Background paper prepared for the 2017/8 Global Education Monitoring Report

Accountability in education: Meeting our commitments

Accountability Mechanisms in Adult Literacy

1. Abstract

This paper discusses accountability mechanisms in the field of adult literacy and numeracy. Over the last two decades, governments and other funders of education programmes have grown increasingly interested in the development of national systems of accountability and assessment. This is a response not only to the current emphasis on quality assurance, but also to concerns about transparency, effectiveness and efficiency in the use of public and/or international resources. This study maps some of the key challenges and highlights a number of innovative approaches to tackling the lack of transparency and accountability in the field of adult literacy and education. More than 200 adult literacy programmes were reviewed in order to analyse the main features of their monitoring and evaluation systems and to identify promising practices that contribute to strengthening accountability in this field. It concludes by setting out the conditions that favour monitoring and evaluation-based accountability and provides a number of recommendations for creating these conditions. [1]

2. Introduction

The complexity of the subject matter is reflected in the fact that accountability in adult literacy operates within a system of several levels, which include related government departments, programme management and implementation, and the classroom itself. In addition, accountability mechanisms usually have to be examined within the context of a decentralized governance scheme encompassing national, sub-national and local levels. This means that different actors are involved, including government officials, policy-makers, funders, programme managers, support staff, facilitators and learners. The views of these different actors on accountability-related issues are often different, if not contradictory and in tension with each other. For example, while governments appear mainly interested in developing 'human capital' skills for employment, competitiveness and productivity, literacy providers often attach more importance to improving the 'social capital' capability of young people and adults to engage in community life and become more active citizens.

Furthermore, within a lifelong learning perspective, the concept of literacy has expanded beyond a fixed set of generic skills (Hanemann, 2015). People acquire, further develop and use many forms of literacy for different purposes in different contexts, and these diverse circumstances are further shaped by history, culture, language, and socio-economic conditions, among others. In the twenty-first century, literacy has evolved into a multidimensional concept. While acknowledging the plurality of literacy practices, for the purposes of accountability it is necessary to agree on a common understanding of what we mean by literacy, numeracy and other core competencies that everybody needs in today's society.

However, what drives accountability can often be quite different to what drives literacy and numeracy, and the other way round. Public policy and literacy-related literature reveal little consensus as to who is accountable to whom and for what. Analysing and drawing lessons from different experiences suggest that there is still a long way to go to address satisfactorily the existing gaps, challenges and tensions. At the same time, they provide examples of good practice that allow for the formulation of broad recommendations for future action. While there are some descriptions of accountability systems and comparative analysis from the Global North (e.g. Campbell, 2007; St. Clair and Belzer, 2007; St. Clair, 2009; Page, 2009; Fenwick, 2010), very little information or discussion is available from the Global South on accountability in adult literacy and education. Most available studies on the effectiveness of monitoring and evaluation systems (e.g. Transparency International, 2013;

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[1] Written by Ulrike Hanemann, UNESCO Institute for Lifelong Learning

UNESCO, 2016) and successful accountability practices (e.g. Cheng and Moses, 2016) on the global level focus instead on formal education.

3. Framework for accountability in adult literacy and numeracy

This section provides a broad framework for understanding accountability relationships in adult literacy and numeracy and attempts to describe a typology of accountability mechanisms. However, given the complexity of the field, it is extremely challenging to capture the diverse aspects, dimensions and interrelationships of accountability mechanisms in adult literacy and numeracy in an easy-to-communicate framework or typology.

The issue of accountability usually refers to the assignment of responsibility for conducting activities in a certain way or producing specific results by making efficient and effective use of allocated resources. Accountability in education may address two main dimensions: the dimension relating to a state's responsibility to make the educational service available to all people living in its territory (a right), and the dimension of the quality of the processes and/or results of these educational services (a programme). The first dimension is shaped by a framework that has precedence over everything: the universal human right to education, including literacy and numeracy. The Universal Declaration of Human Rights sets the following standard: 'Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory' (United Nations General Assembly, 1948, Preamble, Art. 26 [1])

All states have the obligation to fulfil this right and meet the standard. It is, therefore, reflected in many constitutions as the inalienable right of all citizens, and corresponding legislation is put in place to realize the right to education in the context of specific nations. At the international level there are United Nations bodies and entities in place to oversee the fulfilment of universal human rights with equivalent institutions at the national level. While the Office of the United Nations High Commissioner for Human Rights (OHCHR) has lead responsibility for the promotion and protection of human rights, a special rapporteur appointed as an independent expert by the United Nations Human Rights Council (UNHRC) examines and report backs on a country's standing with regard to the human right to education.

