development is needed as a strong foundation for effective change. What, then, are the

Figure 2: Expansion in secondary school participation
Gross enrolment ratio in secondary education, 1999 and 2008

Notes: Only those countries with GERs below 97% in either 1999 or 2008 and that are part of the CapEFA programme are included.

Source: Adapted from *EFA Global Monitoring Report 2011*, p.55.
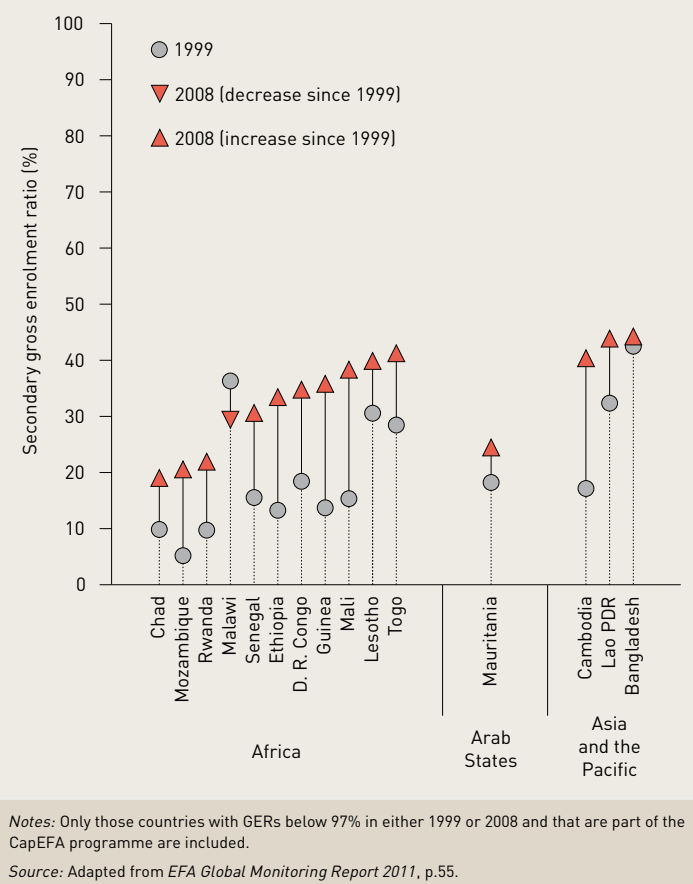
capacity challenges affecting specific education sub-sectors in LDCs and post-conflict countries?

Sector-wide Policy and Planning

Enabling policy environments and institutional frameworks need to be in place to realize sector and sub-sector targets, especially legislative frameworks that: agree minimum access to, and standards of education for specific population groups; support participatory policy planning and performance monitoring processes; ensure solid financing for sector and sub-sector policy targets and management mechanisms etc. Many countries are hindered in their EFA efforts by the lack of enforcement of such frameworks and isolated policy reviews, little crossover or connection between the needs of formal and non-formal systems, as well as the deep-rooted exclusion of minorities, marginalized groups, women and girls in policy-shaping and decision-making processes.

Weak policy and planning processes, as highlighted by the UNESCO Regional Bureau for Education in Africa (BREDA)

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19 Federal Ministry for Economic Cooperation and Development, BMZ (Germany). *Capacity Development for Education for All: Putting policy into practice – An International Forum, Summary of Outcomes*. Bonn, 2007.

website users, is an on-going and real constraint. A user opinion poll posted on the website of BREDA between September 2010 and January 2011 asked the following question: 'Which is the main factor diluting the impact of funds provided to African institutions?' A majority of those taking part selected poor system planning as the main answer. But evidence-based policies and planning processes at sector-wide level are not just hindered by a lack of national capacities for gathering and processing up-to-date, reliable data and statistics disaggregated by gender, population group, region etc. Even when EMIS have been strengthened, the challenge may not be so much the lack of capacities, but that the outputs of the system (the information and knowledge it generates) are not seen as valuable inputs to planning processes and therefore not put to optimal use.

At organizational level, weak management and functional capacities within Ministries at different levels of governance pose an obstacle to operational efficiency on an everyday level. However, functional capacities and the need for CD strategies are seldom addressed systematically within Education Sector Development Frameworks and medium term education plans (including Ministry capacities to carry out capacity assessments and work and procure new technical assistance for CD initiatives). In fact, there may be limited familiarity among key decision-makers and national counterparts with the CD approach, its terminology, theory, processes and operational tools, resulting in limited vision of where entry points for CD strategies might be.

Hazy definitions of individual roles and tasks further limit efficiency, as does the fact that skilled education staff can be unproductively matched to the tasks with which they are entrusted. In this regard, it is interesting to note that research work carried out by UNESCO's International Institute for Educational Planning (IIEP) revealed that 32 out of 42 countries surveyed did not have institutions specifically directed at training education sector managers and planners.[20] Indeed, positions were often filled by former teachers who had not received the relevant training for their assignments. Staff mobility and attrition are other major impediments. UNESCO's International Institute for Capacity Building for Africa (IICBA), notes: "more personnel need training than previously thought. One reason for this is the high mobility of staff in many institutions and countries – as high as 20 per cent a year in many cases."[21]

Some States have overly-centralized decision-making processes while others have devolved structures where the

Figure 3: Education budgets have increased in most countries
Real annual growth in education budgets and national income, selected low and middle income countries, 1999-2008

● Real education spending annual growth rate ● Real GDP annual growth rate

Note: Average real growth is based on annual compound growth. When data for 1999 or 2008 were not available, the closest year was used.

Source: Adapted from *EFA Global Monitoring Report 2011*, p.104.

20 Anton de Grauwe. *Without capacity, there is no development*. UNESCO-IIEP, 2009: p.63.
21 See : http://en.unesco-iicba.org/node/8

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capacities for initiating, brokering and managing NGO, public/private sector and multi-stakeholder partnerships for EFA and to reinforce inspection, quality assurance and testing systems to ensure minimum standards across education providers.

The Lack of Status for Non-formal Education and Literacy

The majority of LDCs and post-conflict countries experience low levels of literacy with significant disparities in access in terms of gender, population group and urban/rural situation. However there is a marked lack of status for NFE priorities within national education plans and the sub-sector is mainly characterized by short-term, project-based approaches that suffer from insufficient political commitment.

While sector-wide approaches would, in theory, view non-formal and formal education as one articulated and integral system with flexible entry and exit points, and the chance for recognition, validation and accreditation of all forms of learning, NFE is frequently overlooked meaning that financial allocation remains marginal, both among development partners and within national education sector budgets. Meanwhile, national education statistics seldom include up-to-date information and situation-specific knowledge on the scope, outreach and results of NFE programmes at community level.

In several countries, there are insufficient numbers of educational experts in the formal sector who possess adequate knowledge of NFE and literacy for the conception of programmes, training of trainers, literacy materials development, field surveys and research work, and for ensuring links between literacy programmes and economic development. On the whole, gender and transversal education issues (skills for

sub-national levels have limited say in policy formulation. The functions of many Ministries of Education are further weakened by an absence of precision around departmental mandates, poor internal and external communications and unclear focus. Opportunities for coordination and information sharing between Ministries, departments and actors implicated in sector/sub-sector policy formulation, planning and delivery can be unstructured or lack regular 'buy-in'. Operational challenges are compounded where sub-sectors are the remit of several competing Ministries, or where the public sector is already weakened by scarce human and financial resources and low staff motivation or morale.

> "While many educational authorities are fully aware of the need for literacy and non-formal education, these sub-sectors suffer from a lack of recognition. This translates into insufficient training, low salary and status of literacy teachers, insufficient co-ordination between non-formal education providers (government and NGOs) and inadequacy of public investment."

UNESCO Information Kit on EFA (2001)

Last, but not least, different sources of technical support to the education sector and its sub-sectors can be disjointed leading to isolated strategies and decision-making processes across multiple stakeholders and partners. There is a critical need to support government leadership in aligning and harmonizing different sources of technical support. Given the increasing number of local service providers involved in education provision, and national governments' own struggles to ensure minimum standards, there is a definite need to reinforce national

Figure 4: Many countries are unlikely to achieve their literacy goal
Adult literacy rate (15 and over), CapEFA selected countries, 1999-2001, with projected values and goal for 2015

Legend:
- Observed 1999–2001
- Projected 2015
- Goal for 2015

Y-axis: Adult literacy rate (%)

X-axis countries: Malawi, Lao PDR, Togo, Nepal, Rwanda, Burundi, Bangladesh, Angola, Mauritania, Côte d'Ivoire, Papua N. Guinea, D. R. Congo, Chad

Notes: Literacy rate targets for 2015 are calculated as a 50% reduction in the illiteracy rate recorded in each country in 1999-2001. Only countries with literacy rates below 97% in 2005-2008 and that have benefited from CapEFA are included.

Source: Adapted from *EFA Global Monitoring Report 2011*, p.66.

to evidence-based planning.[22] There may also be limited knowledge among decision makers and national practitioners of NFE achievements and processes in countries facing similar challenges.

In many cases, organizations catering to the non-formal and informal sector also work in isolation without structured possibilities for mutual reinforcement. Opportunities to reinforce decentralized decision-making and consolidate NFE delivery through multi-sector participation in the planning of NFE are not fully considered or overlooked. On the flipside, studies within countries around the world also point to the large disparity in quality and impact of various NFE programme providers, and to the need to undertake regular reviews of the quality of NFE contents and primers in accordance with national literacy goals and curriculum. This points to the need not just for minimum standards and accreditation frameworks, but for functioning inspection, quality assurance and examination systems. In terms of monitoring and evaluation, education decision-makers and sponsors of literacy projects still focus on quantitative achievements, or the numbers of learners enrolled, with little independent evaluation or research examining the suitability and effectiveness of diverse pedagogic approaches, delivery methodologies and learning materials.

income-generation, HIV/AIDs, human rights, sustainable development, etc.) are weakly integrated into ESDF.

At organizational level, the definition of expected roles within NFE units or departments and levels of governance may be unclear and decision-making frameworks for NFE are seldom communicated through precise organizational charts. Again, there is a need to strengthen the functional skills and competencies required to enhance performance within NFE departments at central and decentralized levels (making use of skills audits, gap analysis, job and role definitions and career planning). There may also be a need to reinforce ICT infrastructure so information needed to carry out functions optimally is transmitted to relevant stakeholders in a timely manner.

The proliferation of NFE providers and projects over the past 30 years has generated high levels of innovation, much valuable experience and lively debate involving practitioners and academics. Rigorous evidence, however, of successful frameworks, tools and methodologies is often lacking, especially on the potential for scaling up such projects into national programmes and as support

The Shortage of Qualified Teachers

From early childhood through to primary and secondary school, qualified and motivated teachers are, without doubt, vital for effective learning and are at the heart of education quality. What students achieve in school is heavily influenced by the effectiveness of teachers' skills. The spread of primary education, as noted previously, has led to expanding demand for teachers. This is a worldwide phenomenon – approximately one-half of the world's countries, 96 out of 195, need to expand their teaching forces in order to enrol all primary-school age children by 2015.[23] In the meantime, many countries in Sub-Saharan Africa battle on with pupil/teacher ratios close to 40:1. In

22 UNESCO, *GMR 2011*, p.69.
23 UNESCO-UIS. Technical Paper *No. 3 – Projecting the Global Demand for Teachers: Meeting the Goal of Universal Primary Education by 2015*. Paris, 2009: p.8

Madagascar, Mozambique, Sierra Leone and Togo, the pupil/teacher ratios sometimes exceed 80:1.

Addressing institutional, organizational and individual levels of capacity for teachers is another multi-tiered question. Teachers face a whole host of issues and challenges, from the absence of career development or proper professional support, to competition from untrained and unskilled staff. Due attention to teachers' status and working conditions and to the quality of pre- and in-service teacher programmes is uneven across countries. In the first instance, policies and regulations governing entry into the teaching profession, teacher's deployment and conditions of service may be out-of-date or poorly defined. This is all the more the case in LDCs where teachers often receive insufficient support and can be left alone in the classroom to cope with challenges that extend well beyond their professional spheres of responsibility. The absence of female representation in the teaching force in many countries is another major challenge. Pre and in-service training may also be behind in main-streaming competency-based approaches, as well as transversal issues relating to gender sensitive contents, HIV/AIDs, climate change etc., into the curriculum and teacher training materials.

Much of this points, yet again, to capacity. The teaching profession in itself needs to be reinforced as a viable and attractive career choice in least developed countries. There is a general need to move teachers away from bureaucratic models towards systems which motivate them – empowering them to become change agents within changing education systems. However evidence of achievements and processes in support of the teaching profession is often lacking, especially on the potential for scaling up good practice into national policymaking for the sub-sector.[24] Institutionally, stronger teacher education institutes (TEIs) would go a long way to fortifying an often beleaguered profession, including better teacher education curricula and facilities, active pedagogical methods, practical and innovative training models, coupled with guidance in Information and Communication Technologies (ICT), as well as more standardized accreditation systems.

Figure 5: Teaching force needed to achieve quality primary education for all by 2015
Teacher stock in 2004 and expected teacher stock in CapEFA beneficiary countries with large teaching forces.

Legend:
- Stock of primary teachers in 2004
- Projected stock of teachers needed in 2015

Africa
- D.R. Congo: 155 / 560
- Ethiopia: 111 / 264
- Tanzania: 135 / 204
- Mozambique: 55 / 121
- Mali: 27 / 82
- Chad: 16 / 61
- Côte d'Ivoire: 48 / 86
- Malawi: 41 / 75
- Madagascar: 64 / 90
- Senegal: 32 / 57
- Angola: 47 / 70

Asia and the Pacific
- Pakistan: 432 / 592
- Bangladesh: 327 / 453
- Afghanistan: 68 / 172
- Cambodia: 50 / 59
- Nepal: 102 / 103

Arab States
- Egypt: 355 / 424
- Morocco: 148 / 158

Number of teachers in thousands

Notes: Only CapEFA beneficiary countries with current or expected teaching forces exceeding 50,000 teachers are presented in the figure. Countries are sorted by the absolute difference between the current and projected stock.

Source: Adapted from *Teachers and Education Quality: Monitoring Global needs for 2015*, UNESCO Institute for Statistics, Montreal, 2006, p.44.

24   UNESCO, *GMR 2011*, p.69.

The Mismatch in Access to, and Relevance of, Technical and Vocational Education and Training

As a logical consequence of the progress made in primary school enrolment worldwide, a significant broadening in access to quality TVET is needed for the growing number of young people wishing to continue their studies through a vocational pathway. TVET can provide unique chances for employment and entrepreneurship in both developing and developed countries alike, while answering many of the needs of low-skilled workers.[25] Indeed, quality TVET programmes are known to be the source of essential new skills when they reflect real labour market needs and anticipate or integrate trends in ever-changing national socio-economic contexts.

National TVET systems have, on the whole, been unevenly supported and funded around the world with limited mobility between the formal and non-formal sectors. National training boards may have been established to ensure provision, management and monitoring of heterogeneous systems of TVET. However only a few countries have created national funds for technical and vocational training and less still are able to finance TVET at a level that can support demand and the need for quality training.

Figure 6: Technical and vocational enrolment has increased, yet more progress is needed in most regions
The proportional increase of enrolment in technical and vocation education in secondary enrolment (1999-2008) sometimes hides the actual number of students enrolled in these tracks and the need for progress.
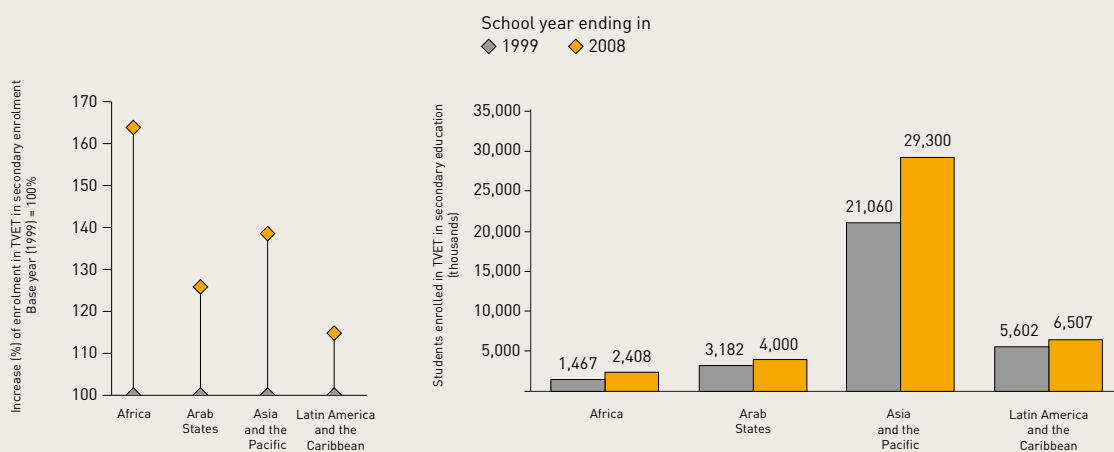
Notes: The base year value for the share of technical and vocational education of secondary enrolment is 100; the base year is 1999. Only regions in which the CapEFA programme is implemented are presented in the figure.
Source: Adapted from *EFA Global Monitoring Report 2011*, Statistical Table 8 (website).

From an institutional perspective, responsibility for policy making can be highly fragmented when it falls under various education and non-education sector Ministries. The involvement of diverse stakeholders in the design, planning and management of TVET leads to incoherent policy frameworks and can even be the cause of friction between different institutional stakeholders. Some governments have addressed fragmentation of governance by concentrating responsibilities for TVET to one single ministry. Even then, there are cases where the Ministries of Youth or Labour are distanced from the policy process even though they have

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25   UNESCO, *GMR 2011*, pp.54-64.

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a critical role in youth employment strategies and in identifying national labour market needs.

From an organizational perspective, certain countries have decentralised the management of their TVET systems, with the delegation of responsibilities to regional authorities or even to semi-independent educational institutions. However, since TVET is in the very early stages of institutional reforms in most LDCs, for which new roles and responsibilities are not yet well-defined, an absence of clarity can generate confusion or conflict when roles overlap and activities are duplicated. The inability to ensure concerted action between Ministries and diverse stakeholders is exacerbated by a lack of sound coordination and communication mechanisms across, and between, governance levels.

In addition, opportunities for consultation and exchange between institutional bodies, private sector employers and workers' representative bodies (the social partners) may not be systemically pursued. As a result, the potential for sound public-private sector partnerships and consolidated delivery for TVET is not optimized. Learning opportunities within the workplace and through the private sector continue to represent separate TVET delivery channels.

In terms of access, relevance and quality, national TVET strategies in LDCs are frequently out-of-sync with the needs of specific population groups and evidence-based strategies elsewhere, both regionally and internationally. While women may be dominant in the informal economy

and the service sector, industrial and technology courses are still considered the traditional reserve of male students. Provision to reach marginalized populations such as ethnic minorities, refugees, people with disabilities and demobilised soldiers is usually piecemeal and sometimes neglected altogether.[26]

Access-oriented policies and planning processes are most often hindered by a lack of capacities for gathering and processing up-to-date, reliable education data and statistics disaggregated by gender, population group, region etc. This, in turn, has a clear impact on curriculum relevance and coherence leading to a mismatch with the needs of national and local labour markets.

The restructuring of TVET systems requires capacity building for personnel in TVET education, training and management. Recognition, validation and accreditation of non-formal and informal learning are essential. An improved articulation between formal, non-formal and informal learning opportunities would facilitate learners' movement and progression within the overall education and training system. The progress of national qualification frameworks in addressing this challenge remains uneven.

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26 UNESCO-BREDA. *Framework for Action in TVET. A framework for action to promote the reform of technical and vocational education and training (TVET) in Sub-Saharan Africa in support of the Plan of Action for the African Union Second Decade of Education 2006–2015.* Dakar, 2009: p.2.

Chapter 3
UNESCO's Response to Capacity Challenges

The "Students free education centre", Pakistan. Classes are held on the roof to avoid the gang warfare in the street below.
© UNESCO/Akhtar Soomro

Chapter 3
UNESCO's Response to Capacity Challenges

Chapter 3 looks at UNESCO's position on CD. How does the Organization align with international good practice in the field? What are UNESCO's fields of action in capacity development for the education sector? What kinds of implementation modalities are being employed?

UNESCO and Capacity Development

Over the past decade, UNESCO has upheld 'capacity building' as one of the five core functions it performs to fulfil its mandate. The Education Sector's approach to capacity development in support of EFA has evolved substantially in the decade since the World Education Forum in Dakar (2000) however. Efforts to increase programmatic focus have been ongoing since the implementation of the Programme and Budget for 2004-2005, while emphasis has gradually shifted to aligning technical assistance more closely with strategic country priorities at sector-wide level, as well as within different education sub-sectors, and to promoting harmonized action with EFA executing partners through the EFA Global Coordination mechanism and the capacity development approach.

A significant step forward in increasing the responsiveness of UNESCO's assistance to its Member States, and a vital element in helping to position CD within the Education Sector, was the initiation of the National Education Support Strategy (UNESS) process in 2006. This initiative grew out of a desire by the Organization to provide stronger tactical support to national education sector priorities, as well to harmonize its development activities at country level. To this end, UNESCO Field and Regional Bureaux around the world have been working since 2006 to draw up critical, in-depth analysis of capacity needs in education in selected Member States, highlighting areas of the EFA agenda that still require significant attention, as well as those already being addressed by international and local development partners.

Box 3: UNESCO National Education Sector Support Strategy (UNESS)

The UNESS system is built on a precise country profile and education analysis for UNESCO Member States. This requires significant input from UNESCO Field and Regional Bureaux as well as from the countries themselves. In essence, a UNESS country profile is a critical appraisal of needs in a given Member State, a snapshot of where it stands with regard to EFA goals and other challenges. It identifies gaps in expertise as well as in data, aid, finance, and, of course, capacity. UNESS profiles are, according to the "Building a UNESS Guidance Note 2009-2012", 'analytical arguments for UNESCO's in-country strategies.' In other words, by laying out the motivations and justification for UNESCO's work in a Member State, a roadmap for future efforts is created. A country profile ascertains where UNESCO is already operating whether the funding be Regular Programme or Extra-budgetary, and whether country profile is making use of the UN Common Country Assessment (UNCCA) and the UN Development Assistance Framework (UNDAF). The UNESS process has produced approximately 86 evidence-based analytical documents to date, and the active participation of national stakeholders is leading to greater country involvement in the design and implementation of initiatives.

In 2007, a UNESCO-IIEP Internal Review of UNESCO's Capacity Development Programmes[27] noted that enhanced results could still be obtained from the Organization's EFA-related activities if it clarified its conceptual framework for capacity development and identified the comparative advantage that UNESCO can offer within the international development community. As a result, the Programme and Budget for 2008-2009 underlined, as one of its key objectives, the importance of a global framework for capacity development in educational planning and management.

Going further still, in December 2008, the IIEP elaborated a working document 'Capacity development in educational planning and management for achieving EFA: A UNESCO Strategy Paper' which went some way towards strengthening understanding of capacity development processes within education systems and made suggestions for strategic principles and strategies which UNESCO could implement to overcome various internal and external constraints.

Most recently, and in line with the programme priorities and strategies identified for 2010-2011, the Education Sector has taken concrete steps to root CD in its programme framework through the formulation of a more coherent and methodological framework for capacity development. Over the past two years, Member States have been offered solid support in the design of cohesive and effective sector-wide and sub-sector policies and plans, including capacities to plan and manage the education sector.

Towards a systemic and holistic approach to the education sector

As can be seen, the Education Sector's approach to CD has become increasingly systemic, recognizing that EFA is a complex, long-term process and that technical support should go far beyond the training of education policymakers, planners, education professionals or teachers to include a concern for the overall institutional and organizational environment in which education policies are formulated. The approach seeks to ensure that upstream institutional strengthening is balanced with an attention to organizational imperatives, not only those

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27 Carried out as part of the project 'Capacity Development for Achieving the EFA Goals: UNESCO Strategy', jointly implemented by the Education Sector at Headquarters, the International Institute for Educational Planning (IIEP) and the UNESCO Institute for Statistics (UIS) with the financial support of the government of Norway.

driven by ongoing public sector reform processes, but the adjustments needed to education budgeting, governance and management systems to ensure the accomplishment of education targets.

When requested, technical support is being made available at country level to generate more clarity in organizational roles, tasks and responsibilities while opportunities for more efficient coordination, communications and partnership building between complementary stakeholders are sought out. Whenever possible, technical support is also channeled through national entities (e.g. line Ministries, Departments, Education Institutes, etc.,) that can sponsor and drive capacity development initiatives, incrementally assuming ownership over CD processes and thereby building the foundations for long-term sustainability.

From a normative perspective, the Education Sector is aided in this enterprise by a holistic perspective on education which emphasizes a multi-faceted approach, across the learning spectrum and at all levels for different groups of learners (the education of girls and women, 'at-risk' and marginalized population groups, adult learners, refugees etc,). Given the evolving climate for education within Member States, the Education Sector has also recognized that EFA is no longer exclusive to formal, regulated and institutional settings, (schools, colleges, vocational training centres and universities) and that diverse non-formal stakeholders already play a significant role beyond the public sector. A corollary of this can be seen in the Organization's growing efforts to widen and explore the potential for multi-stakeholder partnerships to achieve national EFA goals.

UNESCO's Medium Term Strategy for 2008-2013 sets about: "Fostering literacy and quality education for all, at all levels, and through both formal and non-formal lifelong learning, with particular emphasis on Africa, gender equality, LDCs, SIDS (Small Island Developing States), as well as the most vulnerable segments of society, including indigenous peoples and education for sustainable development."

UNESCO Medium Term Strategy for 2008-2013 (34 C/4)

Alignment with International Good Practice on Capacity Development

At the international level, the EFA Global Partnerships team at UNESCO Headquarters in Paris facilitates dialogue and partnerships between EFA partners (governments, bilateral agencies, civil society groups and the private sector) to ensure strong linkages and coordinated action. Mechanisms such as the Working Group and High Level Group on Education for All, mobilized by UNESCO, enable stakeholders to assess progress and develop strategies for meeting the most pressing challenges facing countries. They also play an important role in global advocacy and sustaining the momentum for EFA as well as exploring possibilities for common approaches at country level.

Operationally, UNESCO made further advances in aligning to recognized good practice in development assistance by adopting the tried-and-tested UNDP five-step capacity development model in 2010. In close consultation with technical experts from the UN Development Group (UNDG) and the UNDP, the Sector initiated the conception of a capacity development needs assessment methodology (CAPNAM) to enable the Organization to work alongside national counterparts in a thorough assessment and prioritisation of their capacity needs at sector-wide level – thereby placing UNESCO's CD initiatives more firmly within the overall aim of 'Delivering as One UN'. The CapEFA programme, as will be seen in subsequent chapters, also adapted its own operational framework to the five-step UNDP model[28], underlining national leadership, partnership building and harmonization of development efforts as the first dimension of its programme framework.

From the perspective of Member States, the ongoing and underlying challenge is to synchronize the approaches of the various UN organizations and to avoid overlap, duplication or contradiction between technical assistance activities. For its part, UNESCO's pegging of methodologies, tools, and guidelines for CD to those of the UNDP, while adapting them to education issues, will lead to better-contextualized and tailor-made responses to the specific capacity needs of Member States.

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28   See Chapter 4, Operational Principles and Structure.