Accountability is defined by Merriam-Webster as an obligation or willingness to accept responsibility or to account for one's actions. Accountability cannot exist without proper accounting practices or mechanisms; accounting mechanisms are (a) clearly defined responsibilities that are based on a political, legal or moral justification; and (b) an obligation to provide a summary of how these responsibilities have been met. In education, evaluation and assessment are particular approaches to accountability that summarize how (effectively and efficiently) the responsibility (i.e. the aims of an educational programme) was met. Accountability in adult literacy programmes involves a wide range of stakeholders, including learners; facilitators; managers; communities; local, sub-national and national providers or authorities; overseeing committees and boards; funders; taxpayers and the general public, among others. Each of these stakeholders has different information needs: while facilitators need to know how learners are responding to the programme, programme managers need to know if the programme is working well and policy-makers need to know if the programme is meeting broad goals. Learners, meanwhile, need to know that they are progressing and learning what they are motivated to learn.

To ensure government support and funding, literacy programmes need to demonstrate their effectiveness and efficiency. Accountability can be achieved by developing and following the established and agreed upon quality criteria or standards for evaluation. The evaluation has to assess how well the programme meets a set standard. The *Quality Standards for Adult Literacy. A Practitioner's Guide to the Accountability Framework for the Adult*

Literacy Education System and Core Quality Standards for Programs developed by the Ontario Training and Adjustment Board (OTAB) in 1995 includes guiding principles (belief in learners; respect for diversity; lifelong learning; adequate, appropriate and integrated services), a vision statement (commitment by all sectors of society aimed at universal adult literacy), system-wide objectives and strategies (lifelong learning, learner-centred services, system approach, programme evaluation, recognition of learning, and literacy practitioner training), and core quality standards (OTAB, 1995). After more than two decades, many of these features are still relevant.

However, in the present context (e.g. the Education 2030 Framework for Action and Sustainable Development Goals), an expanded framework that encompasses the following key features of effective accountability is suggested:

- Programme outputs and outcomes (i.e. clearly laid out, differentiated results to be achieved)
- Criteria (relevance, effectiveness, efficiency, impact and sustainability)
- Tools (benchmarks, demonstrations, individual learning plans, components to be incorporated into an inclusive and reliable systematic approach)
- Data (formative and summative – this should be quantifiable to some extent to avoid the risks of generating too much data, or data that is not used or even misused)
- Capacity (building strong and technical capacity at all levels)
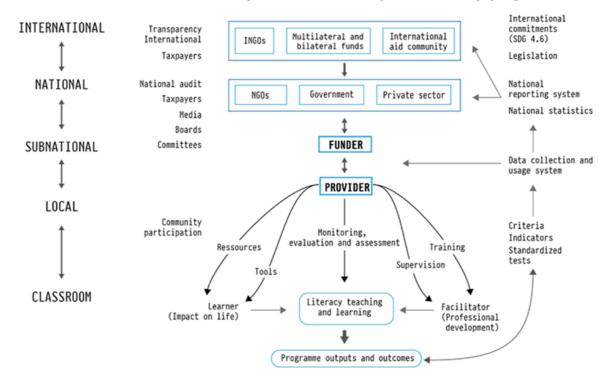- Resources (including financial, human and time resources)

Figure 1: Accountability in adult literacy and numeracy programmes

The framework should consider the actions and interrelationships of the following stakeholders/actors at the different levels (see *Figure 1*):

- **International level**

- o International aid community
- o Multilateral funders
- o National governments and their taxpayers (bilateral funders)
- o International NGOs

- **National level**
  - o Policy-makers (government)
  - o Programme managers (ministries, NGOs)
  - o Funding partners
  - o Civil society organizations and media
  - o Tax payers, employers and general public

- **Subnational (including local) level**
  - o Programme managers, inspectors, trainers, supervisors and pedagogical staff (ministries, NGOs)
  - o Community representatives (committees)

- **Classroom level**
  - o Facilitator
  - o Learner

The different purposes of the actions and motivations of the different stakeholders, their roles and responsibilities, as well as the hierarchies in which they relate to each other are other dimensions that need to be captured in a framework for accountability in literacy and numeracy.

- **International level:** The overall purpose should be guided by internationally adopted commitments such as the achievement of the Education 2030 Framework for Action and more specifically Sustainable Development Goal (SDG) Target 4.6: 'By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy' (WEF, 2016, p.46). International organizations and governments are often led by their own strategic objectives and need to account for public funds spent on aid interventions.

- **National level:** Constitutional, political and legal frameworks provide the broader context for the adult literacy and education work in a country, while the chief purpose should be the achievement of national adult literacy targets as part of national development and education policies, strategies and plans. The national adult literacy targets should reflect the entitlement of all citizens to achieve a minimum level of literacy and numeracy competencies (equivalent to basic education according to SDG 4.6). Taxpayers should be informed about the budget spent and progressive achievement of the targets.

- **Subnational/local level:** The main purpose of the activities of (governmental or non-governmental) managers and technical staff at the subnational level is to adapt the national adult literacy targets to the local context and the end users of the service, namely the learners and their communities. They also need to create conditions that are conducive to the achievement of the targets with the required quality. Representatives of the (organized) community need to participate in the process to ensure the delivery and results of the service against the set (and agreed) standards or criteria.

- **Classroom level:** The purpose of facilitating learners towards their expected academic achievement (as laid out in the prescribed curriculum) is central at this level. However, particularly at the classroom level, a continuous negotiation is required between facilitator/educator and learners to strike a balance

between prescribed learning outcomes and the individual learning targets set by the adult learners themselves.

Accountability mechanisms, structures or systems in adult literacy and education may include the following components (at different levels):

- Special rapporteur on the right to education
- Global anticorruption coalition or movement (e.g. Transparency International)
- Independent Commission for Aid Impact (ICAI)
- National legislation and guidelines
- National Audit Office (NAO)
- Public accounts committees
- National centres for education statistics
- National reporting systems
- Monitoring and evaluation/supervision/inspectorates/quality assurance unit at the ministries of education or NGO at national and subnational levels
- Cross-national and national tests/surveys in literacy and numeracy

Accountability mechanisms, structures or systems are usually set up to address (a) financial accountability (how money is spent and if those expenditures result in value for money), and (b) performance accountability (the quality of the outputs and outcomes of programmes; this involves agreement on what should be measured).

Financial accountability usually relates to how efficient and effective available resources are used. It is also about spending the money on the things/activities that lead to the results funders intended. Concepts of 'value for money' and 'return on investment' have been used mainly by the international aid community, expressing a preoccupation with results for investments made also with regard to efficiency and effectiveness of the use of invested resources.

Performance accountability measures the quality and progress as well as the outputs (e.g. attendance) and outcomes (e.g. learning) of a literacy programme. In addition to the assessment of learning progress/outcomes during the implementation and at the end of a programme, performance accountability can also require providers to measure the impact of a literacy programme on their learners' lives after they have completed the programme (for example if learners have improved their employment status or income situation, if they have taken up a leadership function in a civic agency, or if they have enrolled in further education or training courses).

The following seven interrelated principles to guide the development of accountability systems in adult literacy and basic education emerged from an exchange between members of an expert group drawn from five countries[2]:

- Accountability should focus on the quality of programmes and services that support learning.
- Capacity-building should be a feature of every element and level of the system.
- The system should be based on an explicit theory, with corresponding pedagogies and procedures that recognize the multidimensional and changing nature of literacies.
- A quality system is informed by and responds to communities of practice.

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[2] Juliet Merrifield and Jay Derrick (England), Ralf St. Clair (Scotland), Dave Tout and Jan Hagston (Australia), Alisa Belzer (USA), and Pat Campbell (Canada)

- The system should support innovation and manage risk in a developmental way.
- The system should achieve a balance between developing a common set of standards and meeting the diversity of communities and learners.
- Ongoing research data should be used to inform and improve the system (Campbell, 2007, p. 327–328).

4. Some issues, challenges and trends related to accountability in adult literacy and numeracy

The available literature emphasizes not only the importance of the relational aspect, but also the power imbalances between different actors with regard to decisions and funding (which are closely intertwined). Rather than being an objective matter, accountability is 'constructed in a continuing political, moral, legal and practical dialogue about what social actors can reasonably demand from one another' (Moore, 2006, p. 12, quoted in Houston-Knopff, 2009, p. 1). There is some critique in the literature about a unilateral and limited line of accountability between the funder (e.g. government or international agency) and the provider of the literacy service (e.g. subnational government entity, national or international NGO), with accountability often being seen as the literary service provider's responsibility to the funder (see Merrifield, 1998; Page, 2009; St. Clair, 2009; Houston-Knopff, 2009; Fenwick, 2010). Lines of accountability should instead run in both directions and cover all levels (within mostly decentralized governance schemes): local and classroom level; and subnational, national and, if applicable, international level. This brings the account-giving relationship between different actors more into focus.

Authors from Canada (Eckert and Bell, 2004) report that educators resent having accountability requirements imposed on them when results judged to be important by such systems often conflict with what is important to educators and learners at the classroom level. These systems rely on the assumption that an objective reality composed of variables can be isolated from other variables; the result is a 'one-size-fits-all' approach to assessment. Complaints about the distorting effects of the policy and reporting frameworks that are meant to ensure accountability also come from other countries. These frameworks are said to be imposed and not reflective of realities in the field. Literacy practitioners either deal with them by 'producing the right numbers' by hook or by crook, or are worn down and demoralized by the demands placed on them (Jackson, 2004).

By criticizing a report from the US Department of Education (2003) for (a) propagating 'delusional beliefs' because it presents information that is based on arbitrary benchmarks and tests that are not comparable from state to state; and (b) for dismissing the opinions of learners, Sticht argues that educators and learners are better equipped to decide whether programmes are meeting their needs, and laments that current delusional beliefs about accountability preclude trusting them to make such decisions without outside interference (Sticht, 2004).