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UNESCO Fields of Action in Capacity Development

Given the challenges to EFA outlined in Chapter 2, the Education Sector is now giving greater focus to four priority areas where the Organization can add value to Member States' own EFA efforts – namely sector-wide policy and planning, literacy, teacher education policies and skills for the world of work. Within these focus areas, entry points where UNESCO's communities of practice can make a significant contribution have been identified. Not all fields of action are suitable, or relevant, for each Member State and following a country-led stocktaking and assessment of the complex landscape for EFA, specific entry points are agreed upon with national stakeholders.

1. Advocacy: Senior policy makers, education decision-makers, parliamentarians and EFA stakeholders are consulted on the need for capacity development in support of sector and sub-sector targets and on the normative imperative to mainstream gender, transversal and equity issues within national policies and plans.

2. Support to holistic national policy and legal frameworks: Support is directed, as requested, at underpinning laws and regulatory functions which foster an enabling environment for education sector and sub-sector policies and the delivery of basic services. Specific education policy issues are addressed in the broader context of civil service reform and as an integral dimension of national development and Poverty Reduction Strategies.

3. Strengthening evidence-based policy and planning at sector-wide and sub-sector levels: Support is provided for data collection, processing, analysis and dissemination as a contribution to coherent Education Management Information Systems (EMIS). Integral to this is ensuring that sub-sector policies and budgetary considerations are also integrated into sector planning processes.

4. Ensuring consideration of access, equity and quality issues within policy and planning processes: Particular attention is paid to ensuring inclusiveness for 'at-risk' populations and marginalized groups, as well as gender parity and equity in educational opportunity. Open learning and distance delivery mechanisms and the development of

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accreditation, certification and qualifications frameworks are some of the areas where capacity strengthening strategies may be targeted. Member States are also offered support to advocacy and communications campaigns to increase the mobilization of communities and the inclusion of learners in different education streams.

5. Ensuring curricula relevance: Here, capacity strengthening often focuses on support for the integration of transversal principles and subjects, such as entrepreneurship, use of information and communication technologies, science and technology, orientation towards sustainable development, and HIV and AIDS education, into the learning curricula at all levels. Particular attention is paid to the integration of indigenous knowledge and skills. Underpinning the enhancement of sound pedagogic practice is the need for pre-service and in-service teacher education and training.

6. Participation and partnership building: In furtherance of equity and quality issues, UNESCO supports Member States in strengthening participatory decision-making and dialogue structures and provides guidance on how such bodies can best harness the comparative advantage of each of its constituencies to ensure progress towards EFA targets. The Organization also advises Member States in the process of building multi-stakeholder partnerships for EFA, reflecting on the dynamic role already played by diverse actors within education systems and the implications for the role of government, particularly the capacities required for governments to initiate, broker, manage and monitor heterogeneous systems of provision.

7. Human resources for EFA: Capacity reinforcement for individuals not only includes the teaching profession, but the whole cadre of staff involved in educational management and organizational processes. Working in partnership with Member States, UNESCO contributes to broadening the scope of staff development programmes while also paying attention to the institutional and organizational environment and the needs of staff working in non-formal learning spheres.

8. Knowledge generation and South-South transfer of knowledge and experience: New knowledge is continuously required in all areas of EFA. At the regional and provincial levels, where education challenges are frequently encountered, good practices related to curriculum contents, effective pedagogic practices, contextualized delivery methodologies and the conception of validation and certification standards are especially relevant. These experiences are shared among partners at national level, while networking and collaboration opportunities are facilitated at international and inter-regional levels among groupings of countries addressing similar challenges.

Modalities of operation

In order to mobilize international development partners towards more coherent strategies and targeted financing for EFA, the EFA Global Partnerships team at UNESCO Headquarters in Paris regularly facilitates dialogue between governments, the academic community and civil society, non-governmental organizations, the private sector, bilateral development agencies, as well as regional and international intergovernmental organizations.

Concretely, and in terms of CD implementation at country level, the 'One-UNESCO' approach optimizes the human resources and technical expertise already available to UNESCO through its education sector programme staff and Specialized Institutes and networks. Technical support is harnessed from Headquarters Divisions, the International Bureau of Education (IBE), the International Institute for Capacity Building in Africa (IICBA), the International Institute for Educational Planning (IIEP), the UNESCO Institute for Lifelong Learning (UIL), the UNESCO Institute for Statistics (UIS), the International Centre for Technical and Vocational Education and Training (UNESCO-UNEVOC), the Pole de Dakar and the various Regional Bureaux, Cluster and Field Offices.

Induction to, and orientation on, the capacity development approach, its framework, principles and operational structure across the Education Sector (at HQ and Field Office level) has required a constant 'learning-by-doing' process, as well as adaptation to country realities. The Sector's has been greatly bolstered, however, by the fact that the UNESCO Specialized Institutes are known globally for their contribution to CD. This is particularly true of the IIEP, which states, in its Medium-Term Plan of 2008-2013, that "CD is IIEP's core function...It is achieved through training of individuals, training of teams in the field, organizational development, and the promotion of appropriate policy environments. Research and networking also emphasize CD. Indeed, almost everything that IIEP does – be it in training, technical assistance, research or dissemination – can be described as a form of CD.[29]

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29   See: http://www.iiep.unesco.org

Chapter 4
The CapEFA Programme

A bench serves as a desk in this rebuilt school in Haiti, following the 2010 earthquake.
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Chapter 4
The CapEFA Programme

Chapter 4 introduces the CapEFA programme's operational framework – referring to its country and thematic focus, conceptual framework, operational principles and structure. The adaptation of the UNDP five-step process to CD is depicted in depth.

Programme Overview

The UNESCO CapEFA programme began in 2003 with the aim, in its own words, 'to translate global advocacy on EFA into concrete action.' It recognizes that expanding access to education and raising its quality in the world's most fragile States is not only a matter of policy review, formulation or reform, but largely determined by how well the institutional and organizational architecture for education governance, management and delivery is able to function in different settings. In decentralization contexts, for example, the consequences of devolving decision-making responsibilities and management powers to lower levels of governance need to be considered in terms of actual capacities to match functions and competencies with new roles and responsibilities at each level.

From 2008 onwards, the programme consequently began to concentrate on CD as a multi-faceted and systemic approach for strengthening EFA's essential task areas. CapEFA is more than just a translation of capacity action for EFA however. It marks a reinforcement of UNESCO's own strategic principles and activities for CD in relation to Member States. Indeed, since its inception, CapEFA has evolved into a cornerstone of UNESCO's evolving Major Programme on Education and been at the heart of an incremental refining of the Organization's stance on capacity development.

Pooled Financing Arrangements

The CapEFA programme is financed by pooled funds from the governments of Denmark, Finland, Italy, Norway, Sweden and Switzerland. Representatives of these countries meet with UNESCO at annual joint consultations where developments, challenges and strategies are discussed. The event is an occasion for guidance, collecting ideas, seeking new direction and openly reflecting on emerging trends.

At the annual joint donors' meeting in December 2010, one participant noted that 'CapEFA has always been responsive to donor concerns, as well as fresh and frank in its approach.' The original Memorandum of Agreement with UNESCO already underlined the fact that the Programme generally enabled "better coordination and synergy in the area of EFA'. This modus operandi was later commended in an external audit of UNESCO's activities in 2006 in these words: 'rather than waiting for donors to suggest projects, this programme seizes the initiative, and develops a list of high priority projects that are then suggested to donors."[30]

Country Focus

Aware of the endemic capacity challenges facing those countries lagging furthest behind in their EFA goals, and guided by the Brussels Declaration and the Programme of Action for the Least Developed Countries for the Decade 2001-2010[31], UNESCO has committed itself to assisting LDCs in its Medium-Term Strategy for 2008-2013. As the 2015 EFA target date approaches, 20 priority countries[32] have been identified in the biennial programme of 2010-2011 for sustained support, most of which are located on the African continent[33].

These Member States were selected based on the fulfilment of at least two of the following three criteria:

• LDC status

• Post-conflict status

• Low EDI (EFA Development Index) in the EFA Global Monitoring Report.

In addition to the 20 priority countries, the CapEFA programme includes a further eight country programmes[34] and also operates five regional programmes in the Arab States, Asia and the Pacific and Sub-Saharan Africa.

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30   UNESCO. *Report by the external auditor on the performance audits undertaken in the 2004-2005 biennium*. 174th Session of the Executive Board, 174 EX/27 Annex. Paris, 2006: p.7.

31   Commitment 3: Building Human and Institutional Capacities. Programme of Action for LDCs, adopted by the Third UN Conference on LDCs, Brussels, 21 May, 2001.

32   The 20 'priority' countries are: Afghanistan, Angola, Bangladesh, Burundi, Cambodia, Chad, D.R. Congo, Ethiopia, Guinea, Haiti, Lao PDR, Lesotho, Madagascar, Malawi, Mali, Mauritania, Rwanda, Timor-Leste, Togo and Yemen.

33   This coverage mirrors the UNESCO priority list of countries in the EFA initiative and reflects the Organization's prioritization of Africa in the current 6 year programme period (2008 – 2013).

34   Côte d'Ivoire, Mozambique, Senegal, Sierra Leone and Tanzania in Africa, Nepal, Pakistan and Papua New Guinea in the Asia and the Pacific region.

The shift in 2008/09 to base country participation in CapEFA programme on specific selection criteria was the result of a strategic decision by the UNESCO Education Sector. The change was viewed as a chance to root CapEFA's actions solidly on areas of extreme need, and with an upstream focus to mirror UNESCO's own shift in that direction. Such developments further reinvigorated the policy of close harmonization and synergy with the two main and previously-mentioned ongoing education frameworks of UNESCO's Regular Programme: Literacy Initiative for Empowerment (LIFE) and Teacher Training Initiative for Sub-Saharan Africa (TTISSA).[35]

Illustration 3: CapEFA country programmes by initiation of 2-year funding cycles
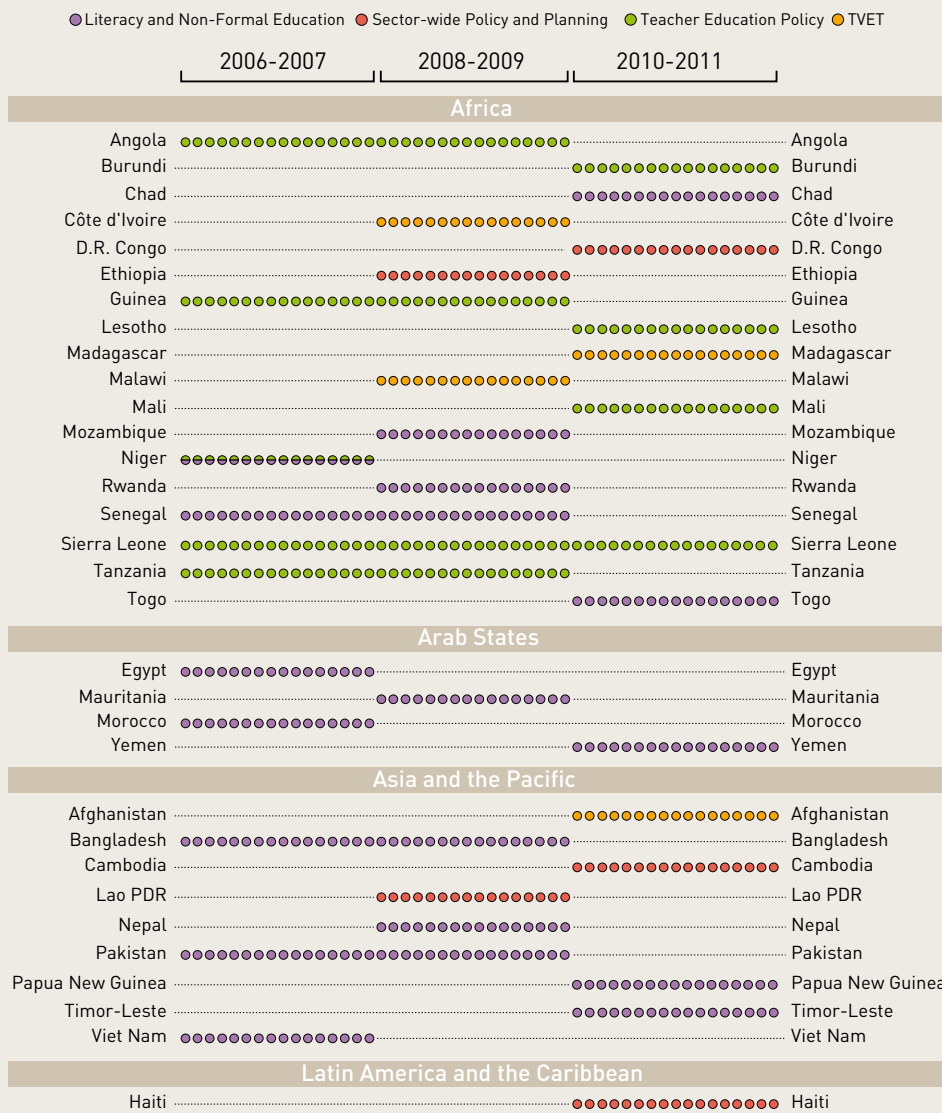
Note: the country programmes that intiated activities at the beginning of the 2008/2009 funding cycle are still ongoing.

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35   See boxes on pages 71 and 89 respectively.

Thematic Focus

Both country and regional programmes operate within *four thematic areas* that have been given particular priority by the UNESCO General Conference in enhancing achievements towards EFA:

- Sector-wide Policy and Planning
- Teacher Education Policy
- Literacy and Non-Formal Education
- Technical and Vocational Education and Training

Figure 7: Thematic overview of CapEFA country focus for the 2008-2011 funding cycles
Funds allocated by thematic area during 2008-2011 and percentage of total budget for the biennia

Legend:
■ Literacy and Non-Formal Education ■ Sector-wide Policy and Planning ■ Teacher Education Policy
■ TVET ■ Regional Initiatives

Bar chart (Thematic areas vs Funds allocated by the CapEFA programme during the 2008-2011 funding cycles (US$)):
- Regional Initiatives: 1,930,703
- Sector-wide Policy and Planning: 3,904,440
- TVET: 4,118,049
- Teacher Education Policy: 4,849,452
- Literacy and Non-Formal Education: 9,632,673

Pie chart (Percentage of total budget):
- Literacy and Non-Formal Education: 39%
- Teacher Education Policy: 20%
- TVET: 17%
- Sector-wide Policy and Planning: 16%
- Regional Initiatives: 8%

CapEFA Management and Administration

The administration of the CapEFA programme is overseen by a small team at UNESCO Headquarters (HQ) in Paris. The team is entrusted with a number of essential functions. It manages the global budget for CapEFA and ensures the financial monitoring of all decentralized activities. It offers countries and colleagues advice for tackling problems at preparation phase as well as during implementation. It provides (and relies on) constant feedback to Regional Bureaux (RB), Field Offices (FOs) and technical partners. The team also deals with general communications, external relations and knowledge generation.

Source: Adapted from Halfdan Farstad (NORAD). *The UNESCO CapEFA programme: Report from Informal Site Visits to Mali and Ethiopia, October-November 2010*. Oslo, 2011: p.8.
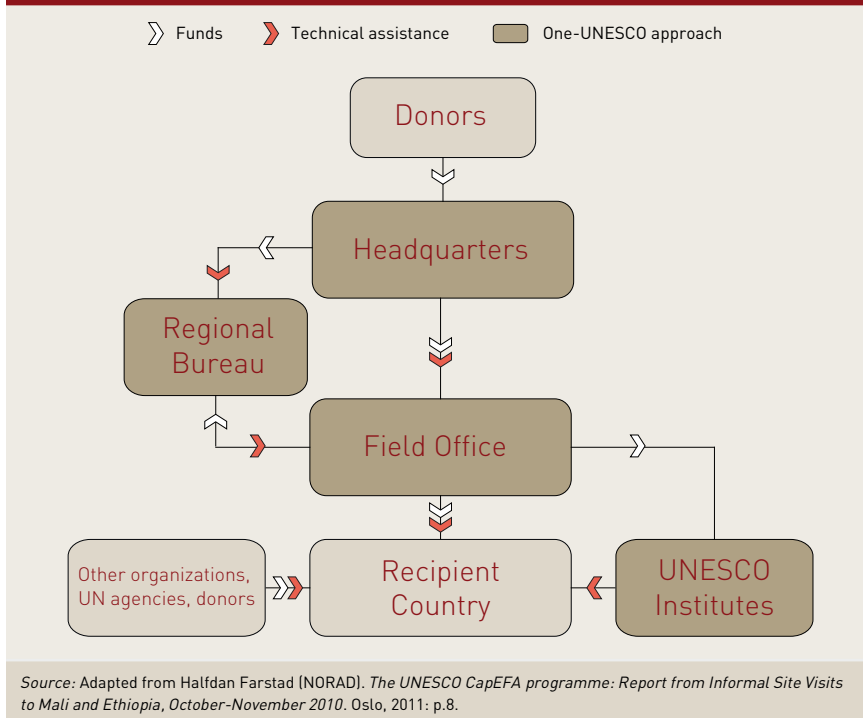
> *"To work with Member States and partners to enable sustained capacity development processes that can revitalize plans and policies for the implementation and monitoring of effective programmes in teacher education, secondary education, including TVET, and literacy and non-formal education."*
>
> CapEFA programme Framework, August 2008

The Role of Field Offices, Regional Bureaux and UNESCO Specialized Institutes

Regional Bureaux and Field Offices are essential partners in CapEFA's capacity initiatives. FOs manage each country programmes in line with the relevant national CapEFA document and CD guidelines. A Lead Programme Officer is appointed to handle the daily coordination and communication for all activities, in close collaboration with the appropriate national stakeholders and local partners, including the Local Education Group. RBs, for their part, are expected to support individual FOs, as well as coordinate and manage information flows between the various countries in their geographical area, facilitating mutual learning through the exchange of ideas and experiences.

In Africa, for instance, the UNESCO Regional Education Bureau for Africa is the coordinating office for all African countries. It works across all four EFA thematic areas and organizes regional and sub-regional gatherings for government representatives, promoting knowledge sharing and active cooperation between offices with similar priorities. A special project on Knowledge Management and Sharing has been established between education specialists in all FOs.[36]

BREDA coordinates its own activities with other UN agencies and regional and sub-regional organizations such as the African Union (AU), Southern African Development Community (SADC) and Economic Community of West African States (ECOWAS).

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36   Halfdan Farstad (NORAD). *The UNESCO CapEFA programme: Report from Informal Site Visits to Mali and Ethiopia, October-November 2010*. Oslo, 2011: p.15.

BREDA participates actively in the regional Inter-Agency Task Team for TVET, which also counts the International Labour Organization (ILO) and UNDP as members. The regional CapEFA programmes on TVET, teacher policy, and literacy are also firmly aligned with the UNESCO programmes of TTISSA and LIFE.

Many UNESCO Specialized Institutes have contributed to the CD programmes being implemented within CapEFA. Both IIEP and IICBA have had defining parts to play in ongoing CD initiatives in both Sub-Saharan Africa and the Arab States. While IIEP focused on sector-wide planning, IICBA elaborated and organized specific training in leadership and management skills for the directors and staff of teacher training institutions, underlining practices in the management of human and financial resources. The UNESCO Institute for Statistics has supported sector-wide Education Management Information Systems (EMIS) and in certain countries, modules on teachers (TMIS).

The Conceptual Framework of CapEFA

Since its inception, the CapEFA programme has built up a strong body of experience and lessons in CD which have all led to a gradual refinement of its conceptual framework, operational principles and structure. The conceptual framework is based on five key dimensions which are perceived as good practice in terms of international development and indicative of some of the most commonly encountered challenges in LDCs and post-conflict countries. These dimensions can also be perceived as key drivers of change or cornerstones of CD.

These five dimensions offer a conceptual structure to the programme and are explained in the guidance materials

available to UNESCO Regional Bureaux, Field Offices and supporting entities. The dimensions are outlined in further detail below.

Leadership, partnerships and harmonization

Following UNESCO's decision to align with international good practice in CD, the CapEFA programme explicitly embedded the tenets of country ownership, leadership, partnership and harmonization into its conceptual framework, principles, operational structure and deliverables. To ensure national ownership of CapEFA support, all activities are identified through a process of close consultation with national stakeholders and through participatory capacity assessment exercises (see the following section). Special emphasis is placed on aligning and harmonizing the identified technical assistance within existing education policy frameworks at sector-wide and sub-sector levels and within multilateral planning and monitoring frameworks such as 'Delivery as One UN', the UNDAF, as well as the EFA Fast-Track Initiative. By facilitating multi-stakeholder partnership arrangements with national NGOs, service providers and the private sector, and reinforcing government capacities to manage such relationships, the programme explores different avenues for consolidating EFA advocacy, management and delivery capacities.

Institutional capacities

This dimension is concerned with bolstering the institutional environment for sector and sub-sector policies in which stakeholders can perform effectively. This relates to laws and regulatory functions, as well as assistance to the review of policies, plans and strategies towards a more inclusive focus, underpinned by the Right to Education and catering in particular for girls' and women's needs and the particular contexts of different population groups. Education issues are also addressed in their broader development and public sector reform context, such as teacher issues as part of civil service reform, literacy as an integral part of Poverty Reduction Strategies and secondary education and TVET within the framework of economic and employment strategies and in response to local or regional labour markets needs.

Organizational capacities

This dimension goes hand in hand with institutional capacities, because it focuses on how education systems actually work. Technical assistance may be needed

to improve clarity in organizational roles, tasks and responsibilities and to streamline management practices and structures as well as organizational procedures. It implies the training of key personnel through developing capacity plans and programmes for professional development at central and regional and local levels.

Quality and equity issues

Technical support is offered to mainstream the needs of marginalized populations and the empowerment of women and girls into education systems through policy and curricula renewal and learning materials development processes, as well as ensuring the availability of appropriately qualified staff in formal and non-formal settings. Central to these processes is a reflection on how pedagogic practices and teaching-learning programmes can help impart skills for income-generation and self-empowerment, critical thinking and dialogue, as well as tolerance and mutual understanding among peoples. From an organizational perspective, the programme holds that progress towards quality and equity targets in EFA can be gained through more participatory mechanisms for assessing the needs of marginalized and excluded groups, and in the design and management of education policies and strategies that impact upon them.

Knowledge management for capacity development

One of CapEFA's key roles in this dimension is to encourage national institutions and organizations to codify their experiences and to take part in knowledge sharing on innovative education practices through national forum and venues for South-South cooperation. While being essentially country-based, the CapEFA programme thus contributes to UNESCO's functions of 'laboratory of ideas', 'clearing-house' and 'catalyst for international collaboration'. Building on different countries' capacity development experiences, the programme also enables the sharing of new information on innovative solutions for institutional and organizational capacity strengthening.

Operational Principles and Structure

CapEFA's operational structure (based on the model in use at the UNDP and now employed by several development partners such as the FAO and CIDA) is a five-step process which creates a basic and agreed framework for working with countries to identify and reinforce existing capacities and for ensuring that ownership of CD processes is facilitated at all stages. In adapting the UNDP approach and methodology, the programme has established its own set of user-friendly guidelines for the staff of UNESCO FOs and RBs. Consultation among UNESCO colleagues has in fact helped to build a common platform for action.

Illustration 5: The Capacity Development Process, as defined by the UNDP

© UNDP. All rights reserved. Adapted with permission from UNDP.

Source: Adapted from *Capacity Development: a UNDP Primer*. New York: UNDP, 2009, p.19.
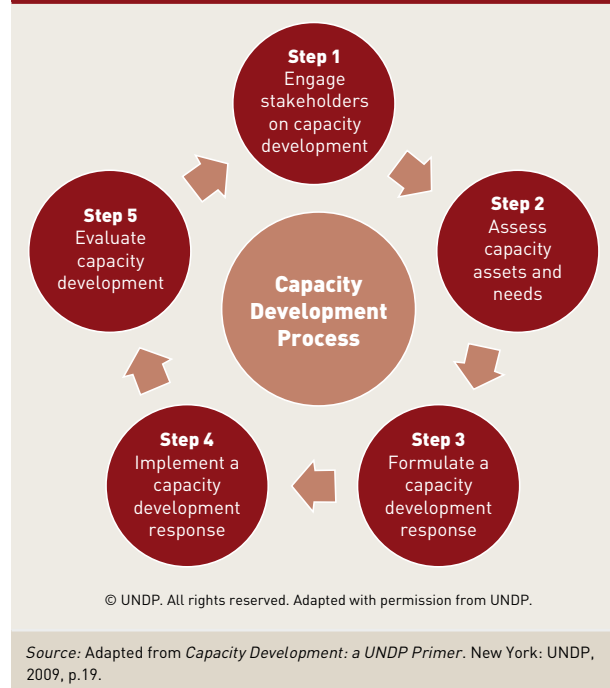
There are, however, no blueprints in the CapEFA operational structure, only commonalities in the challenges for CD across different contexts and disparate thematic areas which have provided the rationale for, and are addressed through, the five CapEFA programme dimensions mentioned above. It should also be mentioned that the operational structure does not assume, and in no way implies, that every activity to address capacity bottlenecks should reinvent the wheel, or begin a process from scratch. In some cases, the process can skip Step 2 because the results of recent capacity assessments are still relevant. In others, Steps 1 and 2 could be integrated into one step (explaining the capacity development

approach through the practical exercise of the assessment).

Nor does it assume that policy frameworks and certain organizational capacities are not already in place, or that the CapEFA programme should work outside of how technical partners are already supporting the process. On the contrary, CapEFA strives to identify and build on existing capacities and processes. Member States' context-bound issues are always considered and viewed as the imperative. Above all, the five-step implementation is not a straitjacket. It is intended to be a flexible and transparent process.

In light of the incremental nature of capacity development, the operational structure allows for interventions to be phased in sequentially, and draws on a combination of different tools at different stages of the programme cycle. The five-step process requires regular and systematic monitoring and quality assurance procedures to ensure that the approach/tools being used are still relevant as capacities evolve and national priorities change. It necessitates flexibility and adaptability to cope with unanticipated events or changes in local context.

The following is a narrative summary of the five-step process:

Step One marks the inception of the process whereby dialogue with the relevant stakeholders begins to build consensus and gain 'buy-in' to the CD process. It is a time when the overall aims, the concepts and logic of CD are shared, given room to be discussed and debated. This brings all the stakeholders' different points of view to the table. Ownership is incrementally embedded through fostering a common understanding of the different capacity challenges. Potential members of the capacity assessment team are identified at this stage. Background information is looked at - including any existing CD action plans already being implemented by other development partners and institutions. A CD induction workshop might be held. The scoping and adaptation of the capacity assessment tool takes place. A schedule is established.

This, naturally, leads to **Step Two** when local capacities, the performance and functions of the education system are studied. Sector-wide analysis, needs assessments and a mapping of stakeholders and resources are all undertaken at this stage (after the establishment of clear Terms of Reference) – measuring existing capacity against the desired capacity levels. Assessment should cover the institutional environment, the organizational level with its functions and responsibilities, as well as NFE actors, and the general effectiveness of all actors and procedures within the CD target area. This is essential in establishing a true, rather than ideal, picture of the situation and the solutions to be applied in opening up local parties to the possible benefits of change. It is also a map of the kind of implementation process necessary to achieve goals. "You can't just start with objectives. You have to have an assessment of the situation," is how a member of CapEFA Senegal described it.