Facilitators or educators are often in the crossfire of diverging – and at times conflicting – purposes and interests because they need to juggle multiple accountabilities – to funders, taxpayers, learners, boards of directors, the community, and their profession (Crooks et al., 2008, p. 13). These may be in tension with each other, as when educators' accountability to learners conflicts with their accountability to deliver what programme managers and/or funders want. Likewise, programme managers can find themselves in a clash of interest between funders and their teaching staff who defend learner-centred approaches in the classroom.

Governance relates directly to the issue of multiple accountabilities and how they can be managed. It covers a range of approaches to policy development, service delivery, and management practices. V*ertical governance* works at the national, subnational and local levels. It is hierarchical with a focus on command and control; everyone within this hierarchy has accountabilities to their governing authority. *Horizontal governance* works across units in a single department or agency, between multiple departments or agencies, and across levels of government or across the public, private and voluntary sectors. It values coordination, collaboration, shared responsibility for decisions and outcomes, and demonstrates a willingness to work by consensus. Within this horizontal scheme, each partner is accountable to the other. Research suggests that the literacy field is a good fit for a horizontal approach because it does not fall neatly under the priorities of a single government department or level of government (Page, 2009, p. 8).

Different approaches to accountability across countries have been analysed in studies (St. Clair and Belzer, 2007; Eldred, 2008; St. Clair, 2009), including the extent to which an accountability system is implemented in a 'standardized' or rather 'aligned' manner. The distinction between *standardization* and *alignment* is made by St. Clair and Belzer as follows: the former refers to 'identical provision and process in different locations'; the latter to 'consistent provision and process according to specific contexts' (St. Clair and Belzer, 2007).

Standardization and alignment actually represent two opposites of a continuum where different degrees of standardization with alignment are possible. The national system for accountability developed as a requirement of the United States' 1998 Workforce Investment Act (WIA) is seen by the authors as an example of a pragmatically driven accountability system. It addresses the considerable variation in funding and governance for adult literacy and basic education programmes across the country with the requirement of a standardized accountability system, documented at the programme level and reported to the US Department of Education.

Unlike the US case, the UK approach to accountability in the Skills for Life programme established in 2001 is a mixed one. While it created one of the 'most standardized and aligned' as well as 'one of the most complicated' systems of adult literacy and numeracy education, the local emphasis and cohesion of this system was in tension: 'It takes enormous political will to resist authoritarian over-centralization while also resisting potential fragmentation of the system' (St. Clair and Belzer, 2007, p. 4).

Scotland, however, has a national system for assessment and accountability in adult literacy and numeracy provision that clearly tries to avoid standardization, aiming instead for consistency and alignment. The development of a systematic national approach to accountability and assessment was driven by Adult Literacy and Numeracy in Scotland (ALNIS) and was presented as an opportunity to develop a coordinated approach. With its relatively high degree of alignment, it is driven by the philosophy 'that learners, many of whom have poor educational experiences in the past, are given opportunity to develop their own learning and self-determination by controlling their literacies development' (ibid.).

One of the findings of this international study is that national accountability systems tend to authorize one perspective over all others, which has implications for a limited or extended view of what is valued, what is counted, and what will likely get the most attention (and funding) in practice. The tension lies between an instrumental perspective that limits the potential of literacy to play a role in many kinds of personal and social changes, and the required narrowness that allows for more focused, concrete goals and more systems alignment. Making such choices in a top-down manner or through implementation mechanisms prescribed in detail discourages serious rethinking and continuous adjustments of the literacy purposes, fostering 'business as usual' instead (ibid., p.5).

The increasing trend of standardization in accountability systems and approaches raises the question about the ability of such systems to be responsive to diversity. Performance accountability systems that are easy to

interpret and handle for reporting purposes often sacrifice complexity for the sake of efficiency, giving a reductionist view of literacy and learning outcomes. However, in the case of Scotland, which avoided standardization except in efforts to align definitions of literacy, the learner-centred system was criticized by evaluators because assessment was not serving as an effective way to monitor progress or track learners' progression. These findings led the authors of the comparative study to conclude that 'systems initiatives aimed at documenting or improving outcomes must weigh costs and opportunities of being more or less prescriptive, urging conformity, and seeking the concrete' (ibid.). So while an aligned system offers advantages to all involved actors, not knowing what the information gathered will actually be used for (as was the case with the countries above), makes it 'hugely costly – in many ways – with little clear benefit' (ibid., p. 6).

By analysing the UK accountability experience with the Skills for Life programme, Janine Eldred problematizes the multi-choice test that was used for measuring success as a one-size–fits-all approach that may 'miss the point entirely of what we're trying to do and account for'. While the notion of literacy and numeracy has become increasingly complex and there are different understandings and approaches to the concepts, it would make sense to use different (complementary) forms of measures of success tailored to different purposes and audiences. Eldred advocates the use of a holistic approach to evidence gathering (assessments, witness statements, etc.), informing and educating stakeholders about the nature of literacy and numeracy, and harnessing technological solutions and self-regulation of organizations (asserting that they know how to be successful and how to respond to their communities and should be trusted to get on with it). The suggested way forward includes questions frequently asked of the system by its stakeholders (Eldred, 2008).

While the tensions and critiques summarized in this section only represent the debate of a small number of adult literacy researchers and practitioners from a few countries, at the international level we can observe a shift of focus in monitoring and evaluation systems 'from compliance to performance' to help enhancing government accountability. Learning outcomes have become an area of growing concern at all levels using the results of assessments to maintain and improve the quality of the service. Some of the trends identified in a recent study on monitoring and evaluation of education systems (UNESCO, 2016) seem to be reflected in the examples described in the following sections.

5. Monitoring and evaluation as accountability mechanisms in adult literacy and numeracy programmes

Having outlined the broader framework of accountability and typology of mechanisms, this section focuses mainly on the monitoring and evaluation of adult literacy programmes. Monitoring and evaluation are usually (closely interrelated) components built into every programme management system; that is, procedures and methods that are relevant at all levels of adult education. Such in-built monitoring and evaluation strategies, systems and practices should become 'everyone's business' by cultivating related habits. As a regular means of accountability, monitoring should be carried out on all units and localities involved in the programme, and its accuracy verified by spot-checks or audits. While formative evaluation is dedicated to identifying and diagnosing problems in the programme's operation, summative evaluation is primarily concerned with establishing opinions about the programme as a whole (Easton, 2006).

The guiding questions for this section include: What aspects of programmes, inputs, processes and outcomes are being assessed? Which institutional, organizational and personnel structures/arrangements are used for monitoring and evaluation? Who are the main actors involved in monitoring and evaluation? How are 'class visits' and 'field visits' done, what information is gathered and how is it used? How are adults' learning outcomes

assessed? How is the impact of adult literacy and numeracy programmes on learners' lives measured? How can accountability efforts in adult literacy programmes be boosted through social participation?

For this analysis, the available information on monitoring and evaluation from more than 200 adult literacy and numeracy programmes from all world regions published on UNESCO's Effective Literacy and Numeracy Practices Database (LitBase) was reviewed (see http://www.unesco.org/uil/litbase/ and the Annex).

One of the general observations that can be made is that all reviewed programmes have some monitoring and evaluation activities and/or systems in place which are usually part of the programme management and implementation cycle. In some cases, monitoring and evaluation is equated with 'quality assurance'. A few programme descriptions even mention the existence of a monitoring and evaluation framework, plan or strategy as well as performance indicators. Programmes increasingly use a results-based management approach, which means that progressive targets are set in line with the programme's objectives and the achievement of these targets is then monitored and evaluated. This trend is mainly due to international funders/donors who expect results-oriented monitoring and reporting. Many externally funded programmes have undergone evaluations by independent consultants (at times local or international NGOs are contracted for this purpose). This external evaluation is a requirement set by funders and is usually managed and paid for by them. In some cases, involving international NGOs (e.g. GILLBT Literacy Programme, Ghana), a donor representative travels from abroad to participate in the evaluation of the programme together with the national team.

Most programmes produce monthly, quarterly, midterm or/and annual reports. In some cases, the end of the year report includes good practices (e.g. Integrated Women's Empowerment Programme, Ethiopia). Narrative and financial reports are usually submitted to funders/donors once a year. At times, financial reporting includes yearly external audits carried out by an international audit organization (e.g. Associação Progresso, Mozambique). To be accountable to stakeholders, the wider public, government and civil society, some non-governmental providers produce periodic publications, such as annual reports. Reports on midterm and end-of-project evaluations are also widely shared (also online). These publications highlight the major achievements and challenges of the reporting period and consider how any problems encountered can be addressed (e.g. Literacy and Adult Basic Education, Uganda; Family Literacy Project, South Africa).

Which programme aspects are monitored and evaluated?

Monitoring of adult literacy programmes focuses mainly on process- and outcome-related aspects. The (final internal and/or external) evaluation of programmes encompasses input, process and outcome aspects to allow for a comprehensive overview. The Functional Adult Literacy (FAL) Programme of the Government of Uganda can serve here as an example: FAL together with partner NGOs undertakes extensive monitoring and evaluation exercises. Reports from midterm evaluations are used to review and improve the programmes in each district, while end-of-term evaluations are presented to authorities and donors who will then decide whether or not to grant further funds to the scheme. The evaluation process, which starts with a workshop to develop a common understanding of the exercise and evaluation criteria, covers the following aspects:

- Access: whether or not the target group is being reached; number of learners enrolled; number of functional literacy classes.
- Quality: availability and relevance of learning and instructional materials; number of trained and active instructors; local methods of evaluating attainment; number of learners demonstrating competence in basic skills.
- Efficiency: efficiency of financial resources; institutional capacity; links with other local and national institutions.
- Equity: participation of learners and the compositions of learners' backgrounds.