This, thanks to the continued involvement of all stakeholders rallied in Step One, results in the establishment of a clear capacity baseline on which existing national assets and capacities at the sector-wide level, as much as the capacities at the sub-sector level, are identified and analysed. Such a baseline, logically, leads all stakeholders to identify and highlight their top priorities, often through a capacity assessment results workshop, drawing up a CD action plan, which is **Step Three**.

This CD action plan comes with an implementation and monitoring strategy (with commonly-agreed benchmarks), resource budgeting, timeline and priorities, and, to work effectively, is embedded within national

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education sector support strategies as well as the State's overall education and poverty-reduction goals or ongoing reform processes. It looks to form dynamic and useful partnerships, where relevant, with other parties, State, private sector or civil society organizations. The CD action plan must obtain high-level endorsement from political and relevant leaders (often those present at Step One). It should, furthermore, incorporate transparent modalities for monitoring and evaluating CD efforts. However it should not be set in stone, but remain flexible and evolve according to the environment in which it is implemented.

By the next stage, **Step Four**, the actual implementation procedures are underway. Guidance is still needed and the continuous engagement of stakeholders must be part of the process.

The natural corollary to this is **Step Five** whereby CD processes are monitored and evaluated, reviewed for their relevance and adjusted accordingly. Again, for the monitoring and evaluation to be an effective CD exercise and course of action it must be harmonized within existing national mechanisms for planning, implementation, monitoring and evaluation. This fifth step, in turn, is a distilling and filtering stage which produces lessons and valuable information. It is a time for knowledge generation, seeing where innovations lie, where tested practices can be scaled up and mainstreamed into the wider national education sector, even adapted across regions and globally. This feeds back into facilitating those very first advocacy and buy-in actions of Step One, in place since the beginning, upholding the initial CD vision and guaranteeing the adhesion of stakeholders at all times.

Monitoring and Reporting

As should now be apparent, the CapEFA programme has many disparate elements and dimensions. It covers several thematic areas, multiple countries and regions, as well as diverse Regional Bureaux and Field Offices - all with different capacities, resources, needs, tasks and responsibilities. Application and implementation of

CapEFA in the various participating countries also brings great divergences with it, in terms of national and regional context, CD thematic content, and in the priorities of the national counterparts.

Global reporting for the Programme is, unsurprisingly, a serious challenge. Donors require a report which captures the significant developments within a global but complex and sometimes disjointed picture. Against this background, the programme engages in mid-term reviews in all participating countries and regions to monitor progress at the halfway stage of a two-year cycle. These reviews are written by teams of UNESCO staff and national counterparts, and are designed to be a form of iterative training. The reviews make use of a host of methods to gather information, from site visits, to focus group discussions, interviews and questionnaires. Individual country and regional progress reports are submitted separately to the CapEFA team at Headquarters, contributing to updates received on a regular, but more informal, basis.

CapEFA Headquarters, on the basis of the reports it receives and its own analysis, enters details into a targeted Results Matrix which is split into thematic areas and divided into the five dimensions of CapEFA's strategic framework. It sets perceived results against established indicators. This information is also used for updating Country Status tables and Regional Summaries for both internal and external communication purposes. All these tools are useful in flagging ongoing challenges or outlining future areas of difficulty. The CapEFA programme itself is regularly evaluated through external evaluations. Along with basic parameters of relevance, effectiveness, impact, and sustainability, issues such as targets, procedures, modalities for providing expertise to countries, reporting mechanisms and knowledge-sharing are enlisted.

Donors also carry out their own assessments and undertake field missions whenever necessary. A strong unity has developed between the representatives engaged in the Joint Donor Group. During the Joint Donor Meeting in January 2010, Norway proposed collaborative site visits[37] to one or two of the programme countries. These site visits "[...] were not intended as a formal evaluation, but rather to undertake informal meetings with involved actors. By listening to their stories relating to what they

do and why, their experiences, successes and challenges, the intention was to get a better understanding of the concrete content of the Programme and how it works on the ground. The site visits would thus cover both structural and operational aspects of the programme," said one participant.[38]

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37   The site visits were undertaken between 11 October and 4 November 2010, including visits to two countries, Mali (12-13 Oct) and Ethiopia (1-3 Nov).

38   UNESCO Headquarters, Paris, CapEFA Annual Joint Donors Meeting, December 7, 2010.

Box 4: Detailed procedures for implementation of Steps 1 – 3	
Step 1	**Advocacy, Dialogue and Consensus-building**

Mobilize and Engage Stakeholders around the Capacity Assessment (CA) (1-2 weeks)

- **Map key partners**: the step is a quick mapping of key partners in the sector/sub-sector: relevant Ministries, government departments, entities and task forces, UN agencies, concerned NGOs active in the formal and non-formal sectors, the private sector, foundations and universities, etc.

- **Initiate discussions within MoE and relevant stakeholders at different levels**: once the stakeholders are identified, there should be discussion and agreement on how the CA exercise can support achievement of national development goals articulated for the sector/sub-sector. This can take place through a series of one-to-one and group meetings. Although depicted as the first step of the capacity development process, mobilizing and engaging stakeholders remains integral to the following steps and the CD approach.

- **Identify roles and responsibilities of stakeholders:** the CA process should ideally be guided by representatives of the concerned Ministries, departments, institutions and organizations – operationally through a Capacity Development Advisory Group that will work in close liaison with the Assessment Team. Step One should also therefore generate buy-in and establish TORs to initiate a CD Advisory Group.

- **Confirm the members of the assessment team:** the Assessment Team should comprise both thematic and CD expertise, which could be drawn from both national and international institutions and organizations. The Assessment Team will be responsible for adapting the assessment tool, ensuring relevant participation, implementing the CA exercise, communicating around the process and results, and reporting to the CD Advisory Group.

Design for the Capacity Assessment (1-2 weeks)

- **Collect and review background information**: collect required background information from the MoE and other institutions related to mandates and organizational structures, the function of department within institution(s), and the coordination and cooperation mechanisms among relevant stakeholders. The review should also cover background information of existing programmes and partner initiatives addressing capacity development, and previous assessments and evaluations which may be relevant for the scoping of the CA.

- **Initial scoping of the assessment tool:** based on the above, the assessment team can proceed with an initial proposal for scoping the CA (within the five CD dimensions) and thereby begin to adapt the assessment tool to the national context, thereby creating the skeleton for the capacity baseline.

- **Identify a representative sample of CA reviewers of the capacity assessment tool:** Possible reviewers could be drawn from within the main stakeholder groups, ideally at different governance levels and in different task areas, both providers and recipients of policy, to: a) ensure that the CA tool captures relevant issues within the five CD dimensions; b) identify entry points for capacity issues; and c) make an early identification of capacity gaps.

- **Convene a CD Induction Workshop #1:** with the participants of the CD Advisory Group, the reviewers and key stakeholders. The objectives of the induction workshop are to create a common understanding of the CA and the CA tool, ensure clarity and comprehensiveness of issues to be addressed, and collect additional feedback and inputs from stakeholders in view of improving the tool.

- **Adapt and finalize the CA tool**: Based on the above, review, adapt and finalize contents within the five CD dimensions of the assessment tool, and in light of those areas with the most immediate relevance to the sector/sub-sector and the different stakeholder groups. The assessment tool has then gained its shape for establishing the capacity baseline. Adapt and agree on the methodology for gathering information around the contents of the capacity baseline.

- **Set the schedule:** Review modalities and confirm schedule for the CA exercise

Step 2	Conduct the Capacity Assessment

- **Gather information and responses**: use the adapted CA tool to gather responses for the establishment of the baseline of existing capacities and assets through a variety of different sources and modalities (written reports, evaluations, diagnostic studies, focus groups, self assessment through direct stakeholder respondents to checklist questions within the tool). An attempt should be made to collect both quantitative and qualitative data. Consideration should be given to triangulation of information coming from different sources, and how to manage possible conflicts. Information- gathering techniques should be employed according to the plan defined in the previous step (see CapEFA Guidance Note for Step 2).

- **Support stakeholders:** provide support and guidance to those conducting the capacity assessment if needed, e.g., provide clarification, answer questions, etc.

- **Establish the capacity baseline based on preliminary findings**: begin to collate the findings of the assessments and process the data into the CA tool, by summarizing the findings in the narrative section for each issue (concise and factual), along with the scoring system. Prepare preliminary synthesis of findings as per each CD dimension of the tool.

- **Present the initial capacity baseline results to stakeholders during CA Results Workshop #2**: present initial findings to the CD Advisory Group and relevant stakeholders (representatives of those who participated in and contributed to the exercise). Discuss, modify and validate the findings and the scoring of the capacity baseline, and brainstorm on possible capacity development responses.

- **Fill information gaps**: based on findings from the CA Results workshop, collect any additional information or analysis that may be deemed important for the formulation of the Capacity Development Response.

Step 3	Processing and Analysing the CA findings and Finalization of CD Response Strategies

- **Prioritize capacity needs**: based on feedback during the results workshop, and working in close consultation with the CD Advisory Group, prioritize capacities which need addressing in short, medium and long term.

- **Formulate CD Response strategies:** proceed with the formulation of strategies to address the identified priorities, including suitable modalities, costing, identification of implementation partners, sequencing, realistic performance monitoring indicators and evaluation milestones. These proposals should be framed within the wider concurrent reforms in the country.

- **Finalize CA report and proposed response**: detailing the results, recommendations and CD strategies. The baseline should be in place as a key reference document.

- **Present final report and CD Action Plan during CA Restitution Workshop #3:** Discuss with key stakeholders possibilities for integration and cost-sharing within existing reform and/or CD initiatives and strategies to consolidate the CD response and build sustainability.

- **Disseminate results**: communicate to different stakeholders, development and funding partners via different media channels and events.

Source: CapEFA Guidance Note for steps 1 – 3 and ToR for CA – 290910

At a class at the Abu Shouk refugee centre, Sudan. Women usually attend
the classes with their children.
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**Chapter 5
Selected Highlights from
the CapEFA Programme**

Chapter 5
Selected Highlights from the CapEFA Programme

Chapter 5 presents selected highlights from the programme. The experiences of various country or regional programme are mapped out according to the thematic focus areas and CapEFA's conceptual framework of: 1) leadership, partnerships and harmonization; 2) institutional capacities; 3) organizational capacities; 4) quality and equity issues; 5) knowledge generation for capacity development.

Sector-wide Policy
and Planning
p. 60

Literacy and
Non-Formal Education
p. 68

Teacher Education
Policy
p. 86

Technical and
Vocational Education
and Training
p. 96

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Sector-wide Policy and Planning

HAITI

LAO PDR

CAMBODIA

ETHIOPIA

D.R. CONGO

CapEFA country programmes

Cambodia
Strengthening Education Policy Development: capacity development to mainstream literacy and non-formal education in education sector-wide planning

Democratic Republic of the Congo
Support to the decentralization of the education system to achieve EFA goals

Ethiopia
Sector-wide capacity development for EFA in a decentralized education system

Haiti
EMIS in support of sector-wide planning

Lao People's Democratic Republic
Sector-wide capacity development support

The Dakar Framework for Action argued that reinforcing education sector development frameworks is vital to bringing about sustainable change and urged countries to construct viable education plans in line with sector-wide approaches. To succeed, the Dakar Framework further envisaged that these national plans should: 1) be the result of active collaboration between State and civil society; 2) federate all partners together to uphold commonly-agreed goals, funding objectives and national targets for development and poverty reduction; 3) be geared towards reform to reach EFA, with clear performance indicators along the way; 4) be sustainable in financial terms; 5) be structured by specific actions and a comprehensive timeframe.

Since explicit capacity development strategies in support of Education Sector Development Frameworks are rarely articulated, one of the first steps for CapEFA is to engage in advocacy and awareness-raising among national stakeholders and partners with a view to: introducing the CD conceptual approach and concepts; building the case for change and generating consensus, where nonesuch exists, on the need for targeted capacity strengthening strategies; building commitment for resource allocation to support them. Sector-wide capacity strengthening strategies are then situated and aligned with annual and medium-term education plans and budgets. Education planning skills and management and information systems (EMIS) are centre stage in this upstream picture, as is the development of indicators to enable the monitoring and evaluation of learning achievements and national progress in reaching EFA targets.

Sector-wide Approaches (SWAp) articulate a framework within which to focus the concerted efforts of governments, donors and stakeholders alike. The process is led by government, but draws funding, policy, planning and monitoring aspects into a common coordinated vision across the education sector.

Box 5: Joint UNDP/UNESCO Capacity Needs Assessment Methodology (CAPNAM)

The capacity development needs assessment methodology (CAPNAM) is a joint endeavour of the UNESCO Education Sector and the UNDP which enables an assessment of capacity issues in the fields of educational planning and management (PPM). The methodology capitalises on the complementarities of UNESCO's expertise in the Education Sector and the UNDP's expertise in supporting capacity development across a variety of sectors.

The guiding principle for developing CAPNAM was that capacity development programmes must be seen as part of the broader public sector reform processes in UNESCO Member States. The methodology is also rooted in the basic premise that development efforts -- and CD needs assessments as a consequence -- must have full country ownership and political support. The methodology consequently has two parts: (1) an analytical framework for assessing needs and formulating reinforcement programmes; and (2) a set of processes for practical application of the assessment framework and the elaboration of CD action plans. The methodology is for general application in all countries, but is flexible and can be modified to suit individual country circumstances.

In the Democratic Republic of the Congo, three workshops have so far been organized with relevant Ministries to familiarize them with CAPNAM. Following these workshops, key Ministries and staff from departments such as Finance and the National Institute for Statistics were able to see, in tangible terms, that they were part of the first national sector-wide diagnosis of educational planning and management needs.

The three-dimensional analytical framework of the CAPNAM for assessing capacity needs is structured according to Functions (Engage Stakeholders; Assess Situation and Set the Mandate; Formulate Policies, Strategies and Programmes, Outline the Budgetary Process; Implementation and Stakeholder Coordination; Monitoring and Evaluation course correction) and Capacities (Institutional Environment and Culture; Organizational Capacities; Individual Capacities; Knowledge Base) and Policy Domains (Strategic Policy Planning; Governance and Management; Human Resources; Financial Resources; ICT and the Learning Environment). These three dimensions are designed to lend clarity for planning and management needs to be identified as follows 1) Strategic Planning, 2) Financial Planning, 3) Human Resources, 4) Learning Environment and 5) Governance.

Three main areas of output are also anticipated as a result of the methodology in this first phase of assessment: 1) a report and understanding of the situation of planning and management capacity assets and needs; 2) several action propositions for developing planning and management capacity for implementation; 3) an assessment of the relevance and effectiveness of the analytical framework and its application.

1

Leadership, partnerships and harmonization

Target of CD: Advocacy and technical support for CD processes

DR Congo: Support to the Decentralization of the Education System to Achieve EFA Goals

CapEFA has secured the adherence of three key Ministries in charge of education, namely the Ministry of Primary, Secondary and Professional Education, the Ministry of Social Affairs and the Ministry of Higher and University Education. This adherence was facilitated by the groundwork previously established by UNESCO's Regular Programme in helping to shape DR Congo's national education policy framework. CapEFA complemented and built on these earlier efforts and brought a sector-wide approach with it.

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Whilst advocacy was essential in dialoguing with Ministries, there was already a high degree of awareness of capacity issues in DR Congo – all the more so because of the importance of CD in the country's EFA-FTI request. According to local stakeholders, it "wasn't difficult, therefore, for high officials at central and provincial level to see the urgency of capacity work." CD was also deemed to feed into the national mid-term plan for education which, in turn, is necessary for the validation of the EFA-FTI request. CapEFA is now providing technical support to an overall national CD plan for educational planning and management which will underpin ongoing initiatives in the country.

Arab States: Capacity Mapping and Assessment of Arab Training Institutions in Educational Planning and Management

A critical review of the UNESS documents for countries within the Arab Region confirmed the urgent need for strengthening national educational planning and management capacities. The review, in particular, revealed that there is: 1) a need for policy advice and technical guidance in shaping strategies and formulating policies; 2) a gap between policy and implementation because countries have limited institutional capacities in project execution and the use of education data for policy-making.

Although capacities to provide many of the services required by Ministries of education exist in the Arab Region, they can be isolated in separate universities and institutions. Moreover, there is a lack of sustained training opportunities in Arabic, tailored to the Arab regional context, for educational planners, administrators and decision-makers. In short, the need to enhance the capacities of training institutions in the region was evident, particularly to enable Ministries of education to plan and manage education systems and individual programmes, as well as generate information and knowledge relevant to policy making. The CapEFA-backed initiative, therefore, aimed to map, assess and enhance the training capacity of training institutions in the Arab Region in the areas of education policy research, planning and management of programmes and services.

Tools were developed to evaluate and understand what training institutions were doing in terms of education policy research, planning and management, and see what changes they proposed themselves. UNESCO Beirut, with IIEP support, launched a survey of universities and institutions within the Arab States. Three centres, in Morocco, Jordan and United Arab Emirates, which offer or have offered training, were selected to receive support from UNESCO in writing up the framework of a CD project on educational planning and management or the training of trainers. Site visits were undertaken to each centre to gather details related to programme content, delivery modalities, as well as trainee and trainer profiles.

2

Institutional capacities

Target of CD: Support to analytical and technical capacities in planning and management

Ethiopia: Building Self-reliance in Regional Educational Planning within a Decentralized system

After a protracted civil war during the 1980s, Ethiopia was left with a highly centralized but weakened command economy. In 1994, the country introduced decentralized governance arrangements as part of efforts to usher in fundamental changes in the political and economic spheres. This paradigm shift also heralded changes within the country's education system which, until then, was characterized by a weak educational administration and lack of technical planning and management capacities. Throughout the 1990s and well into the first decade of the new century, there was little innovation and self-confidence in the system. Education planning was removed from regional and grassroots realities and challenges experienced within remote areas and communities. Until 2008, in fact, the federal education system had undergone little adjustment and Regional Education Bureaux (REBs) remained largely disconnected from a fully-integrated planning system.

CapEFA support to the federal education system in Ethiopia emerged from a clear demand from the government and was built on a long history of trust and collaboration between the Ministry of Education and the International Institute for Educational Planning. In 2008, and following a sector-wide analysis of the education sector, the IIEP identified the need to work on human resource issues as part of efforts to support a decentralized and strategically reinforced planning system. The IIEP further highlighted the need to clarify institutional mandates and strengthen organizational capacities within the planning department of the Federal Ministry of Education, suggesting a strengthening of the role of the Regional Education Bureaux in their support of the *woreda* or local district education offices.

> Decentralization has been an explicit development strategy of the Ethiopian State since 1994. Gradually, the means to run and operate basic education is being transferred to the 500 *woredas* or local districts. Such a transfer of skills and responsibilities, as well as a general reorientation of education policy at federal level within the General Education Quality Improvement Programme (GEQIP 2009-2013), carries strong potential for capacity development.

In light of the differences in levels of education planning skills between the eleven regions in Ethiopia, the CapEFA programme immediately focused on efforts to narrow the skills gap. Technical and policy teams were formed within both Federal and Regional education structures and the modalities employed to strengthen these teams relied on experiential learning towards the finalization of the Education Sector Development Programme Four (ESDP IV), itself situated within the General Education Quality Improvement Program (GEQIP) Project. The IIEP support staff encouraged critical thinking, assertiveness and logical reinforcement between the fundamentals of education planning and various thematic areas and ongoing programmes and activities. The technical knowledge reinforced through IIEP and transfer of expertise between regional planning experts was then harnessed to improve planning and implementation capacities at grassroots level.

As a result of the approach adopted, a powerful sense of involvement and ownership began to evolve among the key players at decentralized level. Their growing confidence to work within a decentralized planning system was particularly evident in the preparation of the ESDP IV, spanning 2010-2015. Six of the eleven regional education bureaux undertook an examination of the educational challenges within their regions, prioritized needs and made objective recommendations to the Federal level accordingly. The regional State of Oromia and Tigray also developed region-specific education sector planning processes that aligned with the regional development planning processes and the national Growth and Transformation Plan (GTP).

The mid-term CapEFA evaluation for Ethiopia reported that "USAID, the Japan International Cooperation Agency (JICA) and the World Bank [...] have all converged around capacity development in the areas of educational planning and management, and strengthening the EMIS at the

Regional Education Bureaux and at Federal Levels." The institutional capacity development strategy facilitated by CapEFA has necessarily had a knock-on effect on the sector's organizational capacities. In fact, the preparation of the fourth Education Sector Development Programme paved the way for a rethinking and reconfiguration of functions between the federal level, the Regional Education Bureaux and the woreda districts.

As a result of these initiatives, the regional level planning experts, beyond contributing to the national education sector planning document, have developed a marked sense of self reliance and self confidence on how to contextualize and adjust planning processes to local realities, and to think differently in terms of how to harmonize education planning processes. Support to CD through the CapEFA programme has further helped to reinforce the planning team at the federal level. Senior decision-makers, planning and technical staff from the Federal Ministry are now said to identify strongly with the ESDP IV and its aims and important steps have been taken to professionalize their educational planning and management systems.

Overall, CapEFA Ethiopia has not only given the ESDP IV more credibility, but improved the level of confidence and assertiveness of regional and district education planners and their contribution to logical processes for achieving quality education at all levels. The renewed confidence, along with the mechanism for coordination between the federal level and the Regional Education Bureaux, has permeated through to initiatives in other fields such as the new Plan for Accelerated and Sustained Development to End Poverty (PASDEP III).

2 Institutional capacities

Target of CD: Support to Education Management Information Systems

Haiti: EMIS in Support of Sector-wide Planning

The January 2010 earthquake had devastating consequences on the Haitian population and, with it, the country's beleaguered education system. The current system of collecting and processing education data is, naturally, struggling to cope. Haiti, however, had not been in a position to be able to carry out a proper statistical survey of its education sector since the 2003-2004 academic year. It is within this context that UNESCO was asked by the Ministry of Education and Professional Training (MNEFP) to assist in improving the way the country produces and processes educational statistics.

The present post-crisis situation has revealed huge capacity gaps in the education sector, but also exposed the need for better and more widespread data to plan, manage and implement development activities. Many technical partners and donors, it was reported to CapEFA Haiti, feel that the rebuilding of Haiti's education system will also necessitate a strong statistical base. UNESCO is now the lead agency in this endeavour and has the task of supporting the MNEFP in setting up a viable statistical production chain and working out a plan of action and roadmap for the ministry over a three to five-year period.

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In the immediate term, CapEFA is supporting the necessary procedures to carry out a rapid survey of the education system (at pre-primary, primary and secondary levels) for the ongoing 2010/2011 school year, built around a shorter data collection questionnaire to get an overall picture of learner profiles, school personnel and schools. This task is complicated by the fact that many schools are private. Part of the effort will be a school mapping exercise to work out the actual number of schools and pupils - a

vital tool in emergency situations. The rapid survey will serve as preparatory work for forthcoming and more in-depth surveys.

A needs assessment on EMIS in Haiti has been carried out by UIS. Despite the urgency of the situation, UNESCO is keen to emphasize on the quality of data produced. Only then will it be reliable and strong enough to guide the future of the country's education sector. It will also require CD for those in charge of the planning and management of statistics. UNESCO sees itself as laying the ground for a wider restructuring and improvement of education in Haiti. The challenges of coordination, organization and decentralization of responsibilities all call for greater capacity and this is where CapEFA's added value hopes to make a difference.

2 Institutional capacities

Target of CD: Support to the monitoring of national education plans and progress towards EFA targets

CapEFA Regional Initiatives: Regional Evaluation of the EFA Mid-Decade Assessment in the Asia and the Pacific Region

The Dakar Framework for Action was clear about the necessity to "systematically monitor progress towards EFA goals and strategies at the national, regional and international levels." Since 2006, CapEFA has supported a process of assessment in the Asia and the Pacific region intended to measure the progress of countries in reducing disparities in access and quality for under-served and marginalized groups. Under the leadership of the Assessment, Information Systems, Monitoring and Statistics Unit (UIS-AIMS), which is located within the UNESCO Bangkok Regional Bureau, the technical support has been part of a larger undertaking funded by UNESCO's Regular Programme and Japanese Funds-In-Trust.

In preparation for the Asia and the Pacific Mid-Decade Assessment (MDA) in 2007, an analytical framework and data requirements for assessing national and sub-national disparities were elaborated and tested through pilot assessment surveys in three countries in each of the three sub-regions (Thailand, China, and Nepal). The framework was subsequently rolled out to other countries undertaking the EFA-MDA[39]. Based on the national EFA assessment reports and existing studies and surveys, EFA-MDA sub-regional reports were produced for Southeast Asia, South Asia and Central Asia.

This initiative, along with other activities undertaken by the UIS-AIMS Unit, has contributed to strengthening national capacities in EFA monitoring and evaluation with a focus on education disparities. It has allowed countries to identify data gaps and weaknesses in data collection, thus paving the way for them to address these issues, and to become better equipped for EFA assessments leading up to 2015.

Support from the CapEFA programme was particularly instrumental in the production of methodologies, guidelines, tools and sub-regional reports. Various instruments and training materials were incorporated into the 'Guidelines for EFA Monitoring, Evaluation and Assessment' to ensure institutionalization of the assessment process as part of the regular EFA monitoring process.

When most countries in the Asia and the Pacific Region had carried out their respective national assessments, UNESCO-Bangkok, with the support of the inter-agency Thematic Working Group on EFA, then launched a series of sub-regional policy forums (South Asia, South-East Asia and Central Asia) to ensure that results of the MDA reviews would be used in revising and formulating new policies, programmes and strategies to reach disadvantaged groups. These forums were technical and high-level and included representatives from the governments, NGOs, civil society groups, UN agencies and other EFA partners both at national and sub-regional levels to emphasize that

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39 Bangladesh, Bhutan, Cambodia, China, Fiji, India, Indonesia, Kazakhstan, Kyrgyzstan, Lao PDR, Malaysia, Maldives, Marshall Islands, Mongolia, Myanmar, Nepal, Pakistan, Philippines, Samoa, Sri Lanka, Tajikistan, Thailand, Tonga, Turkmenistan, Tuvalu, Uzbekistan, Vanuatu and Viet Nam. Pacific Island States were also involved in the MDA process.

EFA is a partnership rather than just a UN agency commitment.

Support from the CapEFA programme was used to convene the sub-regional policy forum in Kathmandu, Nepal for the South Asia sub-region. The forum discussed issues from three different perspectives: global (via the GMR), sub-regional (from the sub-regional MDA reports) and national (from the national MDA reports). It also served to strengthen collaboration among EFA partners in South Asia[40], with steps undertaken to bring the EFA agenda into the South Asian Association for Regional Cooperation (SAARC) and other sub-regional bodies. Countries called for continued technical assistance to strengthen monitoring of EFA progress. UN agencies and EFA partners were also encouraged to use the outcomes of the EFA-MDA as input in the preparation of the country UNDAF, PRSP, UNESS.

Significant financial and human resources were evidently invested in the EFA assessment processes in 1995, 1999 (2000 EFA Assessment) and 2007 (MDA), but no follow-up evaluations were undertaken. Over the past two years, the CapEFA programme has thus provided funding for an evaluation of the EFA-MDA process to assess its effectiveness, efficiency, relevance and impact in the Asia and the Pacific region. The evaluation sought to capture and document the wealth of country practices and experiences to ensure that the end-of decade (2010) and end-of term (2015) assessments would build upon achievements and lessons learned. Some of the key questions looked at included:

1) What constitutes sustainable capacity for regular EFA monitoring, evaluation and assessment (i.e. what have countries done as part of regular EFA monitoring and/or part of the MDA process? What should they be expected to do (with or without capacity building)?