- Impact: utilization of skills learned outside of classes; changes to peoples' lives and living conditions; changes in learners' attitudes towards modern views on issues such as human rights, environmental conservation and health risks.

Another example comes from Colombia: The North Catholic University Foundation carries out annual non-experimental evaluations on their PAVA (*Programa de Alfabetización Virtual Asistida)* programme; this is designed to assess three of the programme's features: (1) pedagogical aspects, such as student learning and progress, relevance of the programme to personal, family and social development; (2) organizational aspects, such as the quality of infrastructure (e.g. classroom and computer labs), student attendance and drop-out rates, the role of the manager and coordinators of the foundation; and (3) training of facilitators – that is, the quality of the pre-service and professional development trainings, the performance of facilitators in teaching literacy and general content to facilitators, and the associations between the training sessions and student learning.

A third example is from Chile: The Lifelong Learning and Training Project (Programa de Educación y Capacitación Permanente, Chilecalifica) of the Ministries of Education, Economy and Labour; the National Service of Training and Employment (Servicio Nacional de Capacitación y Empleo [SENCE]); and the Chile Foundation (Fundación Chile) employ information systems that include data about all students, such as class frequency and test results. The process and results indicators used in the monitoring include, among others, enrolment rate, completion rate, repetition rate, exam no-show rate, drop-out rate, student information (e.g. gender, age, socioeconomic status), class schedule, methodology and exam results.

Other analysed examples show that programme outcomes are often evaluated against previously defined indicators or criteria. Key performance indicators typically relate to learner participation, academic attainment, and quality of the service. Sometimes indicators go beyond this and include the longer-term impact on learners. For example, indicators used to judge the effectiveness of the programme include the number of adult learners enrolled, the number enrolled who go on to secure employment, and whether learners feel they have been empowered and involved in decision-making processes (e.g. Kenya Adult Learners' Association, Kenya).

Which institutional, organizational and personnel structures/arrangements are used for monitoring and evaluation?

Mainly governmental programmes use education ministry structures and staff at the subnational levels to pay supervision visits to the literacy classes and take care of monitoring and evaluation. In some cases, staff from the formal education system at local levels also supervise (non-formal) adult literacy teachers. Most governmental programme providers have specialized units or departments for monitoring, evaluation and research at the national level. Major NGOs (e.g. Tostan, Senegal) have also established such departments in acknowledgement of increased specialization and the amount of work involved. Some national (non-governmental or parastatal) agencies have established their own quality-assurance policies and procedures (e.g. National Adult Literacy Agency, Ireland).

In decentralized governance schemes, several layers of monitoring and evaluation structures may be involved. For example, the joint Malagasy Government-United Nations System Programme created a national Council for Guidance and Validation that is complemented by a provincial piloting (steering) committee in each province; the Agency for the Fight Against Illiteracy (Agence Nationale de Lutte Contre l'Anaphabétisme [ANLCA]) in Morocco also established steering committees for monitoring and evaluating the literacy programme activities at national and decentralized levels.

The Austrian Initiative for Adult Education of the Ministry of Education and Women's Affairs, which is implemented in cooperation with Austrian federal states, set up a monitoring board to supervise processes, as

well as results, which are published regularly in monitoring reports. Providers who work with different local partners but account on external funding also implement internal audits (usually once a year) to control the use of funds allocated for each partner and to strengthen financial management capacities (e.g. Federation of Associations for the Promotion of the Guéra Languages [Fédération des Associations de Promotion des Langues de Guéra; FAPLG], Chad).

In the case of the AlfaSol Programme of the Brazilian NGO Associação Alfabetização Solidária, partner institutions of higher education supervise and monitor literacy courses at the local level. Monitoring and evaluation is based on visits to the cities in which the courses are implemented as well as distance follow-ups. The Riecken Foundation, active in Guatemala and Honduras, contracted the services of an outside consulting firm to help establish permanent short-, mid-, and long-term monitoring and evaluation tools. The purpose of the planning, monitoring and evaluation system developed for the Riecken Foundation is to enhance its capacity to collect, analyse and learn from data about its own capacity and programmes as well as about the capacity and programmes of the community libraries that it seeks to strengthen.

Who are the main actors involved in monitoring and evaluation?

During the implementation of an adult literacy and numeracy programme, the main actors involved in monitoring process-related aspects are facilitators and their learners. Other actors are also involved, supervisors being the most important ones. When it comes to mid-term and final evaluations, more actors come into play.

Monitoring learning progression is the primary responsibility of facilitators. It is done through observation, focus-group discussion, and qualitative assessments of individual learners' progress and achievements by, for example, reviewing workbook-based daily exercises. Facilitators are also usually requested to record learner attendance.