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2) How and to what extent has the approach taken to the EFA-MDA, within the Asia and the Pacific region, contributed to building that capacity?

3) How can countries be supported to strengthen their capacity further?

The evaluation concluded that the MDA process in itself has been an 'instrument of change' leading to improved national capacities in EFA monitoring, evaluation, assessment and coordination of national staff and existing data collection systems. In fact, even after the conclusion of the MDA process, countries in the

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40 Over 70 participants composed of representatives from Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka, as well as UNESCO, Save the Children, SIL International, the Global Campaign for Education Coalitions, and other EFA partners and donors attended the policy Forum.

region (such as Indonesia, Uzbekistan, China, India and Cambodia) continued to carry out EFA assessments and prepare national reports. Most importantly, the emphasis on identifying and reaching 'at-risk' groups in education has placed the issue of marginalization high on national education agendas. The evaluation quotes one country official as saying, "it shifted the emphasis from pride on the enrolment rate to concern for those not enrolled."

3 Organizational capacities

Target of CD: Support to education governance and management capacities

Lao PDR: Sector-Wide Capacity Development Support

In Lao PDR, coordination (especially within and between Ministry of Education departments and amongst education institutes) has been singled out as a critical hurdle to national education targets. Stumbling blocks can take the shape of one department having data while another does not, or skills not being spread equally and available where needed. Issues of staff turnover, broken continuity and absence of identified counterparts all contribute to a need for greater cooperation and networking.

Coordination and dialogue between departments has been a key area of capacity development supported by the CapEFA programme especially in the area of TVET. This has taken the form of enhancing collaboration between the TVET Department, the Educational Standards and Quality Assurance Centre (ESQAC), the universities and TEIs. The latter have benefited from targeted CD workshops on developing pre-service teacher education curriculum for pre-school, as well as primary and secondary levels. Networking for sharing technical expertise between the TEIs and universities has also been the focus of training workshops. Particular use has been made of UNESCO's handbook on decentralized educational planning.

CapEFA's multi-stakeholder network in the TVET sub-sector has also brought together ministry departments and NFE actors in a bid to help implement the national TVET Master Plan. In a parallel effort to guide and monitor CD activities for NFE, spanning four departments, CapEFA contributed to the establishment of a committee to further develop and expand equivalency programmes to bring about a convergence of stakeholders.

Underpinning all of these efforts is the intention to stimulate a wider learning community, or community of practice, in Lao PDR with the relevant departments and the Ministry of Education – with the obvious knock-on effects this would have on mutually-beneficial and interdependent roles and activities.

Currently, according to the CapEFA mid-term evaluation, the Ministry operates more along the lines of a hierarchical model. CapEFA would like to see further fluidity and coordination between structures, particularly between the provinces, districts and central level.

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Literacy and Non-Formal Education
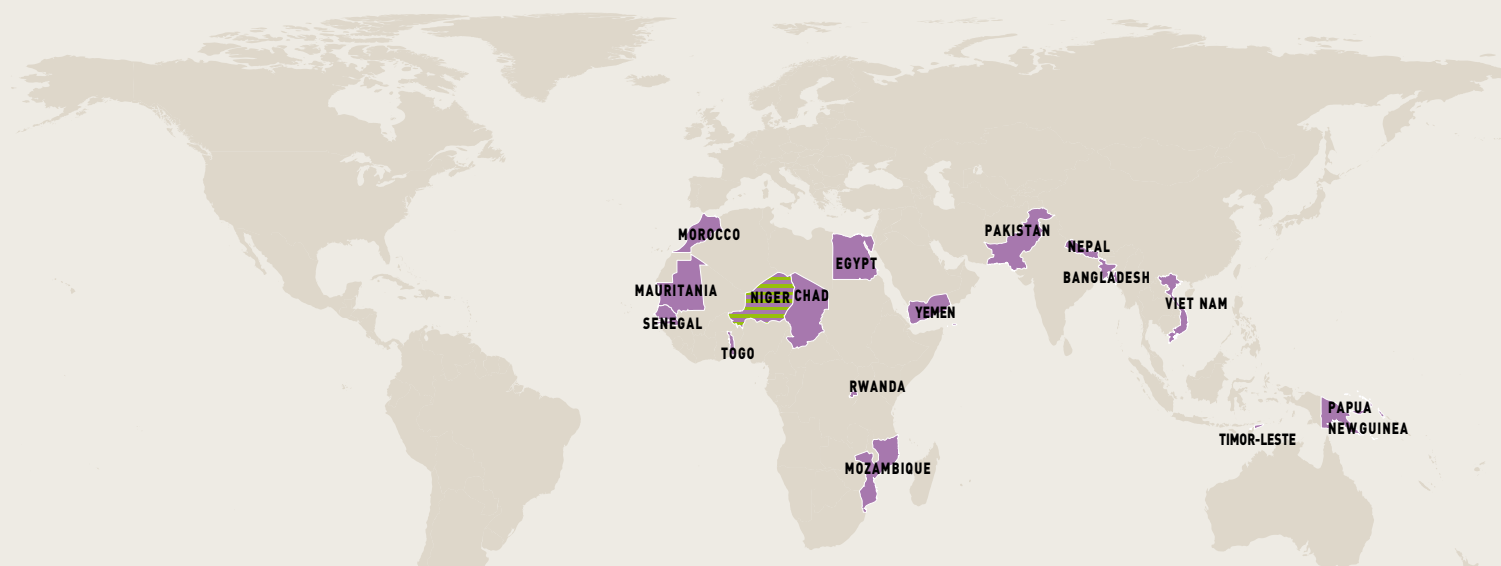
CapEFA country programmes

Bangladesh
Strengthening capacity of GO/NGOs for achieving EFA goals concerning literacy and non-formal education

Chad
Pedagogical, institutional and organizational capacity development in literacy and non-formal education

Egypt
Capacity building to enhance policy development, institutional change and programme delivery in literacy and non-formal education

Mauritania
Capacity development for literacy and non-formal primary education

Morocco
Literacy for the empowerment of women in Morocco / Building capacity for sustainable development

Mozambique
Capacity development for literacy and adult education within the context of LIFE

Nepal
Strengthening national capacity on planning, monitoring and evaluation of literacy and non-formal education programmes

Niger
Support to literacy and teacher education in Niger

Pakistan
Capacity development for adult literacy and non-formal basic education

Papua New Guinea
Accelerating national efforts in Papua New Guinea to achieve EFA through LIFE

Rwanda
Multi-stakeholder partnerships for literacy and out-of-school youth skills training

Senegal
Capacity development for literacy and non-formal education management and policy

Timor-Leste
Building national capacity of Timor-Leste for evidence-based literacy policy initiatives and effective monitoring of literacy programmes

Togo
Capacity development for improvements in the quality of literacy and non-formal education

Viet Nam
Strategic development of LIFE resource support system in Viet Nam

Yemen
Capacity development for enhancing literacy and non-formal education

Since its foundation in 1946, UNESCO has been at the forefront of global literacy efforts and a prominent advocate of literacy within national, regional and international development agendas. UNESCO is currently the lead agency for the United Nations Literacy Decade 2003-2012 (UNLD) wherein the Organization's role is to "coordinate, stimulate, catalyze and technically support actions at the international, regional and national level."[41]

The Organization has an almost unique and historical experience when it comes to capacity-building. Over the years, this has translated into different types of technical cooperation with Member States (training, information exchanges, joint and collaborative research, partnership building, study visits, etc). From an institutional viewpoint, securing political will at the highest echelons of government remains vital, supported by accurate data for advocacy and planning purposes. Advocacy has paid off in several countries where the percentage allocated to literacy in ten-year education plans is rising.

The programme further supports reviews of national literacy and NFE strategies in countries participating in UNESCO's LIFE, with increasing attention to assessing, planning and budgeting for different NFE quality and equity targets within Education Sector Development Frameworks and annual operational plans, as well as addressing the policy concerns of NGOs, the private sector and community-based associations.

General capacities for evidence-based planning are strengthened through support to the reinforcement of Education Management and Information Systems for the sub-sector, both as a way of improving the quality and reliability of literacy and NFE data, as well as enabling more efficient monitoring of learning outcomes. Here, CapEFA technical support typically includes: indicator formulation; strengthening of ICT infrastructure; strengthening national and local mechanisms for gathering, processing and exchanging up-to-date, disaggregated education data and statistics. The scale and type of intervention is geared to the existing statistical capacities and systems within each country, with UNESCO staff and institutes facilitating the preparation of contextually adapted data collection tools, data analysis systems and reporting modules.

Many countries have decentralized, or are in the process of decentralizing, their NFE and literacy efforts. In these cases, technical support is directed at the elaboration of provincial literacy strategies, with advocacy towards the concrete allocation of funds from both national and provincial education budgets and the extension of professional support for community-led activities and NGOs through Resource and Community Learning Centres, as well as literacy campaigns and networks. Participatory planning in drawing up regional and provincial plans is key to these efforts - both for more inclusive policies, as well as for the adequate disbursement of resources and greater transparency.

At organizational level, embedding a culture of capacity development within Ministry departments and decentralized entities is a priority, especially with regard to: the facilitation of processes and strengthening of functional skills to oversee CD strategies; capacities to identify and work with partners, expertise and communities of practice in different task areas; enhanced NFE coordination mechanisms, and; working towards fully-functioning channels of communication between different governance levels.

In relation to quality and equity targets, the genuine will of national authorities to address the gender gap, to promote the empowerment of girls and women and to reach out to marginalized population groups are advocacy priorities for UNESCO and CapEFA. Gender stereotypes are deep-rooted at community level and there is a clear need to confront them through continuous awareness-raising. Based on existing national and international resources, literacy and post-literacy materials are being conceived, or revised, to integrate gender perspectives as well as life skills, sustainable development issues, water and the environment, civil rights and democracy, human rights education, and other cross-cutting issues related to HIV and AIDS and reproductive health.

National efforts to ensure quality assurance across the NFE sector are supported through the review of learning materials and their contents. In terms of strengthening the channels for delivering contents, capacity development for the reinforcement of Community Learning Centres has been a common entry point and has proved effective in combining the multi-sectoral development objectives, while consolidating delivery capacity in community settings. To ensure flexible and horizontal pathways into different levels of the formal education system, the above efforts are consolidated through support to National NFE Certification Frameworks and Accreditation schemes that recognize competencies attained through non-formal learning streams.

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41   UNESCO Literacy Programme. See: http://www.unesco.org/new/en/education/themes/education-building-blocks/literacy/mission/

1

Leadership, partnerships and harmonization

Targets for CD: Support to national capacities to initiate, coordinate, plan and manage CD strategies in support of NFE

Chad: Pedagogical, Institutional and Organizational Capacity Development in Literacy and Non-formal Education

Existing synergies with UNESCO literacy support structures, particularly the LIFE framework, helped to set the stage for CapEFA in Chad according to some local actors. It meant that national awareness of literacy and NFE issues was already being consolidated. It was fertile ground for CapEFA to graft onto. Raising awareness around CD issues generated further consciousness of the interconnections between thematic, operational and governance levels within the country. It is hoped that CD can now connect the bigger picture through stakeholder and delivery mapping. Profiles of literacy learners are also being developed.

A seminar was organized in Ndjamena in May 2010. This contributed to a national plan for literacy and NFE, and set the ball rolling for CapEFA's implementation in the country. The meeting drew together key national actors and led to an outline of the local challenges facing education, as well as a definition of the mechanisms and CD actions which could lead to a better implementation of policies for literacy and NFE. The seminar gave space to further identification of pedagogical, organizational and institutional areas where a capacity needs assessment might explore, opening up the field for a later stakeholder mapping alongside suggestions of what steps CapEFA might take. It was a process of dialogue, advocacy and consensus-seeking which also kept an eye on aligning proposals within Chad's national 10- year plan for education (2006-2015).

Mauritania: Capacity Development for Literacy and Non-formal Primary Education

The main thrust of UNESCO's efforts can be summed up as:

1) Creating visibility, placing literacy high on the State's agenda;
2) Setting groundwork for new partners to collaborate around literacy/NFE goals;

3) Reinforcing the linkages between literacy and vocational skills training;
4) Creating a tangible methodology for action on literacy through CD.

CD efforts in Mauritania were bolstered by the experiences of CapEFA Morocco. A protocol agreement between the two countries was drawn upon by UNESCO as a basis for developing CapEFA Mauritania. Building on previous activities by the Japan International Cooperation Agency (JICA), and a nationwide education development programme (PADEM), a needs assessment and a literacy survey were facilitated. These fed into the national application for EFA-FTI funding and the wider education reforms in place in the country, namely the National Programme for the Development of the Education Sector (PNDSE) - the second phase of which will take the country's education sector beyond 2011. In fact, it is now seen as the basis for future action under the Literacy Programme for Employment (PALAM) as part of the new PNDSE II for the period 2010-2020.

The Directorate for Education and Training Projects, which forms part of the Ministry of Economic Affairs and Development (itself in charge of the PNDSE II) was instrumental in the planning stages of the CD strategic framework. The Directorate is also the body responsible for organizing annual reviews of the education sub-sectors.

To overcome issues of communication and coordination, working groups were established bringing together all the appropriate governmental departments from the Ministry of Basic Education to the Ministry of Islamic Affairs and Quranic Education as well as stakeholders in curriculum development, monitoring, etc. It is yet another way of pulling together the various players and tightening information sharing – while having an obvious knock-on effect on ownership. CapEFA, moreover, is implemented in close collaboration with the Directorate of Education and Training Projects within the Ministry of Economic Affairs and Development (MAED). This Ministry leads the overall framework of the education reform or PNDSE II 2010-20.

The mechanism of pooling donor funding in Mauritania also means that development partners are brought together. Some of these partners are: the World Bank, Agence France Developpement (AFD), the World Food Programme (WFP) and the Islamic Development Bank (IDB). Thus, it can be said that CD is embedded in working groups, national coordination and decision-making and within global institutional reform. The Directorate of Education and Training Projects has been a strong advocate of CD and this was a crucial factor in maintaining the programme's steadiness during the 2008-2009 period of political instability in the country.

Box 6: UNESCO's Literacy Initiative for Empowerment (LIFE)

Since 2006 the UNESCO Institute for Lifelong Learning has coordinated the Organization's pioneering framework: the Literacy Initiative for Empowerment. LIFE (2006-2015) is now operational in 35 countries (24 of which are LDCs) facing the greatest challenges in literacy (countries with literacy rates of less than 50 per cent and/or more than 10 million illiterate adults overall). LIFE was conceived as an operational mechanism for achieving the objectives of the United Nations Literacy Decade and as a way of contributing to EFA goals, in particular to improve literacy rates by 50 per cent by 2015. Strategically speaking, it is focused on advocacy and communication, strengthening national capacities for sustainable literacy policies and delivery of programmes and innovation.

LIFE's integrated approaches mean literacy is linked to income generation, sustainable livelihoods and life skills, encouraging a wide use of ICT, partnership building and community mobilization. LIFE also promotes literacy in minority languages, giving attention to bilingual and multilingual environments, working to widen literacy access to marginalized groups and women.

LIFE is designed to be country-led and country-specific. Furthermore, and to quote one UNESCO advocate, 'LIFE is not a project, it is a framework, an avenue to collaborate and cooperate around literacy within countries and internationally.' For this reason, it is based on country ownership, to support governments in boosting their own literacy efforts, helping civil society to look closer at literacy issues - and in this way shape dependable policies and capacities for the delivery of quality programmes.

LIFE Needs Analysis

Research and analysis are integral to country programmes to inform policy and strategies. As part of the common approach in the LIFE initiative, LIFE needs assessments were completed, partly with CapEFA support, in Afghanistan, Bangladesh, Benin, Central African Republic, Chad, China, Djibouti, DR Congo, Egypt, Haiti, Iran, Mauritania, Morocco, Mozambique, Nepal, Niger, Nigeria, Pakistan, Papua New Guinea, Senegal, Sierra Leone and Yemen.

These situational analyses take various forms, serve various purposes and provide directions for strategic interventions. Studies on specific gender-related issues in Pakistan and Morocco and the availability of a gender toolkit (Pakistan) have contributed to raising awareness about gender issues, strengthened gender dimension in literacy programmes, and enhanced participation of girls and women in literacy courses. A comparative study through the CapEFA programme in Marocco has examined the learning achievements of literacy programmes and provided policy options informing the revision of the national strategy on NFE and its related roadmap 2008-2012.

Pilots and concrete experiences in all LIFE countries have now informed national NFE policies, plans and programmes, supporting their consideration within broader national development and budget frameworks and increasing support from international agencies.

Rwanda: Multi-stakeholder Partnerships for Literacy and Out-of-school Youth Skills Training

Rwanda has more than doubled its Gross Domestic Product (GDP) in the last decade, but the government has identified ongoing institutional and organizational capacity deficits as a major challenge in achieving its development goals. An agreement was reached between UNESCO and the World Economic Forum in 2008 to work with the International Business Leaders Forum (IBLF) on developing a model for Multi-stakeholder Partnerships for Education (MSPE) in Rwanda.

At a National Advocacy Forum on MSPEs, in December 2010, Dr Charles Murigrande, Minister of Education for Rwanda, made his government's case for partnerships in education: "The task of overcoming the education challenges facing the country is not one sector's alone. Only by all the sectors working together can the vision of a world class education system be truly achieved. The key is multi-sector partnership, bringing together the needs and interests, resources and competencies of business, government and civil society in innovative ways to deliver the educational and business benefits so necessary to our country's future success."

Multi-stakeholder Partnerships for Education identify and build opportunities to consolidate EFA delivery capacities. They draw strength from common goals and working together. What, though, are the real benefits to an education sector? Pooling resources, co-accountability, and transparency in decision-making are just a few. Scaling up innovative approaches to education is also seen as an advantage, as is enabling the education sector to become fertile ground for change. Last, but not least,

accessing resources outside usual budget frameworks, or ensuring greater sustainability, are further advantages.

In order to strengthen national capacities to broker and initiate multi-stakeholder partnerships in the education sector, a first training session, organized by the International Business Leaders Forum (IBLF) and UNESCO, was held in December 2010. At the meeting, representatives of Ministries, State entities, private sector representative bodies and the NGO sector noted, like the Minister, that the essential challenges in Rwanda were: a) the lack of government skills in managing partnerships of all sizes; b) the shortage of qualified teachers; c) weak infrastructure in many locations across the country; d) poor language skills particularly with the recent switchover to instruction in English in the education system; e) cultural and gender-based obstacles to schooling; f) weak linkages between education and employment; g) overall context of deprivation and poverty.

On this basis, IBLF has worked with UNESCO to establish a tangible and logical approach to EFA partnership building in Rwanda, giving stakeholders a wider appreciation of the specific skills and processes required for smooth and long-term arrangements. A second High-level Forum event, with the patronage of the Minister of Education, took place in March 2011 to enhance the private sector engagement and raise owerness of all stakeholders. The workshop participants from Rwanda have their own action plans and have been trained in the specifics of engaging and approaching partners and businesses. The programme will now focus more on demonstrating how partnerships can contribute to consolidating national literacy and NFE goals.

2 Institutional capacities

Target of CD: Strengthening the enabling environment for non-formal education

Senegal: Capacity Development for Literacy and Non-formal Education Management and Policy

In 2000, Senegal launched a 10-year Programme for Education and Training (PDEF) which spanned both non-formal and formal education. The stated objective was to combat widespread illiteracy, poverty and exclusion through both formal and non-formal education streams. Non-formal education and literacy, however, were deemed to be areas marked by particularly obvious capacity gaps in issues of planning, management and data, as well as the monitoring of learning achievements. Literacy campaigns did not have an institutional anchor point and activities were conducted by multiple actors with little synchronization. National funding was also limited to less than one per cent of the total education budget.

Anchoring NFE more firmly in the national institutional and organizational landscape was considered a strong signal to the public that the government was committed to its literacy goals and that the nation could reach under-served population groups - namely school dropouts and excluded women and girls. In 2009, during the initial stages of CapEFA's advocacy work, literacy and NFE were officially integrated into the Ministry of Education and a separate NFE unit was created.

This unit is now responsible for coordinating the literacy activities of both formal and non-formal actors. According to Senegalese partners, the establishment of the unit has led to improvements in the status of literacy, with an increase in funding. This, in turn, led to a new impetus, perception and direction for NFE and literacy nationwide. A Senegalese ministry official noted, "the timing was essential. It was about awareness. We became aware of our hindrances just as CapEFA came along and worked with us to outline capacity as the essential framework for action. By setting up teams, and also working on NFE-MIS, we could see where and how to act. Our reflection basically coincided in time with CapEFA's."

With the institutional anchoring now in place, Senegal's EQJA (or Skills Development for Youth and Adults) framework has come to embody, in many ways, the country's efforts to improve the quality of its NFE provision. The EQJA came into being by way of a General Policy Paper in support of the country's third phase of its PDEF (10-year Education and Training Plan). CapEFA has been very supportive of the EQJA, providing technical assistance to strengthen the links between literacy and training in traditional economic areas for un-reached groups, particularly women and girls.

Yemen: Capacity Development for Enhancing Literacy and Non-Formal Education

The situational analysis carried out in Yemen in 2008 within the framework of the LIFE initiative highlighted the country's difficult literacy environment. Weak civic participation and lack of resources were then identified as issues in further assessments – and this despite the country having one of the most significant public expenditures for education in the region. The aim of the CapEFA programme is to bolster the capacities of the Ministry of Education and the Literacy and Adult Education Organization (LAEO), as well as other relevant authorities to improve their planning, implementation, monitoring and assessment of literacy and non-formal education programmes.

> "[...] education can become part of a more inclusive social contract under which governments demonstrate a commitment to tackle social and economic inequalities. Just as schools are often a source of unequal opportunity, so they can become a force for social mobility and greater equity, with education policy signalling a new direction."
>
> UNESCO, *GMR 2011*, p. 221.

In May 2010, a meeting was convened with the LAEO to push for greater analysis of the literacy situation in Yemen, particularly the examination of statistical data. A comprehensive needs assessment was carried out by a national team of six experts who focused on the following areas: a) curricula and training programmes; b) the role of non-governmental stakeholders in literacy and adult education; c) the role of governmental stakeholders in literacy and adult education; and d) a desk review to identify gaps in existing literacy and adult education studies.

The findings of these studies, which received technical support from UNESCO and were led by a Yemeni expert, were discussed at a meeting in Sanaa in February 2011. As a result, an action plan was drafted and is now awaiting official endorsement by the government. The plan was developed around four main components: 1) Advocacy and Communication; 2) Partnership Building; 3) Training and Programmes; and 4) Monitoring, Evaluation, Planning and Statistics. The security situation in Yemen has meant that official endorsement of the action plan has been postponed, but UNESCO is hoping to maintain the momentum of the programme.

2 Institutional capacities

Target of CD: Integration of NFE quality/equity targets within Education Sector Development Frameworks

Cambodia: Strengthening Education Policy Development: Capacity Development to Mainstream Literacy and Non-Formal Education in Education Sector-wide Planning

The 1970s conflict in Cambodia saw the total breakdown of the education system. It was only in the 1990s that development per se could really begin after a long period of emergency relief and basic overhauling of structures. Cambodia's efforts to expand its education provision and services are now well underway, supported by an Education Strategic Plan (ESP) 2009-2011.

The CapEFA programme in Cambodia has been shaped to bolster national capacities for planning, monitoring and evaluation of non-formal education initiatives. A sector-wide capacity review and assessment for the Education Sector had already been planned to support Cambodia's Annual Operational Plan under an initiative with the Joint Education Technical Working Group. As a result, the UNESCO Field Office, in discussion with the Ministry of Education, Youth and Sport (MoEYS), as well as the Department for Non Formal Education (DNFE), decided to focus on an assessment of the non-formal sector's needs.

As a first step, CapEFA worked with the DNFE in planning and carrying out a stakeholder mapping exercise in 13 provinces, as well as a capacity assessment of the non-formal sector. It was the first such exercise within the DNFE. A technical workshop was held to analyse the results in early 2011. With many stakeholders in attendance, and with the added participation of the Secretary of State and the

Deputy Director-General for NFE, there was a clear demonstration of the country's commitment and leadership paving the way to linking the CapEFA initiative with the upcoming national Education Congress.

In line with the country's Education Strategic Plan 2009-2011, and based on discussions during the workshop, the Cambodian government, in consultation with the main stakeholders, drew up a CD action plan to support the NFE sub-sector. Again, to show the high level of sponsorship from the government, the MoEYS appointed an operational team responsible for the coordination, management and implementation of CD activities. The idea was to have designated task areas integrated into existing national systems and lines of action.

The draft CD action plan will include: establishing national/international literacy and NFE networks (including intra/inter Ministries, with NGOs and universities); strengthening NFE-MIS and evidence-based planning and budgeting; collecting and disseminating good practices in CLCs from within and outside the country. The government is also drawing up a medium-term capacity development plan (CD plan) for the whole education sector with UIS contributing technical expertise for the establishment of a sustainable monitoring and evaluation system for non-formal education.

Meanwhile, tools and modules for CD, for planners and policy makers (with accompanying induction phases and training), are in the pipeline. Looking to the future, and in order to ensure long-term sustainability of the CapEFA initiative, the DNFE has already begun to think about multi-stakeholder partnership building and securing alternative financing for the non-formal education sector.

2 Institutional capacities

Target of CD: Support to Education Management Information Systems underpinning NFE

Senegal: Capacity Development for Literacy and Non-formal Education Management and Policy

In the words of one Senegalese ministry official, "there was simply no reliable information on non-formal education before CapEFA and its accompanying work on NFE-MIS." More than that, other people pointed out, "the non-formal sector was cut off from the mainstream and its ways of operating."

The NFE-MIS component of CapEFA Senegal followed a clear series of procedures beginning with adapting technical expertise and tools to the specific realities of the country. A diagnostic study was then carried out, followed by a process of data collection in the field.

Agents in charge of collecting data were trained as were those responsible for entering the data from five selected pilot regions into a centralized computer server. This was all accompanied by a period of advocacy explaining the purpose of the NFE-MIS data

"Information systems are vital. They enable governments to align resources with needs, assess the financing implications of education policy goals and improve transparency. The development of an education management information system (EMIS) may appear to be a technical and administrative operation. But it is one of the most important of all post-conflict reconstruction exercises in education. Donors should put more emphasis on building governments' capacity to develop and use an EMIS [. . .] One of the most critical requirements for successful donor interventions is a long-term planning horizon, backed by predictable financial support."

UNESCO, *GMR 2011*, p. 257.

collection and processing – a time when supportive local mayors, regional authorities and diverse NFE stakeholders within the pilot regions were identified. This process was strengthened by an actual stakeholder mapping of NFE providers. The constitution of training teams and specific workshops helped take the advocacy further by seeking consensus on the necessity of NFE data and the importance of opening up the provision of NFE and literacy. The NFE-MIS team also drew up a list of key indicators to be formulated or reinforced, especially covering quality and management issues, to lend clarity to the statistical campaign.