Continuous informal feedback is also often provided by learners to their facilitators. Learners may, for example, evaluate a programme using a 'learning feedback diary' (LFD), which details their learning experience and suggests ways of improving the programme. This LFD approach is used in the Philippines by the People's Initiative for Learning and Community Development. While facilitators are encouraged to hold ongoing and open discussions with adult participants in order to gauge and incorporate their views and aspirations into the programme, feedback forms can also allow participants to evaluate the programme anonymously. For example, participants of the Irish programme Help My Kid Learn can anonymously rate activities on a scale of one to five, which allows the National Adult Literacy Agency to gather feedback from users on the quality of the learning activities.

Village or community education committees can also play an active role in programme evaluation. For example, in Niger, village literacy committees have been set up by the Directorate of Literacy and Adult Education Programmes to monitor local literacy centres. Learners are also invited to critically reflect on their experiences, the strengths and weaknesses of the programme, and its significance in their lives as well as in the community.

How are 'class visits' and 'field visits' done, what information is gathered and how is it used?

Class visits are used to monitor and supervise teaching staff. The quality of services, closely related to professional development of facilitators, is monitored through (announced or unannounced) visits by supervisors, school directors or local literacy coordinators, and are often combined with an in-service training purpose. The frequency of these visits ranges from weekly to twice a year; however, providers of adult literacy and numeracy programmes featured on LitBase report that regular monitoring through class visits is facing serious challenges due to poor (financial and personnel) resourcing and limited mobility in rural areas.

On-site observations of the teaching-learning processes, focus group discussions with learners, interviews with community members and meetings with facilitators are listed in the programme descriptions are among the strategies used during field visits. During these field visits supervisors see, for example, that classes are conducted and learner attendance is recorded; they further ensure facilitators are following the programme curricula; verify learners' progress; evaluate the performance of the facilitator; review pedagogical documentation (technical documents, participants lists, timetables, attendance rosters, monthly reports and agendas) to ensure the learning process is in line with government policies and strategies; and ensure appropriate procedures are being followed and that suitable and sufficient resources are available to participants.

In the case of DALN, the National Literacy Directorate in Senegal, a peer approach is used to monitor the performance of facilitators. Monitoring is also carried out by means of so-called 'educational animation cells': sessions in which teachers and facilitators from the same region meet and practise a lesson of their choice. The innovative feature of these sessions is that they are interactive and collaborative: the facilitators are in charge of the session and have the opportunity to demonstrate on a subject of interest among the contents of the programme. Later, they receive feedback and a performance assessment by their colleagues in order to improve their knowledge and skills in a practical, collaborative way.

A field visit is usually undertaken by higher-level authorities to monitor local and classroom-level activities and personnel within a decentralized governance scheme. Such field visits are also used to train the local staff at provincial level (e.g. Action for Inclusive Education in Madagascar [ASAMA]). Supervisors performing field visits also travel around the country to share best practices among communities and help organize inter-village meetings and regional events (e.g. Tostan, Senegal). In the case of the non-governmental development organization Dhaka Ahsania Mission (DAM, Bangladesh), the central management team (programme officers, programme coordinator and the director) performs inspections to assess the management, networking and learning support programmes of community learning centres. Following field and central office analysis of the reports and visit findings, the local centres receive feedback with regard to their activities.

Information about how the information is documented, shared and used after such class and field visits is not readily available. However, in the case of Alfalit International in Liberia, evaluation forms are submitted to the office of training, monitoring and supervision, while monitoring and evaluation (M&E) forms are kept at the organization's head office. Data from M&E forms are also entered into a database for further analysis.

Computer-supported systems have also been established by governmental providers to monitor, evaluate and manage the key activities of the project or programme (e.g. EBJA, Ecuador). Documentation of programme progress (monitoring) is also done through follow-up cards which are filled out and analysed. Learners also give feedback orally, through interviews. Following feedback and analysis, reports are written.

In the case of Chile's Chilecalifica programme, data is stored and analysed by the Central Level of the Ministry of Education (Nivel Central del Ministerio de Educación). Monitoring data is entered into the system by staff from the institutions that provided the education services; this includes updated information about facilitators, student and group learning progress, didactic activities implemented by monitors with descriptions and goals, and a monthly report. The data for monitoring results comes from the written exams students take after the completion of their studies, and are entered into the system by the accredited schools that carry out the examinations.

How are learning outcomes assessed?

Learner assessment is done through a range of diagnostic, formative and summative strategies; these include written and oral tests, presentations, and self- and peer assessments. Learners are often assessed before and after training, enabling supervisors to see how much has been learned. Some programmes also organize workshops to evaluate the success of new ways of learning (e.g. CORDIO East Africa, Kenya, which introduced information and communications technology [ICTs] for teaching literacy and numeracy).

In many cases, and above all in the Global North (and particularly in Anglophone countries with national qualifications frameworks), standardized national (or even cross-national) assessment frameworks and tools are used to assess achievement in literacy, numeracy and language. The use of these standardized approaches is linked to public funding and eligibility for future funding: using the Comprehensive Adult Student Assessment System (CASAS) is a requirement of government funding in the USA for providers of adult literacy and numeracy programmes, for example. CASAS is a competency-based assessment system, used nationally and validated by the United States Department of Education and Department of Labor.