The culmination of this NFE-MIS pioneering was the production of the first ever statistical directory for NFE in Senegal. As a Senegalese member of the NFE-MIS team remarked, "the goal of trained teams being able to train others has been successful, and we are no longer reliant on one key expert. CapEFA's advantage and strength was that it was in absolute synergy with Senegal's aims." Another person within the Ministry of Education noted that "where there are no statistics there can be no overall vision and no validated and reliable development."

The NFE-MIS process has achieved its aims in terms of concrete data, but more than that it was a CD exercise in itself and managed to mould itself to the country's realities. The result is that the World Bank is now involved

in the extension stage of spreading the NFE-MIS process beyond the pilot regions. Statistics in higher education are also lacking in Senegal and the example of the NFE-MIS process is being seen as a potential model for future developments. It is believed that collecting data for non-formal education has put it on the same standing as formal education and the idea of a global management of the statistical system is progressing. The risk of creating a parallel system has been avoided. It was stated by many that "the CapEFA Senegal programme has helped put an end to the marginalization of NFE."

> **Box 7: Literacy Assessment and Monitoring Programme (LAMP)**
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> Another layer to UNESCO's support is the Literacy Assessment and Monitoring Programme (LAMP) led by the UNESCO Institute for Statistics. This is a household survey gathering quality data on literacy skills and competencies. The tools developed by UIS are instrumental in composing snapshots of literacy competencies based on representative samples of adult populations. They enable an assessment of how literacy skills are distributed within a population for more efficient resource allocation and effective programming.
>
> LAMP was a large component of the CapEFA country programmes in Vietnam and Morocco. In the latter, the adaptation of the LAMP methodology and tools, and further capacity-building of national teams in assessment, monitoring and evaluation, contributed to national surveys being undertaken with the support of USAID and the European Union.

3 Organizational capacities

Target of CD: Support to functional capacities in NFE leadership, management and administration

Timor-Leste: Building Capacity for Evidence-based Literacy Policy Initiatives and Effective Monitoring of Literacy Programmes

An inception meeting on CapEFA Timor-Leste was convened in early 2011 with members of the National Directorate on Recurrent Education (NDRE) from the Ministry of Education in Timor-Leste and development partners led by the World Bank, as well as representatives from Cuba, Portugal, civil society and non-government agencies. The meeting was aimed at identifying appropriate strategies and action plans to facilitate the strengthening of the National Directorate on Recurrent Education's capacity to achieve its goals: specifically eradicating illiteracy, and completing the implementation

of equivalency education up to the basic education level, as embodied in the 2010 – 2015 National Strategic Plan for Education in Timor-Leste.

Information was shared with the participants on the implementation of equivalency education throughout the region, including through CLCs, with inputs provided by an expert from UNESCO Bangkok. Experiences on CLC management were also shared by CLC advocates from Indonesia. Focused Group Discussions (FGD) were then organized to share the plans of development partners and stakeholders on equivalency education, and to pinpoint existing resources that could help the National Directorate in implementing its education programmes.

What became obvious, from the questions asked by the participants, were the apparent capacity gaps of NDRE staff and coordinators in organizational processes such as leading, planning, organizing, facilitating, implementing, monitoring and evaluating literacy programmes and campaigns. Many members of staff are familiar with theories, concepts and practices in administration, organization and management, rather than operational procedures. This challenge became more discernible the further one descended the Directorate hierarchy.

Current levels of training and education in administrative and management practices require improvement. A survey carried out as part of the Inception Phase found that only 28 per cent of NDRE staff (who attended the FGD) had completed a bachelor's degree while another 8 per cent had reached pre-bachelor level but hadn't graduated. Another 28 per cent had only reached Grade 6 (which was considered as basic education during the Portuguese colonial period), and Grade 12, or secondary education, was the highest educational qualification for 24 per cent.

Given the educational profile of NDRE actors from the national, regional and district levels, there is a strong need for various types of coaching and training to enable staff to cope with the demands of their positions. The following entry points for CapEFA, as part of efforts to reinforce the capacity of NDRE in the short to medium terms, were considered the most urgent: 1) Financial Management and Resource Allocation; 2) Strengthening Partnership with Stakeholders; and 3) Developing and Institutionalizing a Monitoring and Evaluation System. These interventions come on top of work already being implemented by UNESCO for 2011 such as: 1) Capacity Development Workshop on Equivalency Education Programmes; 2) Workshop on Policy Review and Developing Policy Options; and 3) Teacher Training on Pedagogy of Adult Learning; 4) strengthening the capacity of CLCs as community institutions, complementing NDRE's efforts to eradicate illiteracy and providing community members with livelihood projects.

3 Organizational capacities

Target of CD: Support to NFE coordination and communications mechanisms

Bangladesh: Strengthening Capacity of Governmental Organizations (GOs) and NGOs for Achieving EFA goals in Literacy and Non-Formal Education

Delivery and provision of literacy and NFE in Bangladesh tends to be dispersed between disconnected projects with little or no equivalency between formal and non-formal sectors. This disconnection is further compounded by the generally low standing of literacy/NFE and the fact that there is no overarching policy or framework for the harmonized training of NFE or literacy facilitators.

The CapEFA programme is in line with the government's review and formulation of NFE policy, its efforts to produce a comprehensive framework for NFE (including advocacy, facilitator training, equivalency programmes and gender-based curriculum issues) and to ensure that this work is participative and inclusive of all NFE stakeholders. The programme thus negotiated with a coalition of NGOs in

education, the Campaign for Popular Education (CAMPE), to boost mobilization for literacy and NFE and to enable CAMPE to take a lead role in advocacy for resource mobilization.

Training was carried out at central and regional level on building and strengthening advocacy skills, with workshops aimed at policy-makers, civil society organizations and development staff across the country. In total, around 250 policy makers and NGOs were reached. Furthermore, 25 NGO heads and managers were trained in the specific skills required for planning and carrying out advocacy. This led to 600 volunteers being trained who then, in turn, were able to run advocacy campaigns for the benefit of 6,000 women and girls from marginalized and illiterate communities.

In July 2009, a team comprising the Ministry of Primary and Mass Education, the Bureau for Non-formal Education, the National Curriculum and Textbook Board, and the

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Bangladesh Open University, visited Indonesia. The team participated in a regional workshop on equivalency. Other Ministries were informed of the results of this visit once the team returned to Bangladesh. Experiences were further shared, alongside case studies from the Asia and the Pacific region, at a workshop in September 2009.

Pakistan: Capacity Development for Adult Literacy and Non-Formal Basic Education

Pakistan has set itself the target of reaching an 85 per cent literacy rate by 2015. With this in mind, UNESCO contributed its expertise to the Ministry of Education and the National Commission for Human Development (NCHD) to draw up provincial plans for literacy. One

province in particular, Punjab, drafted its own 10-year Strategic Plan for Literacy which was approved by its authorities. This targeted a 100 per cent literacy rate by 2019. Not all provinces in Pakistan stuck to the guidelines established for drawing up their own provincial literacy plans. One aspect of CapEFA's work in Pakistan has been, therefore, to harmonize the disparate literacy efforts in line with the wider national centralized literacy strategy and the national goal of reaching an 85 per cent literacy rate by 2015.

An evaluation of CapEFA Pakistan noted, "most of the public sector literacy organizations and NGOs use traditional approaches to teach adult illiterates and do not follow a national curriculum. This inhibits harmonization and standardization..." Bringing all the

key literacy stakeholders together in Pakistan was one way of trying to overcome this obstacle – ideally in some form of institutionalized coordination – but in parallel there also had to be a strong focus on advocacy and awareness-raising to promote literacy within the national agenda. The National Commission for Human Development (NCHD), the agency for literacy at federal level in Pakistan, organized a parliamentarians' forum on literacy. The aim was to create a stronger consciousness of the education challenges facing the country and influence literacy and NFE policy.

Such action was vital as CapEFA Pakistan had reported that a combination of legislation and political will could serve as a central plank for CD efforts for literacy/NFE, as well as stronger involvement of the mass media. UNESCO accordingly worked with the Department of Mass Communication at Allama Iqbal Open University and a booklet on involving the media in EFA was produced. This booklet outlined the possibilities for media participation in the push for EFA and in mobilizing society for education. It exists in both Urdu and English.

Four capacity development workshops were held in strategic cities across the country, in Islamabad, Lahore, Karachi and Faisalabad, for members of the media and with the Pakistan Federal Union of Journalists. Among those who attended were newspaper editors, journalists, TV scriptwriters and members of local radio stations. The workshops were not just about EFA goals, but about Pakistan's specific education context and the challenges it faces in terms of literacy. Ways of presenting and writing about education, the use of local languages, bringing community themes to the fore, were some of the areas of discussion and training for the participants. Techniques on how the media might play a part dominated the agenda. Further advocacy activities on literacy were also organized with the Government of Punjab. It is interesting to note that the Parliament Standing Committee on Education recommended a 10 per cent increase in budget funding for adult literacy and non-formal basic education.

4 Quality and equity issues

Target of CD: Institutional frameworks for reaching quality and equity targets

Morocco: CapEFA Literacy for the Empowerment of Women

Morocco's 1999 National Charter for Education and Training was a milestone in the reform of the country's education system. It set itself many far-reaching goals including reducing illiteracy to less than 20 per cent by 2010 and bringing an end to illiteracy by 2015. It also stated (Clause 22) that "the education sector will benefit from maximum assistance and attention from all levels of the State, from regional and local authorities to school and training establishments, and from all actors and partners concerned, at all stages of planning, implementation, monitoring, evaluation and regulation."

Since then further government plans and strategies have also come into force: for example, the Emergency Programme, the National Plan of Action for Children (PANE) and the National Initiative for Human Development. This last plan sets a clear framework for the mobilization

of NGOs for development. Bolstered by the convergence of these policies and activities, CapEFA worked with the national authorities on two key objectives:

1) to support the national literacy and NFE strategy, particularly to improve the economic status of women in two hard-to-reach provinces of Morocco;

2) to contribute to the Dakar Framework goals and, in so doing, support the aims of the UN Decade for Literacy (UNDL) and MDGs.

While considerable work was done in the two provinces of Ouarzazate and Zagora working with women's learning and income-generating opportunities, other quality dimensions were implemented alongside - particularly a pilot phase for UNESCO's Literacy Assessment and Monitoring Programme. National NFE and literacy policy was also underpinned in a variety of ways, and strong

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support was given to setting up an information and data system for literacy and NFE (NFE-MIS).

Advocacy during the early stages of programme design was based on making the case for linkages between literacy programming and poverty reduction strategies through developing special learning contents for illiterate women and increasing their participation in micro-credit programmes. Moreover, CapEFA was able to establish the connections with wider government development plans such as the National Initiative for Human Development (NIHD), the Emergency Programme and the National Charter for Education and Training. These efforts resulted in an agreement among the Ministry of Education, the provincial committee for NIHD and UNESCO to ensure the conditions for the design and replication of a literacy and micro-credit pilot for women mobilizing some 30 civil society organizations.

CapEFA also helped to generate a clearer understanding within the Ministry of Education on the linkages between CD processes and the strengthening of national Community Learning Centres (CLC) - as well as synchronization with those government literacy programmes being rolled out through local NGO and government networks. UNESCO

subsequently became a privileged partner both to the Government (its Ministry and Council of Education) and to development partners as a technical advisor in the formulation of the national literacy strategy, the establishment for a new national agency responsible for literacy and NFE, and the conception of European Union's country support to 'post-literacy' interventions.

In total, 4500 women received training and 30 local associations (15 in Zagora province and 15 in Ouarzazate) were supported and their capacities strengthened to be able to promote, lead and manage local development and education activities. Four CLCs were also set up (in Tarmikte, Sekoura, Tazarine and Agdez) to mobilize lifelong learning in the community. New post-literacy tools were put together for women. Local opportunities for income-generation and economic autonomy were identified. Training modules for the 30 local NGOs or associations were conceived. Remarkably few learners dropped out of their courses.

The final evaluation of the CapEFA programme noted that there was "undeniable interest for the project when interviews were carried out." The evaluation also noted a "visible dynamic around the CLCs which managed to bring

new life to the community by facilitating communication between the inhabitants and stakeholders (associations, NGOs, local focal points, facilitators)." The local associations and NGOs, for their part, were seen to have gained in confidence "adopting a participative approach at all levels." The women themselves, it was commented, "were more aware of the role they could play in the development of their families. Some beneficiaries, more able to see the role of learning in personal growth, took their out-of-school daughters back to school."

The successes, in terms of CapEFA's contribution to reaching quality and equity targets, resulted in the National Literacy Department requesting for the programme to be extended to other provinces with UNESCO continuing to function as the principle technical partner. Moreover, two provinces began to draft literacy plans of their own inspired by the CapEFA work in Ouarzazate and Zagora. Linkages with the Millennium Challenge Corporation and the Spanish Development Agency have since been established. As one stakeholder of the CapEFA Morocco experience remarked, "places were created where people felt welcome and where literacy was productive."

Viet Nam: Strategic development of the LIFE Resource Support System

In Viet Nam, CapEFA set out to support an intra-country resource network for achieving LIFE objectives by strengthening connections between Community Learning Centres, NGOs, teacher education institutions and other providers of non-formal learning opportunities. Community Learning Centres aim to provide learning opportunities that will enhance the overall quality of life for community members. They are intended as focal points for community empowerment, creating opportunities for self-reliance, self-sustainability and people-centred development.

A CLC network, of sorts, was already in existence. Since 1998, CLC development was significant in Viet Nam with a proliferation of Centres supported by the government. Nevertheless, the growing network was anchored in cumbersome institutional arrangements and largely neglected laws for support through state channels. Reliable quantitative and qualitative data on their activities, performance and achievements were also missing.

During the initial design phase in the country, there were no legal or normative instruments in Viet Nam supporting

CLCs other than the Education for All Dakar Framework for Action. CapEFA therefore served as a platform for generating political support and public awareness of CLCs and the need for their development among the central authorities – notably the Ministry of Finance and Ministry of Planning and Investment. Further advocacy underlined the importance of mother-tongue adult literacy programmes for ethnic minorities which could be developed through CLCs.

On 20 May 2005, the Viet Nam National Assembly approved the Revised National Education Law which recognized CLCs as official NFE institutions in providing literacy and lifelong learning opportunities for local communities - as part of the national strategy to "build a learning society." To implement the revised law, CLC regulations were prepared in January 2006. As part of its support package, and through the UNESCO LIFE framework, the CapEFA programme assisted in the development of a nationwide LIFE Resource Support System to network key National Resource Centres (NTCs) with Continuing Education Centres (CECs) and Teacher-Training Colleges (TTCs) in 64 provinces.

The idea was to institutionalize sustainable technical capacities and activities in literacy and non-formal education and for these to cascade down to more than 8,000 CLCs in the local communes. With programme support, all 64 participating provinces in Viet Nam assessed their local learning needs and drew conclusions to fine-tune their existing training and learning materials and produce new ones. The CapEFA programme also offered support to an in-depth study of CLCs as a foundation for evidence-based policy development for the Ministry of Education and Training (MOET).

During the implementation phase, the MOET conducted high-level advocacy, presenting experiences and collecting the necessary data from the provinces to fill in any information gaps. In late 2007, the Prime Minister's Office agreed to support CLC regulation and requested that the MOET revise its regulations on the basis of the latest situational analysis. Provinces also revised and adjusted their CLC development plans.

Experiences with the LIFE Literacy Resource Network created an impetus for revising the legislative framework for CLCs as official institutions of literacy and lifelong learning. UNESCO also introduced new methodologies, including its LAMP Programme, to respond to challenges arising from the EFA Mid-Decade Assessment report. The

LAMP National Planning Report, for example, was drafted by a national team through intensive consultations, and technical assistance, from the UNESCO Hanoi Office and UIS.

Other activities, in terms of codifying knowledge, included: the drawing up of inventories of existing learning materials; the development of local materials for teaching and learning, and capacity training for local practitioners. The resource materials developed were then field-tested and made accessible online to introduce cross-cutting issues such as: education for sustainable development, gender, HIV and AIDS matters, drug prevention, environmental protection, culture of peace, learning to live together, life and income-generation skills for poverty reduction, etc.

Capacity strengthening in the use of these materials was provided through cascade training of trainers (TOT), as well as guidance for resource material developers, LIT/NFE managers and other key officers and experts at provincial and district Community Education Centres (CECs) and TTCs, and through them to local officials, CLC managers and facilitators. A second round of TOTs was organized in the three sub-regions with gender training, supported by national trainers, and was particularly well received by participants. The outcomes fed into the ongoing development of a guide for gender mainstreaming in CLCs.

Over the programme's life span, more than 88 multiplier training workshops were carried out in Viet Nam's provinces and over 11,000 experts participated. A monitoring team, with staff from the MOET and the UNESCO field office, conducted a mid-term review to evaluate the quality of provincial implementation:

- Creation of mobile technical teams were operational in local areas, backed by online information and technical support;
- At least 6,000 local officers, CLC managers and facilitators were trained through multiplier training organized by provincial levels of the LIFE Resource Support System, CECs and/or TTCs, creating sustainable capacities for training activities;
- Direct assessment for LIT/NFE policy development was introduced;
- A pilot version of a web-based database with downloadable training and learning materials was developed.

The Viet Nam experience shows that each CLC applied its own methodologies and ways of planning and management of CLC operations. As a result of the CapEFA support provided, it was observed that the provinces were able to introduce ways of planning and management which were adapted to local contexts. A nationally-developed model, introduced during the first TOTs, has now been expanded to the provinces with the common approach fully backed by the MOET.

4 Quality and equity issues

Target of CD: Support to equivalency and accreditation systems

Egypt: Capacity Building to Enhance Policy Development, Institutional Change and Programme Delivery in Literacy and Non-Formal Education.

In 2007, Egypt's Adult Education Authority (AEA), and its 27 branches across the country, initiated a far-reaching improvement and redefining process. The aim of this renewal was to address AEA's challenges in the provision and delivery of literacy across Egypt and bring learning opportunities and content closer to those who needed them the most: the marginalized poor, women and excluded youth. One of the explicit goals of the CapEFA programme was precisely to develop "approaches/modalities to reach communities and link literacy programmes with the national poverty reduction strategy." AEA needed to look innovatively at its organizational capacities, greater decentralization, but, vitally, also, quality and equity issues. As the director of the AEA stated in the Final Evaluation Report, "the problem of illiteracy will not be solved using traditional ideas."

Egypt, in 2007, was still seeing low enrolment for literacy programmes alongside poor retention rates, and this despite a deep-seated commitment by the State to eradicating illiteracy – and AEA's own stalwart efforts in training over 60,000 literacy facilitators per year. The 2006 National Plan for Literacy and Adult Education situated the illiteracy rate for Egyptians aged over 10 at 25.8 per cent, of which a strong dominance of women and rural inhabitants. CapEFA began its cooperation with the Egyptian authorities with a national conference on adult education in May 2007. At the meeting, a desire for consensus, and national endorsement of future efforts, brought together all branches of the Adult Education Authority, donors, NGOs, relevant government and civil stakeholders, UNESCO (both Arab States and Bangkok representatives) as partners. The AEA, however, took the lead for change. Proposals and a strategy for CD grew out of the conference, steered by a task force which included representatives of 26 NGOs. These recommendations became the backbone of AEA's action, supported by CapEFA.

The AEA focused on how to improve the quality of the literacy programmes it provided through its branches, looking at ways to integrate crucibles for change such as more inventive NFE delivery methods and more community-based literacy practices. It was deemed necessary for these practices to be connected to the realities of marginalized learners and encompass health issues, microfinance, income-generation opportunities, use of ICT, life skills, etc. The capacities to plan, implement, evaluate, better analyse statistics and data and manage adult learning were also identified as areas which had to be strengthened and bolstered, as did the motivation and commitment of AEA staff and all those who worked with them: NGOs, media, community leaders, civil society organizations and literacy facilitators.

As the programme in Egypt grew, facilitator guides were developed to incorporate the daily experiences and realities of learners. Content was geared to the learner and was, in some cases, learner driven. Gender issues were also more widely integrated. The training of facilitators changed, too, and freed itself of the nationwide curriculum. Guides for literacy facilitators were produced and have since been tested around the country (Reading and Writing in Arabic, Career Development for Literacy Facilitators, Mathematics). Learners themselves are now said to be benefiting from clearer linkages between their newly-acquired literacy and microfinance opportunities. Under the auspices of the CapEFA programme, an agreement was signed with a group called the Businessmen's Association of Assiut, in Upper Egypt, to come up with relevant micro-credit literacy materials. The flexibility of learning programmes was

another key component of innovation. Accelerated Learning programmes of 3 to 4 months were developed by the AEA, employing university students as teachers, and held for agricultural workers who are limited in the time available to them.

To underpin all of these efforts, many CLCs, in cooperation with local NGOs, were supported and piloted under the auspices of the CapEFA/AEA partnership. In fact, 22 CLCs, were established in the governorates of Luxor, Aswan, Kafr El Sheikh, Qena, Sohag, Giza and Sharkia. This drive came from the AEA's desire for a different organizational capacity, to take the dynamics of literacy away from centralized, traditional approaches to the immediate environment of the learner and their communities. This also required a change in how CLCs ran their activities – making them more operational in terms of budgeting, outreach and planning. UNESCO continued to support the development of CLCs throughout the programme by providing expertise.

At the level of the AEA, a core and targeted group of 100 people were trained from all 27 branches in data collection, basic research, reporting mechanisms and innovative and dynamic methods for testing and training literacy facilitators. The training of trainers employed novel methods and, like the actual immediacy of the learning materials developed, sought to bring facilitators into more open methods of training: group debates, peer review, team partnering, active learning, confidence building, communication and leadership skills, creative thinking, etc. The production of training guides was striking, ranging from skills in working with adults, to creating learner-friendly classes. A 'Mapping of Curricula in Adult Education' was also carried out. This set out the overall landscape for adult education/literacy based on literacy levels, education outcomes, life and language skills, etc. The final evaluation viewed this as "a very powerful tool as it allows facilitators to be flexible to meet the needs of learners, rather than learners fulfilling curriculum needs." It also set basic standards for developing relevant curricula content. The Accelerated Learning Programme developed by the AEA even made use of user-generated curricula which allow the learner to build up his or her own vocabulary and words of interest, with teaching revolving around the learner's own words.

It has been reported by the AEA that its staff are now considerably more attuned to the opinions and attitudes of the learners, that learning materials are more immediately appealing, relevant and useful. A process of change in the communities has merged with a growing sense of national leadership by the AEA. As the final evaluation of the programme

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noted, CapEFA came at an opportune time. The elaboration of context-driven learning materials, the Accelerated Learning programmes, the partnerships with NGOs and the piloting of CLCs have all brought learning closer to the needs of the most

deprived and of the trainers themselves. Literacy is a vector for change for communities and learners, but through CD processes, it also became a catalyst for the transformation of a government body from within.

5 Knowledge generation for capacity development

Target of CD: Codifying and sharing different types of knowledge

CapEFA Regional Initiatives

The CapEFA programme supports national capacities to codify and communicate new forms of knowledge and learning emerging from NFE technical assistance frameworks - as part of efforts to reinforce evidence-based planning, and for sharing with countries facing similar challenges. Technical support has contributed to the production of information kits and materials covering diverse institutional topics from NFE policy review and strategizing to management and training

issues, mainstreaming diverse issues into curricula and the monitoring and evaluation of progress towards NFE targets. These materials are aimed at reaching a broad spectrum of stakeholders, from government decision-makers and NFe managers to community actors, as well as partners working at the sub-regional level.

Specific modules for literacy and income-generation have also been produced by national experts within the framework of CapEFA. The skills module on milk production in Senegal, for example, covered the whole

spectrum of procedures needed to produce milk from collection and transportation to organizing a dairy, hygiene and ways of processing milk. The modules were all about valuing local expertise, mostly in food production, and integrating literacy and NFE within that. The modules have been used to bring in professional organizations and reach many women and girls.

Meanwhile, NGOs and community-based organizations, with their localized networks and grassroots expertise in NFE provision, are producing considerable results and CapEFA has provided support to systematically identify such practices (identifying their aims, contents, management, methodologies and delivery arrangements) and to providing opportunities for generating synergies across the formal and non-formal sectors. In Sub-Saharan Africa, this support of knowledge generation led the CapEFA programme to support a forum in Senegal on education innovations in 2009 – with civil society organizations playing a key role.

In the Asia and the Pacific region, there is a great demand to learn from successful country experiences on how CLCs and equivalency programmes can contribute to poverty reduction, lifelong learning/education and sustainable development. Working alongside UNESCO's Asia and Pacific Programme of Education for All (APPEAL) unit, and the Southeast Asian Ministers of Education Organization (SEAMEO) IINOTECH, CapEFA supported a Regional Experts Meeting on Developing a Resource Pack on Creating and Sustaining Literate Events.

Eight literacy experts from various countries in the Asia and the Pacific region, three experts from UNESCO

APPEAL, four specialists from SEAMEO INNOTECH, and two from the Philippine Department of Education were among the participants in this meeting that took place in November 2010. In preparing the resource pack, the meeting mobilized regional experts to share stories, cultural beliefs and concepts, examine the global context, and develop a vision beyond the literacy environment of present and future generations.

Launched in January 2011, the resource pack will be a compilation of documents, publications and materials that are relevant to the creation and development of literate environments. Given the fact that the resource pack will be used in different countries, it will be designed to be flexible and dynamic, able to adapt to specific learning contexts and create a nurturing and facilitative environment for literacy to be attained. Similarly, a regional guide to developing alternative learning opportunities for school dropouts and those excluded from education, as well as examples of certification models, has been elaborated with support from the CapEFA Regional programme.

Both guides have been used during training workshops to help countries better match their literacy and NFE provision to the needs of disenfranchised groups and were accompanied by regional training seminars during 2010 and 2011. As a measure of their resonance, Bangladesh has since reviewed and redesigned its own equivalency programmes. The country also organized further training workshops at national level on decentralized planning, management and equivalency programmes.

5 Knowledge generation for capacity development

Target of CD: Support to South-South cooperation

Egypt – Morocco - Bangladesh: Capacity Building to Enhance Policy Development, Institutional Change and Programme Delivery in Literacy and Non-Formal Education

As part of the CapEFA programme in Egypt, best practice models from around the world were brought into play. For

example, in order to revitalize and innovate within the Adult Education Authority responsible for literacy, an Egyptian team of seven went to Cuba to find out about a groundbreaking seven-week fast-track literacy programme entitled "Yes I can." Similarly, a further group of policy makers went to Thailand, under the guidance of UNESCO Bangkok, to discover the benefits and outreach work of CLCs.

In Morocco, the Egyptian literacy specialists discovered that their EMIS could be overhauled without major investment or hindrance. The Morocco trip also converged with work discovered in Thailand on how to combine literacy efforts with NGO networks. Finally, 15 Egyptian government officials visited Bangladesh where the country's rich and deep-rooted experience with NFE and CLCs provided clear models for making literacy more immediate to the concerns of marginalized learners and more cost-effective. The reference materials for literacy trainers developed in Egypt, furthermore, are to be disseminated and used within the Arab States by UNESCO. Morocco, in turn, used examples of successful CLCs from Nepal, Thailand and the Philippines. In the words of one of the lead players for CapEFA Morocco, "it was a true exchange of knowledge and capacity through concrete examples of action on the ground and in the villages."

CapEFA Regional Initiatives: Support strategies and materials on decentralized planning and management of Literacy and Non-Formal Education, Asia and the Pacific region

Finally, the UNESCO APPEAL Unit and UIS-AIMS in Bangkok have developed support strategies and materials on decentralized planning and management of literacy and non-formal education. In August 2009, UNESCO Bangkok organized a training workshop in India on the subject of 'Decentralized Planning and Management of Literacy and Continuing Education', bringing together countries within the LIFE framework, as well as non-LIFE countries. Participants were drawn from both national and sub-national levels in Bangladesh, China, India, Indonesia, Lao PDR, Nepal, Pakistan and Viet Nam. UNESCO education staff members from various FOs were also present.

Experts from Bangladesh, India, The Philippines and Thailand acted as key resource people, with each expert requested to review the status of literacy planning and management in their own country and discuss it. This built up a picture of the extent to which NFE planning, management and implementation are decentralized in their countries. The various dimensions and challenges of decentralized planning, curriculum development, finance, monitoring and evaluation were all brought to the fore during the discussions and training sessions.

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Teacher Education Policy
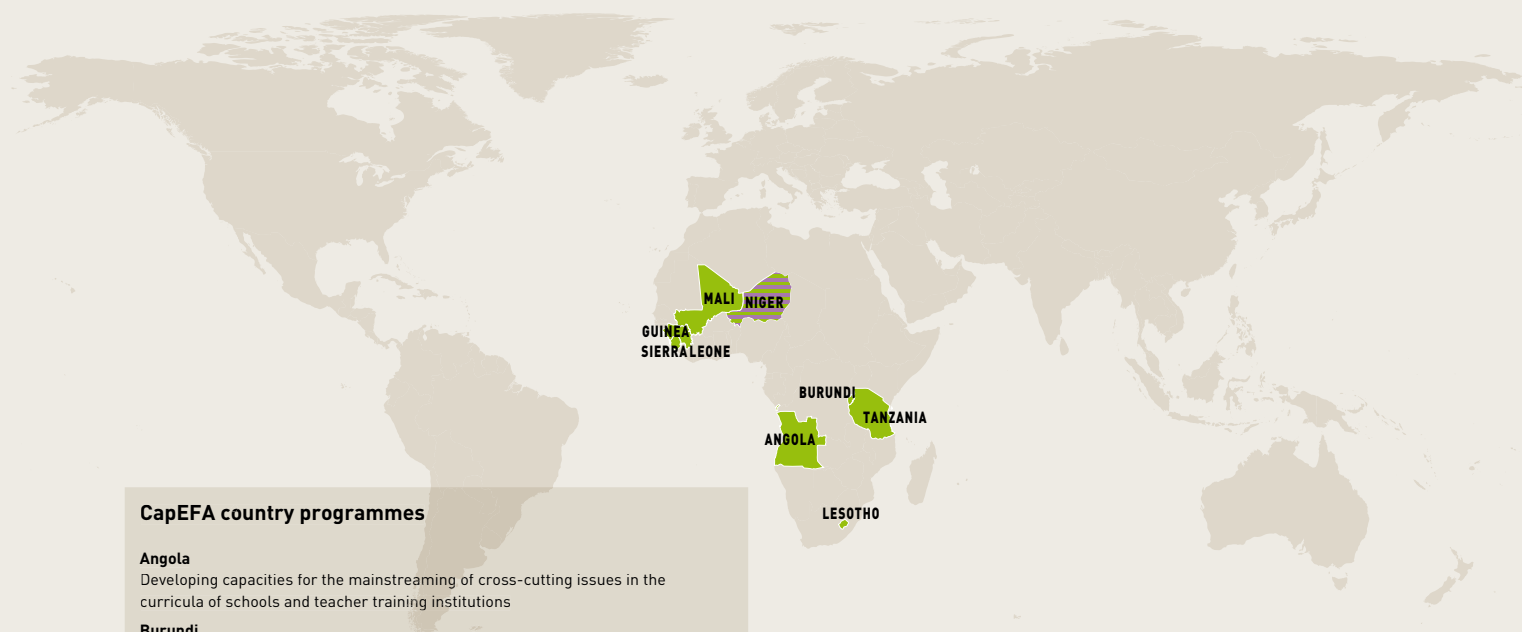
CapEFA country programmes

Angola
Developing capacities for the mainstreaming of cross-cutting issues in the curricula of schools and teacher training institutions

Burundi
Strenghtening capacities for teacher education policies and practices

Guinea
Capacity development for teacher training issues

Lesotho
Support to the development of comprehensive teacher education policies and programmes in Lesotho

Mali
Support to teacher policy and capacity development for teacher training structures

Niger
Support to literacy and teacher education in Niger

Sierra Leone
Support to strengthen the capacity of primary and basic education teacher training institutions

United Republic of Tanzania
Institutional capacity development for quality literacy development

The normative instrument of the ILO and UNESCO 'Recommendations concerning the Status of Teachers' (1966) have provided guidance to CD strategies in all CapEFA countries focusing on teacher education, in particular in Angola, Guinea, Sierra Leone and Tanzania. Many of the recommendations upheld in the document remain relevant - whether related to policy, entry into the teaching profession, supply of teachers, staff shortages, financial assistance, deployment to schools, or career stability and development.

At institutional level, CapEFA works with national counterparts (Ministries, teacher education institutes, universities, teacher unions) and development partners to advocate for the integration of teacher policy issues within reviews of education sector development frameworks and support strategies. All four country programmes have especially paid attention to gender issues in teacher policy and strategy review, content and curricula development. Mainstreaming HIV and AIDs prevention education was addressed in various settings, such as in the pre-service

"The quality of teachers and teaching is essential to good learning outcomes. This implies an education system that attracts and retains a well-trained, motivated, effective and gender-balanced teaching staff; a system that supports teachers in the classroom, as well as their continued professional development. Dissatisfaction with loss in status, low salaries, poor teaching and learning conditions, and lack of career progression or adequate professional training have driven large numbers of teachers out of the profession, sometimes after only a few years of service."

From the 2007 Joint Message on the occasion of World Teachers' Day

teacher training modules developed in Guinea; or in the training in Tanzania of curriculum developers.

UNESCO works with national counterparts to support pre- and in-service training and the application of innovative training and pedagogic models that will enable them to deal with the diversity of school and community situations. This also implies stronger teacher education institutes, improved teacher education curricula and better monitoring and evaluation of training programmes at both central and regional levels. The teaching profession is also being reinforced as a viable and attractive career, with greater attention directed at teachers' conditions of service and improving their daily working conditions.

On an organizational level, the assessment of assets and constraints has informed dialogue among stakeholders at various levels of governance (from teachers to parliamentarians) and triggered new practices and direction to policy, guidelines, action plans and capacity development strategies.

1 ## Leadership, partnerships and harmonization

Target of CD: Support to national capacities to initiate, coordinate, plan and manage CD strategies in support of Teacher Education Policy

Sierra Leone: Support to Strengthening the Capacity of Primary and Basic Education Teacher Training Institutions

Sierra Leone is a post-conflict country engaged in reconstructing its public institutions and services. Efforts have been hampered by inadequate knowledge of existing capacities, and limited awareness of those capacity gaps which need to be addressed in order to strengthen policy development, planning and the implementation of education.

To support its National Policy on Teacher Training and Development (National Guidelines and Action Plans 2010-

2015), the Ministry of Education and Youth and Sport (MEYS) in Sierra Leone requested UNESCO's assistance in preparing a capacity assessment exercise in the teacher education sub-sector. The MEYS is acutely aware of the problems engendered by its lack of institutional capacities, particularly those needed for evidence-based planning and policymaking. It is an obstacle to addressing issues surrounding education quality, especially those posed by weak teacher recruitment and poor conditions of service, as well as policies for training and professional development.

It is within this context that the MEYS requested the assistance of all its education partners in conducting a
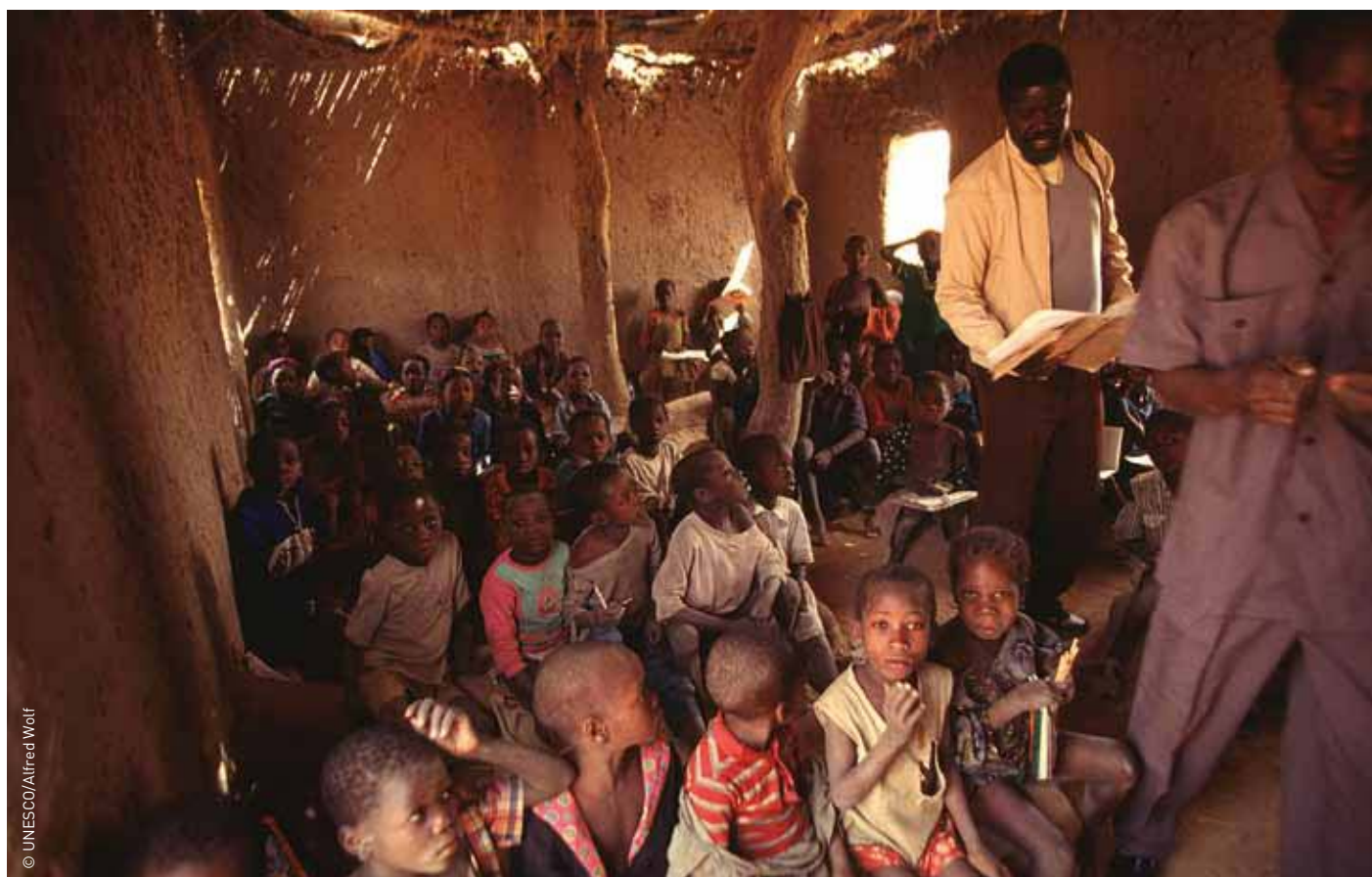
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detailed and comprehensive capacity assessment of the Sierra Leone education system at sector-wide level and in developing a capacity development strategy with clear prioritization, targets and budget requirements. UNESCO agreed to provide support to this request. With regard to the teaching profession, and since there has never been a comprehensive assessment of the sub-sector, the MEYS asked UNESCO to facilitate a nationally-led process of identifying existing assets and capacities (the baseline) and ongoing gaps.

The assessment exercise is set to look into the capacities of a whole string of entities, from Ministries, departments, teacher training bodies, sub-national institutions and teacher unions. Specific targets will be the National Teaching Service Commission, National Polytechnics, Teacher Training and University Institutions, policymakers and the Teachers Union. The assessment will also take into account the activities of other development partners and organizations in Sierra Leone such as the International Rescue Committee (IRC), Plan International, JICA, Concern Worldwide, the National Council for TVET and the University of Sierra Leone.

More than just an assessment exercise, though, this is a means to build stronger ownership and forge new working relationships with different partners such as the International Rescue Committee (IRC) and the United Nations Children's Fund (UNICEF). The capacity assessment process, including the fine-tuning of the assessment tool, is intended as a capacity development exercise in itself, i.e. strengthening the capacities of a National Assessment Team to consider and prioritize various teacher education issues as the focus of data collection - at the same time securing buy-in to the process and leading it. The National Assessment team and National Coordinator will, as a result of the initial induction and training, incrementally gain in capacities to carry out similar assessment processes in the future, benefiting along the way from the technical back-up of UNESCO's supporting entities.

In short, the design of the data collection instrument is not intended as the responsibility of any one technical partner or supporting entity, more as a participatory exercise with national counterparts. It will be fine-tuned through discussions and feedback from both the National

Assessment Team and the selected technical partners in Sierra Leone. Furthermore, it will benefit from integrating the in-depth coverage of teacher issues within the TTISSA methodological guidelines.

The resulting CD action plan for Sierra Leone will come complete with task areas, performance targets, indicators, costs, potential partners and the actual modalities for implementation.

A first scoping phase in February 2011 allowed key stakeholders to:

- begin consensus building around the objectives of the assessment;
- identify potential members of a National Assessment Team and discuss processes with the MEYS for the

appointment of members, including an overall national coordinator in the Ministry for Education, Science and Technology (MEST);

- engage in discussions with the MEYS around ongoing challenges to the teaching profession;
- discuss the assessment with education partners (the International Rescue Committee, Plan International, Concern, the Sierra Leone Teacher's Union) and share perspectives on capacity-related challenges to teacher planning, training, professional development, management, performance, motivation and retention of staff;
- use the information collected to finalize the TOR for the comprehensive capacity assessment on teachers in Sierra Leone.

2 Institutional capacities

Target of CD: Support to the integration of teacher policy issues within sector-wide policy formulation and review

Mali: Support to Teacher Policy and Capacity Development for Teacher-training Structures

Mali's implementation of its 10-year Plan for the Development of Education (PRODEC 2000-2010), and the ensuing rise in the number of primary level pupils, has led to the growth of different teacher training systems. It has also resulted in a greater number of teacher education institutes, from 2 to 13. Teacher issues continue to challenge the country however. All the more so as an estimated 80 per cent of Mali's teachers are currently contract employees without sufficient training. A new law in 2009 sought to integrate these contract employees formally, but obstacles remain in terms of capacity, quality and training. Organizational capacity issues loom particularly large. CapEFA Mali is making use of the experience of CapEFA in Guinea in this respect – building up the capacities of pre-service and in-service structures and feeding into an improved teacher policy within the education ministry. A needs assessment of teacher training has been carried out, with in-depth discussions with the relevant actors, identifying obstacles to CD. A preliminary concept note on the roles and attributions of the various stakeholders has also been drafted. In the words of one CapEFA Mali stakeholder, "UNESCO is now trying to pull all the various education actors together

around CD and teacher issues in Mali. It has led to a prioritization of needs."

Box 8: Teacher Training Initiative for Sub-Saharan Africa (TTISSA)

As part of efforts to address the crisis in teaching in Sub-Saharan Africa, UNESCO launched the Teacher Training Initiative for Sub-Saharan Africa in 2006. The purpose is to improve teacher management and administration structures; to shape appropriate teacher policies; and to enhance the quality and consistency of teacher professional development. The initiative aims at four expected results: 1) improved status and working conditions of teachers; 2) improved teacher management and administration structures; 3) appropriate teacher policies; 4) enhanced quality and coherence of teacher professional development.

TTISSA encompasses a teacher-focused and holistic tool that is firmly anchored in the thrust for EFA and aims to arrive at a comprehensive diagnosis of teacher issues related to access, quality and equity in UNESCO Member States. Seventeen countries were chosen as the initial reference group for 2006-2009 and supported through close working relationships between the Teacher Education Section at UNESCO Headquarters, the International Institute for Educational Planning and the Regional Bureau for Education in Africa in Dakar, Senegal.

Since September 2009, TTISSA has been decentralized to BREDA and will eventually extend (based on country demands and availibility of resources) to the 29 remaining countries in the region.

2 Institutional capacities

Target of CD: Support to Education Management Information Systems

Ethiopia: Teacher Management Information System

Information management systems are just as vital at sub-sector level. Projections of teacher supply and demand, for example, are an important way of measuring primary teacher gaps, anticipating prospective teacher shortages or surpluses, and assessing the scope of teacher challenges facing a country. Teacher Education Management Information Systems (TMIS), despite this, tend to be neglected in many of the countries, particularly those lagging furthest behind in their EFA targets. Improving both the management of teacher training institutions and furthering teacher management information systems lie at the heart of CapEFA Ethiopia.

A needs assessment essential for designing the Ethiopian TMIS was completed. CapEFA wishes to contribute in depth to the TMIS which aims to track the distribution of teachers in schools across the country, keeping a gauge on the spread of qualified teachers and their career development. Groundwork with regional and federal staff for EMIS, in various locations, as well as selected schools, has shown that a TMIS should improve teacher-training performance monitoring as well as the development of quality assurance systems. In parallel, the UNESCO institute, IICBA, has been responsible for training senior managers of teacher education colleges at both federal and regional level. It has been noted that senior managers of teacher education colleges said their CD under UNESCO had given them a new view of the way they managed their institutions and the methods they employed. It has also been reported that it has given them insight into fundraising possibilities, greater ability to manage human resources and better awareness of their capacities.

3 Organizational capacities

Target of CD: Support to functional capacities in leadership, management and administration of teacher education institutes and school leadership

CapEFA Regional Initiatives: Training package on the Management of Teacher Education Institutes, supported by the International Institute for Capacity Building in Africa

The long term goal of the UNESCO International Institute for Capacity Building in Africa is to support improvements in the quality and quantity of African teachers to meet national education goals. The Institute proposes to do this through teacher education and training programmes, knowledge management and dissemination services, research and advocacy, educational materials development, distance education and through integrating the use of ICT in education. IICBA thus plays a vital role as a support entity to UNESCO's Teacher Training Initiative for Sub-Saharan Africa.

In consideration of the fourth TTISSA output in relation to teacher professional development, it has been recognized that very few teacher education institutions and schools in Sub-Saharan Africa are directed by formally trained managers. Resources are scarce and priorities compete against each other. Teachers are expected to be trained, but the managers of teacher education institutes and schools are not. As a result, most TEIs and schools promote their best teachers to direct, lead and manage without proper training. This leads to the situation where first class teachers become second, or third, class managers.

How to make strategic decisions? What kind of management techniques should be used and under what circumstances? What knowledge is available on international management practices? All of these are important questions that often go unanswered. With the technical support of UNESCO HQ and BREDA, the CapEFA Programme provided assistance to IICBA in preparing a training package focused on 'the Management of Teacher

Education Institutes' for pilot testing in four countries.[42] The ultimate idea was to reinforce the skills of TEIs and school directors, as well as the deans and senior managers of university education faculties, in the effective management of their institutions.

The intended support was discussed during a Curriculum Design Workshop on Training Modules on the Management of Teacher Education Institutions in Sub-Saharan Africa, which was convened by IICBA in Addis Ababa in August 2007. The workshop aimed to increase awareness among key stakeholders of what needs to be done at the policy level to improve managerial effectiveness and to enable heads, senior managers and other professionals involved in teacher education to identify strategies to improve their managerial practices. The workshop specifically suggested that the following issues be covered in the proposed training materials:

• Presentation of current trends and problems in the area of management in teacher education;
• Presentation of selected management concepts aimed at better utilization of existing resources;
• Provision of a range of international experiences as specified examples of management problems and solutions;
• Identification of strategies for improved management in a teacher education institution as a whole and in the key areas of financial, academic staff and space management.

Following the curriculum design workshop, a team of two African module writers set about writing the modules covering four major areas of teacher education institution management: 1) Overall Management of Institutions of Teacher Education; 2) Financial Management; 3) Academic Staff Management; 4) Space Management. They were guided in this work by two international experts. All materials were developed in modular form with an interactive writing style and format enabling them to be used as self-learning resource materials. To this end, context-based illustrations were included that could be used with, or without, ICT support.

It was emphasized that the modules should be used for short-term intensive training as part of efforts to sensitize training programme participants to management issues associated with teacher education institutions and school leadership. Comparative international perspectives were

to be included with reference to best practice stories. In terms of methodology, it was proposed that clear objectives (learning outcomes) would be set out at the beginning of each module. These would be followed by: lead questions for reflection; introductory remarks as a synopsis of module; details of the contents of the module; summary remarks; lessons learned; selected readings; and other relevant issues. During the delivery of the modules, there would also be provisions for audio-video materials to complement the contents.

Once the modules were produced, validated and used to train a core of TEI institutional heads/deputy heads in the

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pilot countries, key documents related to the contents and training format were handed over to selected national TEIs and university faculties of education. It was expected that similar training workshops would be conducted by those TEI staff that had undergone the initial training. Copies of the modules (together with copy right privileges) were also donated to UNESCO Offices and institutes for teacher training in TTISSA countries.

As a result of the institutional support provided to IICBA to prepare specific tools and resources to better assist TTISSA countries in carrying out capacity development programmes, a core staff at the Teacher Education and Training Section of IICBA are now ready to provide short, intensive, targeted and participative training workshops to TEIs in Sub-Saharan countries on demand.

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42   Angola, Burundi, Lesotho and Mali.

4

Quality and equity issues

Target of CD: Support to teacher recruitment policies, pre- and in-service training, conditions of service and qualifications frameworks

Angola: Developing Capacity for the Mainstreaming of Cross-cutting Issues in the Curricula of Schools and Teacher Training Institutions

At the time of CapEFA's initial engagement with Angola, a core group of 600 teachers were being trained thanks to Japanese assistance. Literacy was being developed by the government with funds from Italy and Brazil. UNESCO, on the basis of discussions with the national authorities, therefore concentrated its efforts elsewhere and began to look at teacher qualification frameworks and ways of reviewing the national curriculum.

In the first instance, CapEFA contributed to the development of an advanced draft of the National Qualifications Framework for Teachers that was subsequently presented at a national conference in January 2009 to define standards and norms for teachers' recruitment, promotion and deployment. The drafting of the Qualifications Framework was guided by the normative UNESCO/ILO instrument, as well as other normative instruments and guidelines touching upon culture, gender, environment and Human Rights. Teacher training institutions and trainers of trainers were also empowered to participate in the process of developing the framework, as well as in proposing a National Open and Distance Learning (ODL) policy and strategy.

The initial assessment found that the capacity of the Angolan Ministry of Education to revise its curricula had been depleted, mainly because the country was still in a post-conflict period. UNESCO introduced the 'EDUCAIDS framework – a comprehensive response of the Education Sector' to the UN joint team on HIV and AIDS and obtained additional funding through UNESCO's extrabudgetary resources to pursue action in this respect. In addition, and as part of the work on Qualifications, a framework was developed to guide the systematic mainstreaming of cross-cutting issues (gender, environment, HIV & AIDS, Human Rights and peace education, and cultural heritage) into national curriculum. This was preceded by an inventory of how these themes are already covered in schools and teacher training manuals.

In facilitating the above activities, UNESCO has contributed to facilitating the transformation of the Angolan education system, from emergency response to a systematic restructuring of the system in general, and of teacher education in particular. To lessen reliance on external experts, the Secretariat of the SADC was closely involved in the process and UNESCO worked with international partners through the Development Partners' Group on Teacher Education created to support the approach of the Ministry of Education. "CapEFA offered the opportunity to develop something all-encompassing," noted one of the key UNESCO actors in Angola at the time. The guidelines developed for mainstreaming cross-cutting issues are now considered an essential reference tool in the country for improving quality and equity in both teacher education and curriculum development.

Guinea: Capacity Development for Teacher Training Issues

One of Guinea's key strategies for education is to improve the quality of its newly-trained teachers at primary level and to boost the capacities of existing teaching staff within secondary schools. Teacher training is obviously key to this strategy – as are efforts to embed a more holistic approach to teacher issues within the country's Education Sector Plan (ESP).

During CapEFA's first phase from 2007-2009, support was given to the planning, steering and follow-up to the National Policy for Teacher Education and Training for Primary and Secondary Education adopted in 2006. Early technical support resulted in an action plan and mechanisms for the National Policy's implementation, plans for social mobilization around teacher trainee enrolment in eight regions of the country, as well as an evaluation of the policy itself and its first operations, examining the policy and teachers reactions to it within a holistic perspective.

From the outset, and building on previous work by USAID and the World Bank in developing a modular approach to teacher training, training modules were elaborated and introduced for pre-service training in the country's eight

teacher education institutes. Moreover, significant work was carried out to map stakeholders and harmonize the teacher training efforts of diverse partners such as GTZ, Aide et Action or Plan International.

The modular approach to teacher education had various crucial impacts on Guinea's methods for preparing teachers for service: 1) the focus shifted to specific competences, away from pure content; 2) the switch from 'academic' to 'professional' teacher is now harmonized according to renewed standards: for instance trainees now have to succeed in four out of five modules in French and two out of three modules in Maths; 3) a minimal mark of 10 out of 20 has to be scored in each module for it to be validated – this replaces the former system of having to obtain an overall average; 4) a new form of sequential training means that learners can start the curriculum in different places and then organize their own learning pattern and progress.

Further to this, cross-cutting issues have now been integrated into the country's teacher training curriculum and in the training modules (at both primary and lower-secondary level). Science and technology modules, for instance, saw issues of HIV and AIDs being woven into them. The Teachers Union, too, carried out training on health issues and HIV and AIDs. A module on human rights education and citizenship has now been built into pre-service teacher training for primary and lower secondary. Ten distinct modules, overall, have been formulated on gender and equity issues, on Human Rights, citizenship and sexually-transmitted diseases, HIV and AIDs.

At the end of the first cycle, an evaluation was undertaken to feed improvements into the National Education Sector Plan (PSE 2008-2010) being funded through a pool fund, including FTI. Two studies on the quality, impact and monitoring of pre- and in-service teacher education practices were carried out to inform the PSE and its strategies and modalities. UNESCO worked closely with the PSE Coordination to help ensure better quality-assurance in the monitoring of the impact of teacher education and training, the plan having mainly quantitative targets. The

example of Guinea and the analytical work carried out in policy, methods and monitoring of teacher education and training was subject to regional sharing with nine other sub-African countries, initiating the knowledge-generating component of the new Programme.

With this groundwork in place, UNESCO, in the second phase of CapEFA, began to pursue the issues of teachers' status and conditions in collaboration with ILO. The programme drew on the TTISSA toolkit to constitute a team to analyse the national policy on teachers. Relevant plans for CD have been improved. This analytical work continues with expertise backup from the Pôle de Dakar/UNESCO. Following the initial studies, UNESCO contributed to a revision of policy on pre-service and in-service teacher training at both elementary and secondary levels. It is widely reported that the updated and revisited version adopts a more holistic approach to teachers, but it has been shown that it could be more inclusive of women at varying levels. There are plans, therefore, according to the mid-term evaluation, to possibly envisage some form of positive discrimination measures to bolster female participation and representation.

Similar efforts to improve quality, but this time in the actual lives of teachers, can be seen in CapEFA's support to a feasibility study for a teachers' insurance scheme, its development and financing. This insurance scheme now exists, though further effort is needed to extend it and make it more operational, specifically with the various local authorities of Guinea. The number of teachers participating in the insurance scheme has now risen from 8 per cent at the time of creation to 25 per cent.

Capacities at central level, within two regions of Guinea, were underpinned with CD to facilitate the follow-up and monitoring of in-service teacher training. This strengthening of capacities included clear analysis of information on the impact of professional development on teacher performance and learning achievements. This had the knock-on effect of creating a more engrained culture of monitoring and evaluation within the relevant national

> At the heart of CapEFA Guinea, according to one of the key players in the programme, was the central question: "what capacities are needed by teachers in Guinea today?" A questionnaire was developed and structured around teacher training, teachers' experiences and what they felt they needed to improve their capacities and effectiveness. A main stakeholder of CapEFA Guinea noted: "CD gives you a strategy of analysis. It promotes collective agreement and this then leads to entry points and we got to the heart of the matter with teacher training."

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authorities in charge of staff development, secondary education and inspection.

Organizationally, in-service planning and management activities have now been decentralized. Teacher training institutes have been supported in strengthening their leadership, management and monitoring systems, while there is a general thrust of support to boost transparency and the harmonization of standards and practices. CapEFA has also provided inputs and support to the reorganization of teacher training times and sessions. In fact, under the programme, regional training has been split into two sessions for regional inspectors rather than one long fifteen day training. Between the two sessions, a closer supervision period has been set up and run by pedagogical advisers and mentor teachers.

CapEFA has revealed a real willingness by central authorities, such as the National Department for General Secondary Education (DNESG), to introduce further quality and equity into the system. Hundreds of teachers have now been trained according to this revised and quality-driven vision – with many of the teachers voicing satisfaction and confidence in the new focus on quality. CapEFA, it was reported, saw itself as having played a federating role amongst the various national teacher education structures and entities. This came after the programme's first phase in which UNESCO played a vital role in promoting collaboration between stakeholders, notably GTZ, and Plan International.

Last, but not least, it is interesting to note that the CD drive in Guinea tapped into national expertise, including universities. There are now plans afoot in Guinea to create as many synergies as possible with other African countries, testing the tools, processes and guides developed for CD in other contexts.

United Republic of Tanzania: Institutional Capacity Development for Quality Literacy Development

CapEFA in Tanzania set out to consolidate and expand a previous CapEFA-supported pilot on Diagnostic Teaching (DT) methods for improving competency-based approaches in both formal and non-formal education streams. Targeted technical assistance has supported the drafting of a facilitator's guide on monitoring literacy competencies in teacher education which was translated into Swahili. The Teacher Education Curriculum has also been adapted to a competency-based approach and plans are in place for the elaboration of a national strategy for Inclusive Education, especially focusing on NFE and special needs education. Preparatory work is being carried out to see if certain demonstration colleges could be set up as models and as ways of exploring innovation.

The technical assistance has enabled tutors of 30 teacher training colleges nationwide to establish, lead and train local college-based professional teams for the dissemination of diagnostic teaching with monitoring by the Ministry of Education. Curriculum developers of the Tanzania Institute of Education, members of the National Examination Council of Tanzania, the Ministry and the Institute of Adult Education were all trained to deal with the introduction of diagnostic teaching at the level of their respective responsibilities.

The programme generated commitment and cooperation from policy-makers in both mainland Tanzania and Zanzibar, recognizing the need to invest more in literacy competencies as leverage for quality education. Emerging from the policy dialogue and previous capacity-building initiatives, provisions were taken to mainstream the tested teaching methods into the five-year national Teacher Development and Management Strategy (2008-2012) and into examination documents across the Primary Education curricula. As for NFE, the training of literacy trainers on DT was integrated into the annual plan and budget for the Department of Adult Education and NFE.

Box 9: What is meant by 'competency-based approach'?

A competency-based approach can be defined as a shift away from pupils merely covering academic subjects to actually mastering them thanks to a clear set of competencies and skills. Rather than just producing one-off results, learners are asked to look at the sequences or building blocks of skills needed to master their subject and to then demonstrate performance in it. This is reported to have the double result of improving teaching practices, strengthening interaction and meeting learners' needs, and being adapted to individual paces of learning. Strong benefits on quality of education and teaching are expected to follow especially in a learning context where traditional methods of copying from a blackboard still dominate.

5 Knowledge generation for capacity development

Target of CD: Codifying and sharing different types of knowledge for national institutional and organizational capacity strengthening

CapEFA Regional Initiatives: Training package on the Management of Teacher Education Institutes, supported by the International Institute for Capacity Building in Africa

Alongside CapEFA, UNESCO Headquarters and UNESCO BREDA, IICBA expertise in the Institutional Management of Teacher Education has led to the production of various modules for the heads and deputy heads, as well as senior management, of Teacher Education Institutes

(TEIs) in Sub-Saharan Africa. Produced in English and French, these training modules cover the following areas: 1) general management of TEIs; 2) financial management issues for TEIs; 3) academic staff management of TEIs; 4) space management for institutions of TE. These modules have been tested in Niger, Guinea, Tanzania, Sierra Leone and Nigeria with a selection of 237 TEI heads. A training workshop specifically on module writing for programmes using distance education has also been implemented in Sierra Leone with IICBA/UNESCO BREDA.

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Technical and Vocational Education and Training: Skills for the World of Work

AFGHANISTAN

LAO PDR

CÔTE D'IVOIRE

MALAWI

MADAGASCAR
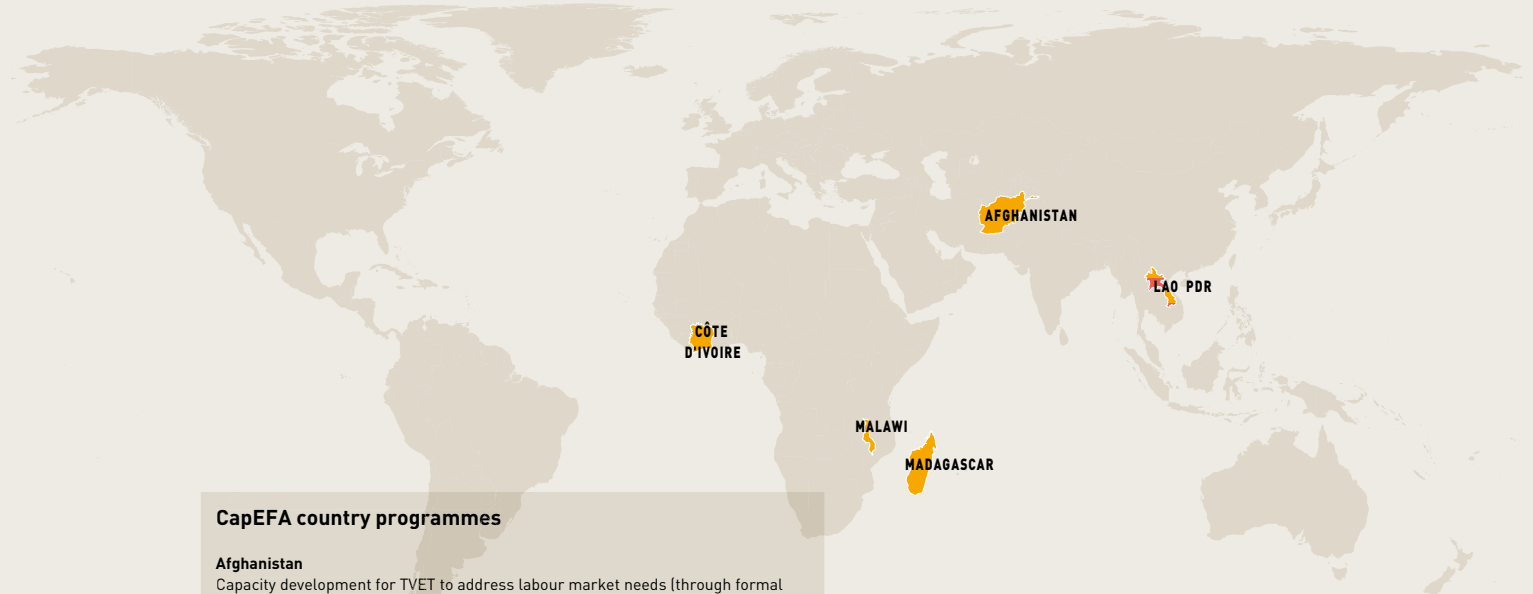
CapEFA country programmes

Afghanistan
Capacity development for TVET to address labour market needs (through formal and non-formal education)

Côte d'Ivoire
Capacity development for general secondary education and TVET

Lao People's Democratic Republic
Sector-wide capacity development support

Madagascar
Strengthening capacities in TVET

Malawi
Strengthening the TVET system: policy, pedagogical and institutional capacity development

National TVET Acts and Education Sector Policies usually provide the overall framework for governments' efforts to reform and revise their TVET systems. As an immediate measure, CapEFA supports reviews of current legislation and policy, with institutional frameworks for TVET being revised in light of relevance issues and widening skills, income generation and entrepreneurship opportunities for marginalized population groups, particularly girls and women. These policy reviews are structured around a critical understanding of the beneficiary country's own socio-economic development model, labour markets, TVET traditions, skills, strengths and the articulation of TVET with other parts of the education system.

UNESCO's UIS frequently works alongside the CapEFA programme with country counterparts to carry out audits and diagnosis of existing TVET information systems. It then draws up a baseline of information on capacity strengths, needs and gaps within ministry or department concerned, as well a list of indicators and draft tools needed for statistical collection. The programme might then work to boost the capacities of a core group of institutional staff with regard to computing skills, data analysis, statistics and the management of databases. Wherever possible, the process feeds into existing education statistical management systems.

Beyond the institutional capacities described above, CapEFA works to address quality and equity (especially gender) issues in TVET provision at the levels of: TVET

sub-sector planning; pedagogical approaches; pre- and in-service training for TVET trainers and facilitators, and; curriculum relevance. UNESCO's Regional Bureau for Education in Africa has been particularly instrumental in regional support to teacher training for entrepreneurship – bringing together UNESCO Cluster Offices, the ILO Dakar, the Economic Community of West Africa States (ECOWAS) and the African Development Bank.

Specific training has been carried out in countries such as Malawi and Côte d'Ivoire towards the introduction of competency-based modular training, the incorporation of entrepreneurial skills in the curriculum and the recognition of qualifications gained in both the non-formal and private sectors through equivalency frameworks. Additionally, working teams are supported to develop educational quality assurance standards, guidelines and instruction booklets for technical and vocational education institutions. The instruction booklets often represent a major step forward in establishing quality standards across TVET institutions.

From an organizational perspective, some of the key CD responses at national level may include: improved coordination between TVET stakeholders through the reinforcement of national TVET working groups or authorities; improved management and supervision arrangements and; exploring the potential for diversified funding strategies, such as charging training levies to the private sector.

1 Leadership, partnerships and harmonization

Target of CD: Support to national capacities to initiate, coordinate, plan and manage CD strategies in support of TVET Systems

Côte d'Ivoire: Capacity Development for General Secondary Education and TVET

There are six Ministries in charge of TVET in Côte d'Ivoire: 1) the Ministry of Culture and Francophonie (MCF), 2) the Ministry of National Education (MEN), 3) the Ministry of Higher Education and Scientific Research (MESRS), 4) the Ministry of Vocational Education and Professional Training (METFP), 5) the Ministry for Families, Women and Social Affairs (MFFAS), 6) the Ministry of Youth, Sport and Urban Health (MJSSU). Against the background of sectoral and sub-sectoral reform processes, one of the central and

most vital aims of CapEFA Côte d'Ivoire has been to work alongside stakeholders in identifying what can be done to remedy the fragmentation of TVET in the country.

Despite the instability of the political situation, the government succeeded in establishing a coordination committee composed of 16 members from the above-mentioned Ministries. Terms of reference were established for the various focal points so that each understood their roles and responsibilities in guiding CapEFA. One stakeholder remarked that this mechanism has played a key role in preparing the country for applying

for FTI funds and for collaboration with the World Bank. The coordination committee has also worked closely with the sector-wide task force entrusted with furthering EFA goals and is reported to be one of the 'big results' of CapEFA Côte d'Ivoire. As the committee was being established,

CapEFA was regularly solicited for comments and advice on matters concerning TVET. Government officials, CapEFA noted, "welcomed the idea of coordination, the possibility of dialogue, the CD approach and the fact that the committee spanned so many Ministries."

2 Institutional capacities

Target of CD: Support to an enabling environment for TVET provision

Malawi: Strengthening the TVET system: Policy, Pedagogical and Institutional Capacity Development

The Malawi National Education Sector Plan (NESP) is the overall framework for the national authorities' efforts to reform and revise their TVET system. Within this, there is a three-pronged targeting of policy, curriculum and TVET training institutions. Capacity challenges have been identified in various fields, but particularly in the inadequacy of present policy and the national TVET Act. Disjointed, unsystematic management, and out-of-date curricula, have also been pinpointed as issues for concern.

In late 2009, the UNESCO-UNEVOC International Centre for Technical and Vocational Education and Training prepared a paper entitled "International Review and Synthesis of TVET Reform: Reforming to Last and for a Brighter Future" which was presented as a key text to inform the analyses and discussions at a national seminar on the 'Review of TVET System in Malawi for the Past Ten Years: Successes and Challenges' (Lilongwe, Malawi, November 2009). This seminar was organized to facilitate a review of TVET issues that confront Malawi against the backdrop of its own experiences over the past ten years, as well as developments in other countries in the sub-region and elsewhere.

The main goal of the seminar was to enhance the Ministry of Education's capacity to develop, implement, monitor and review legal and policy frameworks for TVET in Malawi to ensure that such documents respond to national challenges and realities, as well as to regional and international trends and developments. A situational analysis of TVET provision, in both the public and private

sector, was carried out. A mapping of TVET learning opportunities also took place in early 2010. Both activities resulted in the formulation of recommendations in the areas of TVET policy, institutional frameworks, monitoring and enforcement, and programmes.

CapEFA Malawi notes that, through situation analysis, the programme has enabled stakeholders to identify gaps and challenges in the sector. Understanding of issues that impeded TVET provision has improved. There is renewed commitment to address these issues in a more focused fashion, with innovative approaches proposed. The profile of TVET has been raised, and there is clear evidence that the Ministry of Education is giving greater prioritization to TVET in its budgeting processes.

Such a high level of buy-in to TVET as a thematic area shows the importance of a participatory situation analysis. Not only was it an opportunity to bring a wide range of stakeholders together, but the results of the analysis then formed a central plank of the national TVET policy review. Policy recommendations came out of the review and were the work of a full range of actors, from government to private sector and civil society representatives.

It is also interesting to note, against this background, that the Ministry of Education, Science and Technology (MoEST) spent time redrafting the CapEFA country programme document to clarify UNESCO's institutional arrangements. This secured the idea of CD being embedded within the Ministry's own programming and that it would benefit from visibility with policy-makers and senior managers – with the effect of many partners coming to understand the rationale and premise of the CD approach.

2 | Institutional capacities

Target of CD: Support to Education Management Information Systems for the TVET sub-sector

Côte d'Ivoire: Capacity Development for General Secondary Education and TVET

CapEFA's roots in Côte d'Ivoire can be traced back to a UNESCO fact-finding mission in 2008 to assist the national authorities in dealing with the aftermath of conflict in the country. The mission brought together all sectors of the Accra office, culture experts from UNESCO Namibia, science advisers from BREDA as well members of UNESCO Headquarters. In gradual stages, after dialoguing with various Ministries, TVET was selected as the area most in need of technical assistance. Ministries with TVET activities were part of the launch process in March 2009. Each had a component of TVET, a focal point was appointed from each ministry and a team formed.

In further developments, UIS assessed the existing EMIS in the country and worked with all six Ministries involved in education. This led to the drafting of sound indicators and data collection tools aligned with UNESCO's internationally-recognized standards (SISED). Further analysis was carried out in 2009 on the production of statistics for the education sector. It was on this basis that UNESCO began to draw up the information and capacity needs/gaps within each ministry, as well a list of indicators and draft tools for statistical collection for each of these same Ministries, using the norms of National Education Statistical Information Systems (NESIS). The process has since fed into the World Bank supporting the Ministry of Education's own statistical management system. In turn, UIS/UNESCO is contributing to this with technical expertise. UIS will be responsible for the follow-up training of planning staff on statistical production and analysis.

New developments in Côte d'Ivoire will very much depend on the political and socio-economic situation. Yet, already, the possibilities of partnerships with the private sector, the various chambers of commerce in the country, as well as with community groups, show where future opportunities might lie. There are also plans afoot to work on boosting the capacities of a core group of 15 members of staff from the six Ministries covering TVET. This team would cover computing skills, data analysis, statistics and management of the database.

Training on entrepreneurship is also foreseen – which could feed into further collaboration with the national Chamber of Commerce, ILO, UNDP, ECOWAS, UNIDO the African Union, AFD (French Development Agency) and the private sector. Cost-sharing, CD promotion, consolidating coordination and partnerships are all aspects which need constant attention. In the words of one CapEFA stakeholder, "TVET ultimately federated everyone and united efforts."

In Sub-Saharan Africa, UNESCO, the ILO, the World Bank, the OECD and the European Training Foundation, along with other partners, have been working since 2009 through the Interagency Group on Technical and Vocational Education and Training (IAG-TVET) to improve communication and coherence among the key international organizations on skills development. The IAG-TVET has also been mobilised to work together under the auspices of the G20 Development Working Group to develop skills indicators and help low-income countries develop 'skills for employment' strategies.

3 Organizational capacities

Target of CD: Support to internal coordination and communications and clarification of roles and mandates for different entities involved in TVET provision

Afghanistan: Capacity Development for TVET to Address Labour Market Needs

Many years of unrest and conflict have taken their toll on Afghanistan's education system. Technical and vocational education, in particular, still has a way to go before recovery is ensured. It also has room to expand both through formal and non-formal education. The January 2010 international conference on Afghanistan led to greater emphasis on TVET. It has now been singled out by many stakeholders in Afghanistan as a key area for the reconstruction of the country.

UNESCO's support to CD takes root within this context. In the words of the CapEFA Lead Programme Officer in the country: "the TVET sector in Afghanistan has been neglected and hasn't benefited from enough investment compared to other areas, but now it is increasingly seen as a chance for economic growth and labour market needs." Coordination is one of the biggest challenges however – with a clear impact on management levels, the development of a national strategy and a shared consensus on TVET.

One of the fundamental pillars of CapEFA Afghanistan, therefore, is the strengthening of the TVET Working Group (WG) which is the official forum in the country under the Human Resource Development Board. Chaired by the Ministry of Education (MoE) and the Ministry of Labour, Social Affairs, Martyrs and Disabled (MoLSAMD), the purpose of the WG is to coordinate joint activities towards the establishment of a modern TVET system in Afghanistan according to overarching national strategies, aligning the programmes with the sector and improving coordination among key donors and the Government of Afghanistan.

The WG has various core functions, from policy recommendations, technical advice, to alignment with national strategies, coordination and resource mobilization. Following are a few examples of some functions:

1) To coordinate and guide the development of a national TVET strategy and oversee its implementation;

2) To review and oversee the national TVET strategy and develop an annual plan of operations inter-alia according to the demands of the National Programme;

3) To review and provide technical advice on proposed programmes and projects;

4) To conduct regular reviews on programme activities as a basis for mutual learning and improving efforts towards the reform of the TVET system;

5) To guide ongoing work to strengthen quality assurance arrangements, including mechanisms for the monitoring and evaluation of TVET providers;

6) To discuss policy, programming, funding, alignment with national development strategy benchmarks and relevant National Priority Programmes;

7) To provide advice on policy and implementation of the National Programme 1 according to the strategies set out in the Human Resources Development Cluster;

8) To report regularly to the Human Resources Development Board and align ministerial activities to implement the TVET programme in a coordinated manner;

9) To further strengthen TVET planning by creating a database of projects within the programme and identifying priorities for ongoing support from the international community;

10) To act as unbiased coordination body for the distribution of donor funds to members of the WG.

Malawi: Strengthening the TVET system: Policy, Pedagogical and Institutional Capacity Development

A main outcome of regular meetings over the course of the CapEFA programme in Malawi has been the clarification of roles and responsibilities among key TVET players (Ministry of Education, Ministry of Labour and the TVET Authority). This was in fact seen as a major breakthrough, coming in the wake of several unsuccessful attempts, dating back several years, that were made to resolve the conflicts among the three key players. The conflict spilled

over into curriculum matters, with each sticking to its own curriculum, assessment and certification system. This created fragmentation, and frustrated other players, particularly from the private sector.

UNESCO used its neutral broker and convener role to bring the parties together for a frank and honest dialogue,

and the three finally agreed to review their roles through a give-and-take process. This paved the way for a harmonized curriculum framework. In order to maintain and nurture this relationship, revisions to the TVET Policy were also proposed because they contributed to the conflict by allowing overlapping mandates.

4

Quality and equity issues

Target of CD: Quality assurance and testing systems

Lao PDR: Sector-wide Capacity Development Support (with a strong TVET component)

In Lao PDR, participation in technical and vocational education and training is quite low. Only 18,055 students enrolled in the 20 08 academic year and 20,072 students in 2009, according to the Lao Education Statistics and Information Technology Centre. Less than 1 per cent of students, overall, are enrolled in TVET programmes. The Education Sector Development Framework, however, has set clear TVET targets: a minimum of 50,000 students are to be enrolled in different types of technical and vocational schools and colleges by 2015. The Government of Laos is, therefore, determined to increase the gross enrolment rate in TVET programmes.

With the help of UNESCO, in 2009, the Ministry of Education conducted an investigation into the current status of TVET in Laos. The findings contributed to creating a task force

trained to monitor the implementation of activities within the existing TVET Master Plan 2008-2015. Additionally, a working team was established to develop educational quality assurance standards, guidelines and instruction booklets for technical and vocational education institutions. A template for guidelines to review TVET institutions, which includes a reporting system for different administrative levels, was developed and introduced to relevant personnel at school level. Booklets and guidelines for all levels of assessment were also developed to facilitate the quality assurance system for public TVET institutions. The instruction booklets represent a major step forward in standardizing TVET institutions and addressing labour market needs, graduation rates and gender gaps across the country. Meanwhile, quality assurance standards of TVET instruction booklets have also been developed, piloted in three institutions, and approved by the Ministry of Education.

5

Knowledge generation for capacity development

Target of CD: Promoting South-South cooperation

CapEFA Regional Initiatives: Support to national TVET reviews and the development of a strategic framework for the SADC region

As part of a joint cooperation and financing initiative, the UNESCO Harare Cluster Office, along with four UNESCO field offices in the SADC region, entered into a partnership

arrangement with the SADC Secretariat in 2008 to review the status of Technical and Vocational Education and Training in 13 SADC countries and elaborate a regional strategy for the revitalization of national TVET systems.

During the early stages of the programme design, a regional team of TVET experts was identified to guide and

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support the work of national consultants in collecting data, carrying out in-country literature reviews and compiling a draft monitoring report. In order to ensure quality assurance across all of the participating countries, as well as solid cross-country analysis, common data collection instruments (a monitoring tool), process methodology and review guidelines were prepared by the regional team in consultation with the SADC Secretariat for simultaneous use in all participating countries.

Since definitions of core TVET concepts can be very different from one country to another, it was agreed that each SADC country should adapt the core indicators to their situational context. In some cases, there were already shared regional definitions for concepts and in order to ensure common understanding around these, the document: "Information on Qualifications in the SADC regions and Discussion of a Mechanism and Criteria for Establishing Comparability and Equivalence of Qualifications" (revised edition in February 2010) was sent to all national consultants.

Countries agreed to initiate the country data collection with a literature review that began by gathering information on pre-selected indicators of the monitoring tool and adapting the indicators, as well as construction of the variables (or meta data), according to their own context. Subsequent revisions to the monitoring tool were based on lessons learned through a first round of data collection by the national consultants, and through evaluation by TVET stakeholders during national meetings.

In parallel, and to ensure adherence to the programme approach, methodology and process, a number of regional and national meetings were convened for which TVET experts and consultants were provided with facilitation guidelines, hand-outs and a report layout to record the findings and recommendations. One of the main preparatory activities, for example, was a regional workshop organized in Johannesburg by the regional experts (in association with UNESCO and the SADC Secretariat) that brought together all national consultants.

Towards the end of the process, each participating country convened a one-day national workshop with country stakeholders to review and validate baseline information on the status of TVET (covering policy frameworks, size, shape and structure, governance, financing and trends of current reforms). Other areas covered included:

• Identification of information gaps, discussion of contributing factors and opportunities for addressing them, including possible sources of data and/or literature;

• Evaluation of the TVET monitoring tool and consideration of its value for monitoring the development of TVET in the SADC region.

• Identification of national strategic priorities which would benefit from regional support.

Last, but not least, a regional conference was convened during the final phase of the process, bringing together representatives from the SADC member states to:

- Present the findings of a cross-country analysis of the national TVET monitoring report;
- Present the draft strategy to revitalize TVET in the SADC Region based on priorities identified by the member states;
- Collect comments and suggestions on the strategy and reach a general consensus on its appropriate scope and direction.

The in-country workshops reviewing the SADC monitoring tool and national reports have provided a critical opportunity for the regional strategy to be based on national priorities. Based on the findings of the national TVET assessments and the regional synthesis, SADC will now identify up to five key intervention areas that will act as levers for TVET in the region and will develop a five year regional strategic framework and programme of action.

While the outputs of the monitoring tool in each participating SADC country have indeed contributed to 13 national monitoring reports, the monitoring tool was intended not just for a one-off application, but to enable individual countries to track their advancement over time through a regular monitoring and reporting mechanism. It will allow SADC countries to identify countries in similar stages of implementation of the various aspects of their TVET reform processes, thereby allowing for more coherent and coordinated South-South learning opportunities and discussion of common challenges.

CapEFA Regional Initiatives: Regional Programme in Africa

The UNESCO BREDA office has also been particularly supportive of the African Union's high priority to TVET. A workshop for key resource people in TVET from regional, sub-regional and country level was held in Zanzibar, 2 to 4 September 2010. The meeting was attended by representatives from ECOWAS, SADC, ECCAS, EAC, the African Union, the African Development Bank, ADEA, as well as a broad range of UNESCO offices: Harare, Kinshasa, Maputo, Windhoek, Dar-Es-Salaam, Yaoundé and UNESCO BREDA and Headquarters. Representatives from Tanzania and Zanzibar were present, as were members of other UN agencies such as ILO and UNDP. Overall some 40 participants attended. The workshop had several aims. First and foremost, the purpose was to strengthen Sub-Saharan CD efforts in the field of TVET and bring CapEFA's own TVET countries of the region and sub-region into play by sharing ideas and describing

experience. With regional economic actors present, as well as major development players, the goal was also to create a stronger dynamic for TVET regionally thanks to greater coordination and the involvement of new partners.

TVET has been highlighted by the African Union as a top priority for investment in the Second Decade of Education (2006-2015). Indeed, it is estimated that African States need to create around 30,000 jobs for every million inhabitants if they are to meet the needs of the increasing numbers of youths coming onto their labour markets. The role of TVET is, of course, essential. UNESCO BREDA has been particularly supportive of the African Union's high priority to TVET. It strives to align national TVET strategies with regional agreements on education and training. UNESCO BREDA gave TVET a boost thanks to a large sub-regional workshop in the ECOWAS region in August 2009. This was followed by the setting up of an Inter-Agency Task Force for TVET in the region, bringing together interested agencies such as UNDP, UNIDO and ILO. It is a functional arena for sharing experiences, upholding enabling policies and innovations, and promoting dialogue. It can also be a platform for joint operations in the field of TVET. The Zanzibar workshop hoped to emulate this ECOWAS success and lead to significant developments within the SADC region. CapEFA has a vital contribution as its countries span both regions (Côte d'Ivoire and Malawi). CapEFA was able to be a forum for promoting new exchanges and building synergy in CD.

The participants left the Zanzibar workshop with several key recommendations in place. The development of better statistics on TVET was also called for. Participants agreed to develop studies within their countries in a mutual-strengthening process on TVET and to share knowledge. All this, many hoped, would feed into a wider regional qualification framework being developed by UNESCO BREDA.

Boys during a lesson at Mugosi Primary School, which caters for children of
the Kahe refugee camp, Democratic Republic of the Congo.
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Chapter 6
What Have We Learned?

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Chapter 6
What Have We Learned?

Chapter 6 responds to the desire expressed during the 2007 Bonn
Forum on 'Capacity Development for Education for All: Putting Policy
into Practice' to encourage more systemic thinking about CD in the
education sector in line with evolutions in development practice and
capacity development. The penultimate chapter therefore examines
the lessons learned, including the potential of CD strategies and
the implications of operational experience for their design and
preparation, facilitating long-term change and transformation and
monitoring change. The chapter also suggests some of the immediate
outcomes that can be expected from capacity development processes.

About the Specific Challenges faced by Least Developed and Post-Conflict Countries

CD strategies require not just an appreciation of national development priorities and plans, but sensitivity to the dynamics of the local political and institutional culture, especially its informal incentives, structures and rules.

These dynamics are usually as important as the capacity challenges themselves. They may indeed have had a bearing on the country's past and present governance arrangements and the circumstances which have led to instability or conflict. The design of technical cooperation thus needs to understand, and be sensitive to, how institutions, organizations and people work, including their values and norms. It must also be respectful of the institutional memory and expertise already embedded within national and local

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structures and networks. As one ministry official from West Africa noted, "UNESCO needs to have people who know the way government works in a given country. This thing is also political." This was mirrored in comments by another African official who stated, "diplomacy and the need for allies are both vital to CD processes."

High-level advocacy is also critical to dispel the perception of CD being driven from the outside, externally imposed, insensitive to the local context, or just another training exercise. As one CapEFA Lead Programme Officer remarked, "advocacy is vital at the opening stages to avoid the impression that CapEFA is merely about funding. It is important to explain, right from the beginning, that this is a process and it's about the countries taking the lead, not UNESCO."

Guidance

Even before the five-step CD process is initiated:

▶ Undertake a detailed mapping of governmental development policies and priorities and their impact on the education sector, as well as public sector/education reform processes.

▶ Undertake a detailed mapping of institutions and individuals implicated in education sector (or sub-sector) planning and decision-making processes. Try to understand the interaction between different government agencies in national development processes, not just within the education sector.

▶ Invest in getting to know key government decision makers and prominent civil society and private sector stakeholders: building relationships, establishing contacts and identifying key change champions within the government and non-formal education sectors is the foundation stone for much that follows.

▶ Try to understand the motivations and incentives for capacity development within the formal education system, particularly those which apply to key senior, middle and junior managers. Assessing the actual mood for change and the political will within a country, and Ministries, is another key first step[43].

▶ Make a thorough analysis of all risk and success factors and prepare for high transaction costs.

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43 See Chapter 4, Operational Framework.

About the Design and Preparation of Capacity Development Strategies

National counterparts are more likely to buy into a CD strategy, and have a real stake in its success, when there is clarity on concepts and participation in the design process.

To increase the chances of widespread participation and generate a vision of what the outcomes of the CD process might look like, there is a need to ensure widespread clarity on CD concepts and participation in the logistical processes among all the beneficiaries of change, national counterparts and technical partners. But national stakeholders and partners should also be aware of the limitations of CD in light of the context they're working in. As a member of the Togo Ministry of Education stated, "otherwise it can seem too good to be true." Failure to attain goals that have been set too high can lead to frustration with CD itself and lead to an abandonment of the process.

Guidance

▶ Engage in targeted advocacy with relevant Ministries and departments to mainstream CD within broader programmes of public sector reform or change, as well as key education sector planning and budget instruments.

▶ Illustrate your advocacy in favour of CD with success stories from other countries in the region, or sub-region, with the potential for wider application. This will help to convince sceptical policymakers, economists and planners that investment in CD is worthwhile.

▶ Clarify and agree on the roles and responsibilities of all national counterparts and technical partners when undertaking the capacity assessment. Confusion and reticence are created unless roles are not properly defined and discussed.

▶ Facilitate the identification of co-implementation partners and mechanisms to generate adequate human and financial resources for long term support.

▶ Gently guide CD processes at the outset to ensure incremental ownership and to respect the absorptive capacities of national and local institutions.

▶ On a process level, flexibility in design and implementation is essential. There has to be willingness to adapt from all sides, from national counterparts, UNESCO and other external parties.

▶ Involve relevant managers within decentralized entities to identify assets within their own organizations, as well as capacity gaps, priorities and suitable strategies for improving performance towards commonly-defined education goals.

▶ On a management level, create a CA (Capacity Assessment) Advisory Group to comment on the adapted CA Tools, give feedback on initial results and engage in dialogue and joint decision-making towards the CD Action Plan.

▶ Following the capacity assessment, work with national counterparts to identify 'priorities among priorities' which can be addressed with limited resources and within reasonable timeframes.

▶ Engage the media for the endorsement and wider visibility of CD efforts. This is not just about raising awareness of new CD programmes. It validates stakeholders' commitment to change and makes it public.

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About Monitoring and Evaluating Capacity Development

In spite of the intangible nature of much of CD, the tracking and success of processes requires meaningful indicators which concentrate on both outcome and desired change.

Indicators are as important for accounting to national governments and donor contributors as they are to internal programme monitoring and evaluation. As such, they should be included in the programme design from the outset.

Guidance

▶ Agree on criteria and indicators for CD success and goals with all stakeholders in a transparent way at conception stage.

▶ Determine how the CD indicators can be included more broadly in education sector targets and indicators.

▶ Review existing monitoring and evaluation systems to identify gaps in the ability to report on, collect, systematize and analyse data within the education sector.

▶ Embed indicators for CD in a national monitoring and evaluation education sector policy based on an agreed set of definitions and objectives.

▶ Review indicators on a regular basis to assess whether they are still meaningful and allow for reformulation and discussion as to why they may no longer be relevant. This, in itself, reveals unresolved issues which can be addressed or assets which can be built on.

About the Longer-term Impact of Technical Support

Capacity development comes alive through the approach and processes employed to implement it. The initiation of the CD process, in itself, is usually its first result and a solid foundation for future action.

Often, what shifts first in terms of change in a CD process is the way stakeholders interact or coordinate – talking and interacting with each other for the first time or in a fresh way about common issues and potential solutions, creating joint task forces, steering committees. These changes are often triggered by the capacity assessment exercise which makes education processes explicit and acts as a medium through which early capacity strengthening takes place: communication around CD issues and clarification of roles and responsibilities for different task areas.

The design phase of the CD strategy in effect generates an overall awareness of operational issues and the inter-linkages within national education systems, as well as a vision that may have been absent beforehand. Many national stakeholders may indeed have been previously involved in similar capacity-boosting exercises, but they may not have been so aware of the interdependence of factors and stakeholders. The capacity assessment exercise exposes previously-obscured connection points. Through it one comes to see the bridges between downstream, midstream and

upstream and how they feed into each other. Development and education actors at country level become more conscious of their scripts and roles.

Opting for the easier training of individuals, in isolation of wider institutional and organizational capacity challenges, will lead to short-term gain and isolated change in a vacuum.

Too often training becomes an exercise in transferring technical knowledge in isolation of entrenched institutional and organizational blockages. As the EFA-FTI has highlighted, "capacity development [...] is more than training since it involves fostering institutional environments and organizations in a comprehensive, strategic way, including the processes of change management." In other words, it is difficult for trained individuals to function properly within unchanged and dysfunctional institutions. As one member of UNESCO BREDA noted: "CD and change are much more than individual training; the challenge is to reach wide without losing the human element." Workplace coaching and mentoring have proved to be two of the most effective methodologies for CD within CapEFA.

Guidance

▶ Ensure that the CD training methodologies used can contribute through 'learning by doing' to tackle workplace challenges and thereby contribute to sustainable outcomes.

▶ Address bottlenecks throughout the CD process, and as capacities evolve, rather than working around or circumventing them. In seeking to bypass problems and blockages during implementation, the original capacity challenge will remain entrenched.

▶ Ensure that there is an exit strategy for CD experts so that national/local counterparts who have participated in CD training and processes can become vectors for follow-up activities and phases. CapEFA Morocco expressed this as a way of "getting out of a situation of constant or frequent demands, and entering into a process of total self-reliance."

On the outside, looking in. Democratic Republic of the Congo.
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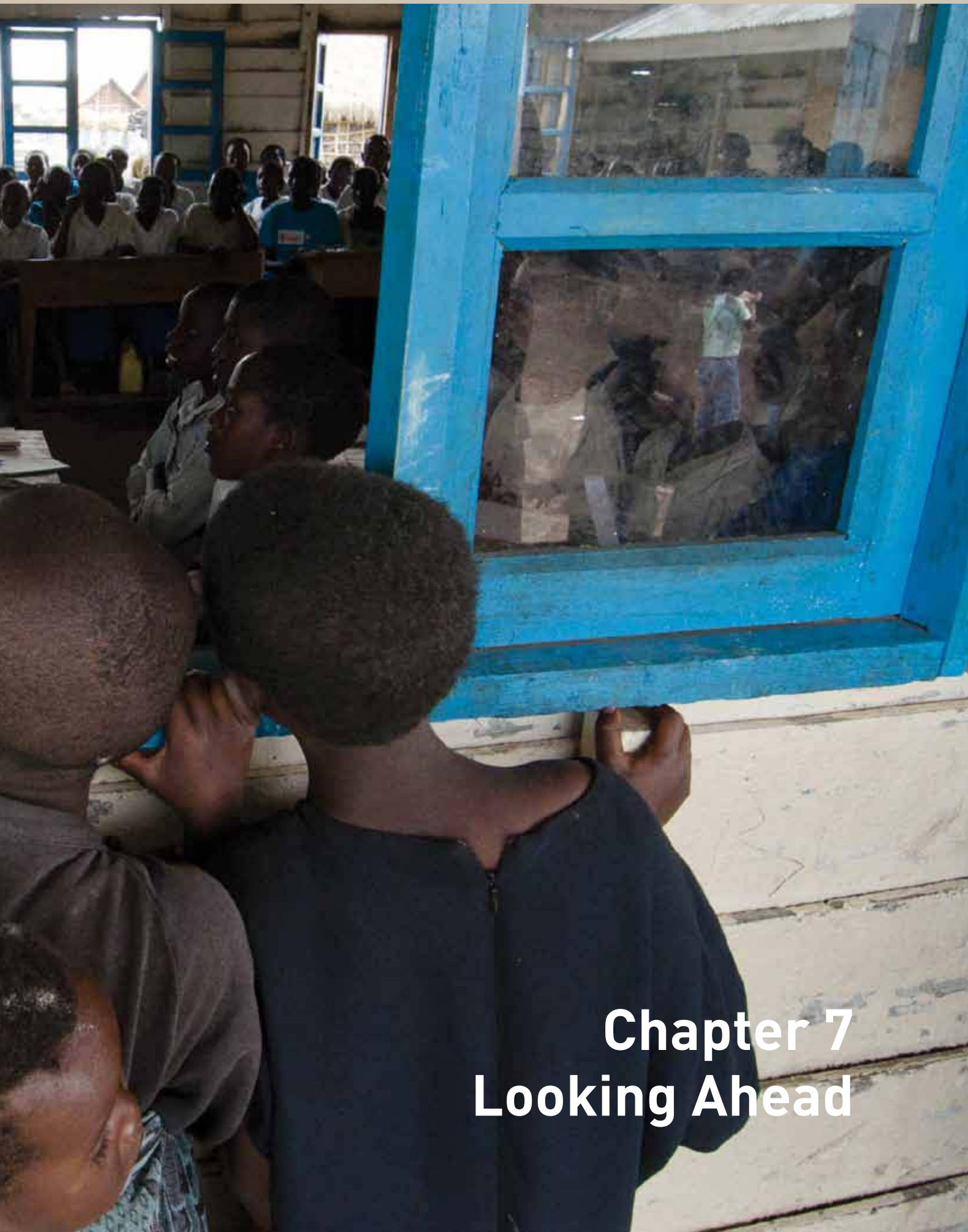
Chapter 7
Looking Ahead

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Chapter 7
Looking Ahead

Chapter 7 reflects upon capacity development as a strategy for achieving quality and equity targets in EFA and the dynamics needed for anchoring change in the long term. Vital factors debated in the concluding chapter include: the need for national ownership and leadership of CD processes; better harmonization of donor initiatives; fostering multi-stakeholder partnerships for improved education delivery, and more effectual systems for knowledge management and South-South cooperation.

Capacity Development as a Strategy for Achieving Quality and Equity Targets in EFA

The CapEFA Programme operates within the global campaign for Education For All, applying a rights-based approach to education and emphasizing that equal access, opportunities and quality in education provision for all marginalized population groups can only be achieved by reinforcing national leadership and ownership of development processes, striving for better harmonization of technical cooperation strategies and including diverse stakeholders in the design and management of policies and strategies which have an impact upon them.

Ultimately, quality and equity in education provision is determined by how well the institutional and organizational architecture of the education system, as a whole, operates and functions. This concerns not just the quality of the teaching force, or the classroom learning environment, but reliable research, planning, budgeting, management and administrative processes at all levels and the dependable release of funds for education sector policies and priorities.

Systematic cooperation, coordination and communication between Ministries of education, Ministries of finance, education offices and departments at decentralized level remains a huge organizational challenge for education systems, particularly in least developed and post-crisis countries, as is the availability of functional capacities within Ministries and departments to achieve policy targets. Against this background, the potential of multi-stakeholder partnerships for education is being increasingly explored. More still needs to be done, however, to advocate for and ensure the participation of NGOs, the private sector, community groups and other civil society organizations (including representatives of disadvantaged and minority groups) in the planning and implementation of education sector plans and in monitoring learning outcomes.

The CapEFA programme could never address all the needs that it encounters at country level, but it can become a platform for presenting and exposing a wide range of quality, equity

and operational issues for consideration by national stakeholders, as well as facilitating synergies between existing and potential partners. It is also a way of tapping into, and recognizing, existing national capacities, including local and community knowledge, which can be harnessed as part of targeted EFA strategies.

Ensuring the Sustainability of Capacity Development Initiatives at Country Level

Many projects are conceived to succeed, rather than last, but this only perpetuates the cycle of underdevelopment. The sole focus on results only leads to those results, but without the necessary roots for long-term resolution of the initial obstacle or challenge. Capacity development is geared towards anchoring change in the long-term and is a way of exploring innovative solutions to entrenched capacity challenges and problems.

Sustainability remains a key challenge to most types of development assistance. Sustainability in capacity development, as has been seen in the course of this publication, is the sum of many factors including: national leadership and ownership, harmonization, the participation of multi-stakeholder partnerships, financing arrangements, knowledge generation, South-South and regional cooperation. By paying attention to each of these dimensions throughout the design, planning, overseeing and monitoring of capacity development initiatives, governments and technical partners can work to embed the best practice principles recognized in the Paris Declaration on Aid Effectiveness.

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Leadership and ownership of CD processes

Capacity development is about creating the right conditions for people to adopt the changes which are relevant and necessary to their work places and to their lives, and to direct those changes themselves. External parties such as UN agencies and bilateral and multilateral partners can aid developing nations in achieving EFA, but countries themselves should be improving their education sectors to the point where EFA becomes viable, effectual and sustainable. This begins with national governments taking the lead to ensure that CD requirements are identified and coordinated within their Education Sector Plans. But even leadership from the top is usually not enough. Those at the highest level of government and Ministerial decision-making are not necessarily those making the real changes on the ground.

Within the formal and non-formal education sectors, it is staff and actors at the middle management and decentralized levels who will be expected to carry out the work and it is their commitment and efforts that will be critical to the success of any capacity strengthening activity. Lower level beneficiaries of capacity development are more likely to encourage their staff to collaborate actively in CD processes and work to overcome blockages if they feel valued and entrusted to take ownership of processes that will impact on them. Lower level beneficiary groups themselves should therefore take part in identifying where their capacity strengths, needs and priorities lie.

In all cases, ownership and sustainability should be strengthened by working alongside existing country resources and systems of assessing, strategizing, managing and evaluating capacities and processes. Whenever possible, in-country or sub-regional capacities and resources should be given preference over setting up parallel CD systems, or working with external expertise. If national CD systems and capacities are not strong enough, they should be boosted, rather than sidestepped.

In short, capacity development strategies must add value to, and be embedded in, existing national development plans, visions, strategies and organizational frameworks, as well as sources of technical expertise. Above all, there is little value in designing isolated one-off initiatives, or stand-alone project implementation and monitoring mechanisms. The main concern is for the proposed CD strategy not to be conceived, or perceived, as a parallel structure or initiative to the existing development landscape. CD strategies within the education sector, or its sub-sectors, should be viewed as part of a cohesive national development support strategy.

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Harmonization with international and local technical partners

As one of many technical partners in a crowded development landscape, UNESCO can neither assume the sole leadership of EFA, nor does it have the operational capacity to 'go it alone'. For the CD approach to take root, the CapEFA programme must explore what external CD support mechanisms are already in place within its focus areas and who is already doing what. In the majority of countries, the programme first tries to do this through the UNDAF and the 'Deliver as One' UN initiative, as well as through other consultative groups where donor representatives meet with national stakeholders and discuss new initiatives in education.

Even if these are general donor coordination exercises, support for the CD agenda within donor-government coordination mechanisms, and the Local Donor Group, increases the chances of CD being mainstreamed into the Ministerial processes in the long-term and within multilateral assistance strategies. The dialogue is also important to avoid duplication between partners and to optimize the use of resources. Bridging the gap between humanitarian assistance and long-term education planning and delivery is equally important however. In post-crisis and post-conflict countries, by harmonizing and generating operational working relationships with actors such as the International Rescue Committee, CapEFA is beginning to establish connections between the policy level and long-term recovery and development efforts.

The role of multi-stakeholder partnerships in Education for All

For progress to be made towards the 2015 EFA targets, the campaign for EFA will need to move beyond the idea of the State as the exclusive, and only, possible provider of EFA, exploring all avenues for consolidating of education management, governance, delivery and monitoring. Participatory dialogue and partnership arrangements between governments and non-State actors can be part of a strategy for reaching quality and equity targets and for mobilising much-needed resources towards achieving

"As overall enrolment rates rise, the difficulty of achieving further increases by attracting hard-to-reach children intensifies, necessitating more innovative approaches, while interventions to improve quality and learning achievement require even greater management capacity. Appropriate aid for capacity development (not traditional technical assistance) must therefore be a very high priority if EFA is to be achieved."

UNESCO, *GMR 2008*, p.191.

education sector targets. In the first instance, enough is still not being done to facilitate institutional dialogue between governments and representatives of 'at-risk' and marginalized groups to determine their needs, priorities and solutions for inclusive learning environments and practices. In many countries, NGOs and civil society are still far from being seen as equal partners in policymaking and planning which has important repercussions for EFA.

Some countries are nevertheless beginning to explore the potential of multi-stakeholder partnerships for education (MSPEs). In the long-term, however, multi-stakeholder partnerships require formal spaces to grow. This calls for institutional, organizational and individual CD measures. In Rwanda, a targeted capacity development strategy has provided a forum for discussion around complementary activities between government, donors, civil society actors and the business community and fostered a common alignment and commitment to national education priorities. It has also provided an opportunity for different partners to gradually strengthen their voice and advocacy skills and to engage in partnership brokering and management with other stakeholders.

Knowledge generation and South-South exchange

On a final note, sustainable capacity development involves the creation of knowledge management systems within countries, as well as cooperation between institutions in the South on research, institutional strengthening and organizational development. CapEFA strongly supports in-country, regional and international flows of information (through diverse forum and use of websites, workshops and other platforms for dialogue) to feed into national policies, management and governance practices. However active participation in South-South networks is vital. South-South Cooperation is an invaluable forum for advocacy and policy dialogue around capacity development issues - allowing countries within regions to see how challenges might be similar, and enabling broader thinking to address these challenges.

Acronyms and Abbreviations

BMZ   German Ministry for Economic Cooperation and Development

BREDA   Regional Bureau for Education in Africa (UNESCO)

CapEFA   Capacity Development for Education for All

CB   Capacity Building

CCA   UN Common Country Assessment

CD   Capacity Development

CLC   Community Learning Centre

DAC   OECD's Development Assistance Committee

DANIDA   Danish International Development Assistance

EC   European Commission

EFA   Education for All

EFA-FTI   Education for All Fast-Track Initiative

EMIS   Education Management Information System

ESDF   Education Sector Development Framework

ESP   Education Sector Plan

FO   Field Office

GTZ   German Technical Cooperation

IBE   International Bureau of Education

ICT   Information and Communication Technologies

IIEP   International Institute for Educational Planning

ILO   International Labour Organization

LDCs   Least Developed Countries

LIFE   Literacy Initiative for Empowerment (UNESCO)

MDGs   Millennium Development Goals

MoE   Ministry of Education

MoET   Ministry of Education and Training

M & E   Monitoring and Evaluation

NESP   National Education Strategic Plan

NFE   Non-Formal Education

NGO   Non-governmental Organization

NORAD   Norwegian Agency for Development Co-operation

NTC   National Technical Committee

OECD   Organisation for Economic Co-operation and Development

RB   Regional Bureau

SADC   Southern African Development Community

SIDA   Swedish International Development Cooperation Agency

SWAp   Sector-Wide Approach

TA   Technical Assistance

TEI   Teacher Education Institute

TTISSA   Teacher Training Initiative in Sub-Saharan Africa

TVET   Technical and Vocational Education and Training

UIL   UNESCO Institute for Lifelong Learning

UIS   UNESCO Institute for Statistics

UNCTs   UN Country Teams

UNDAF   United Nations Development Assistance Framework

UNDG   United Nations Development Group

UNDP   United Nations Development Programme

UNESCO   United Nations Educational, Scientific and Cultural Organization

UNESS   UNESCO National Education Support Strategy

UNICEF   United Nations Children's Fund

WB   World Bank

WEF   World Economic Forum

Glossary of Terms

Business Reengineering: the analysis and redesign of procedures and methods within a business or enterprise.

Capacity: ability, skill, aptitude or capability to carry something out, including the competence, strength, understanding and knowledge to be effective and productive.

Capacity Needs Assessment: the opening stage of a capacity development process when anticipated capacities are measured against existing capacities and when identification of obstacles, challenges and potential entry points occurs. This leads to a mapping of the process to achieve the relevant development goal and objectives.

Capacity Development: process whereby people, individually and collectively, organizationally and institutionally, strengthen their capacities to manage their affairs in an autonomous and efficient fashion.

Change Agent (Agent of Change or Change Champion): a person who engineers or facilitates change within an organization or society, who acts as a catalyst for wide transformation, often carrying out advocacy and assuming leadership of change processes.

Communities of Practice: groups of individuals who share common concerns, knowledge and interests and who come to learn and develop together.

Governance: the processes and systems through which governments, governing bodies or civil society organizations make decisions and operate.

Holistic: emphasizing the importance of an integrated approach, taking into account the interdependence and interconnection of all parts.

Institutional Capacity: the environment and climate needed for organizations and institutions to function in terms of laws, managerial regulations, policies, culture, customs, norms, etc.

Knowledge Generation: creation, exchange or dissemination of ideas, experiences and information.

Multi-stakeholder Partnerships for Education: beneficial association between partners from different spheres of society (such as the private sector, community groups) to address and tackle issues in education.

Organizational Capacity: an organization's ability (in terms of personnel, processes, resources, infrastructure, coordination, functions) to use its resources and skills to reach its objectives and interact with other entities.

One UN: an approach whereby all United Nations agencies work in unison, and are encouraged to deliver as one at country level.

One UNESCO: employing all of the expertise at UNESCO collectively, or as appropriate, wherever needed, from the various institutes (IICBA, IIEP, UIS, UIL, UNEVOC, IBE, etc.) to the Regional Bureaux, Field Offices and Headquarters.

Performance: the way in which an individual or an organization accomplishes a task or functions.

Sector-wide Approach (SWAp): an approach which considers all aspects of a given sector – often stressing national ownership and use of local systems and development goals.

Stakeholder: an individual, group of individuals or organization which has a stake and interest in an enterprise or course of action.

South-South Cooperation: a process whereby developing countries dialogue, share and exchange technology, expertise, learning and best practices.

Systems Perspective: viewing systems as a whole, made up of many components, and considering all factors which contribute to a given issue or activity.

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Useful Links and References

UNESCO Education Sector: http://www.unesco.org/new/en/education/

UNESCO/CapEFA:
> facebook, Twitter, Flickr, website:
> http://www.unesco.org/new/en/education/themes/leading-the-international-agenda/education-for-all/capacity-development/
> Online versions of five-step process, Steps 1-3, CA, etc.

UN Office for LDCs: http://www.unohrlls.org

European Commission Capacity Development: http://capacity4dev.ec.europa.eu/

EFA Fast-Track Initiative: http://www.educationfasttrack.org

World Economic Forum website: http://www.weforum.org/issues/education/

Gateway for learning on CD: http://www.capacity.org

Learning Network on CD: http://www.lencd.org

Overseas Development Institute: http://www.odi.org.uk

UNDP CD Network: http://www.undp.org/capacity/capacitynet.shtml

International Business Leaders Forum (IBLF): http://www.iblf.org/

IIEP Clearing House on CD: http://www.iiep.unesco.org/capacity-development/capacity-development-strategies/clearinghouse.html

IIEP Database on CD Partners: http://www.iiep.unesco.org/capacity-development/capacity-development-strategies/partners.html

Capacity development strategies, building upon a country's own resource base and emerging from multi-stakeholder dialogue, are the key to modernizing the way in which international development assistance is planned and governments receive, engage in, and coordinate support from their technical partners. Such strategies bolster national leadership and ownership of development processes but, most importantly, move away from a fragmented, project-based approach to development cooperation wherein external assistance is tied to one single actor, or assumes a fixed set of outcomes or results.

UNESCO has learned much over the past years from its experiences in capacity-building for education, with lessons documented in research reports, project evaluations, assessments, policy and sector reviews and more. This publication offers an opportunity for the Organization to reflect upon its capacity development approach while bringing together some of the crucial achievements and lessons learned through the Capacity Development for Education for All (CapEFA) programme established in 2003.

The publication is in no way meant to be prescriptive, or a definitive answer to questions of capacity development. It simply seeks to lay out some of the key elements – using CapEFA as a narrative and working example – and drawing on a wide range of experiences across the world in Sub-Saharan Africa, the Arab States, the Asia and the Pacific region and Latin America and the Caribbean.

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