Standardized testing is not always the best method of assessment however. When such examinations were imposed by the Ministry of Education on participants of the Liberian Teacher Training Program (LTTP) in Yemen, for example, several of the older students refused to attend class when supervisors visited or when the teachers scheduled an examination. This, in turn, had a negative and distorting impact on the rates of completion and skills acquisition.

And yet in recognition of the importance of official certificates, many (non-governmental) literacy providers endeavour to accredit their curriculum and assessment tools with the relevant ministries of education (e.g. Alfalit, Liberia). In New Zealand, for example, several criteria must be met for programme and degree accreditation; these include having appropriate facilities, financial resources, qualified teaching staff, support staff, a commitment to research, transparent regulations and no barriers to entry.

Assessments ('tests') are usually implemented by the facilitator; however, there are also cases in which the supervisor (rather than the facilitator) oversees the final exam to determine if learners are ready to move to the next level (e.g. Federation of Associations for the Promotion of the Guéra Languages [FAPLG], Chad). In some cases, final exams are taken online and the exam questions are generated randomly for each district (e.g. Literacy Movement Organization [LMO], Iran; Education Model for Life and Work [MEVyT] and National Institute of Adult Education [INEA], Mexico). In others, universities participate in learner assessment, and conduct pre- and post-tests and even household surveys (e.g. research by Tufts University in association with Catholic Relief Services, Niger). International NGOs often support and train local staff in the administration of the assessment tools (e.g. CODE-Ethiopia).

Instead of a final exam/test, the South African Kha Ri Gude ('Let Us Learn') literacy programme uses learner assessment portfolios (LAPs), which consist of a booklet with standardized test items that are applied flexibly at a learner's pace: whenever the learner is ready to take the next step, he or she is doing the test task. Completed LAPs are marked first by the facilitator against given criteria, then checked and signed off by supervisors, and finally by coordinators before being returned to the campaign headquarters, where the marks are analysed for quality assurance purposes. Under the direction and technical guidance of the independent South African Qualifications Authority (SAQA), a representative sample of 10 per cent of LAPs is revised to determine the level of reliability of this proof of evidence and provide credibility to the process. This is a very comprehensive and complex process which contributes to a final report and to record the achievements of the successful learners on the National Learners' Records Database (NLRD). This, in turn, together with an analysis of the results by language, district, and age-cohort, provides important information to improve Kha Ri Gude's focus.

Other programmes (e.g. Family Literacy Project [FLP], South Africa) also use innovative approaches to assess learning achievements; these include storytelling, photographs and stories, focus groups, interviews and group member input. The French Lutte contre l'Illettrisme ('Fight Against Illiteracy') programme implemented by the Savoirs Pour Réussir Paris Association organizes mid- and end-of-course evaluations where participants are assessed on autonomy, confidence, motivation, daily life interactions with other people, cognitive development and savoir faire. This enables the impact of the programme on a young person's life to be more accurately measured.

The standardized questionnaire used by the UK's Prison Family Learning Programme (PFLP) is also a reflective process: learners are asked to identify and highlight what they have learned, the impact of the programme on their lives and well-being, and the challenges they faced during the entire learning process. They are also asked to make suggestions on how to improve the programme based on their learning experiences.

How is the impact of adult literacy and numeracy programmes on learners' lives measured?

Some programmes have also carried out impact studies to measure the impact of the programme on their learners and their communities (e.g. IQRAA, Algeria) involving doctoral students in this activity (e.g. Association Ibn Albaytar, Morocco). Alfalit International, Liberia, tracks the impact on learners in a systematic way: to determine how the programme has impacted the life of the individual learner and the community in any meaningful way, a profile of each learner is created at the outset of the programme. Information is then gathered during the learning period, again once the learner has completed the programme, and finally several years later. In this way Alfalit is able to ascertain the impact literacy has made on learners' lives and, more generally, throughout their communities and wider society. The Adult Literacy Programme of the National Women's Council in Madagascar, meanwhile, interviews the families of participating women – in addition to the women themselves – in order to evaluate the wider impact of the programme, while the Tanzanian Integrated Community-Based Adult Education (ICBAE) programme pays home visits to graduates to enquire how knowledge and skills acquired during the course are being used.

How can accountability efforts in adult literacy programmes be boosted through social participation?

Participatory approaches, social mobilization and committees with multi-stakeholder representation are common features in a number of literacy programmes. Community forums have proven to be a great resource for community organizing, empowering and producing a sense of ownership for participants as they become actively engaged in the implementation of literacy classes, including in monitoring and evaluation (e.g. Alfabetização Feminina em Angola e Moçambique [FELITAMO], Mozambique). These community forums are frequently complementing the 'official' or management structures to perform roles such as consultation, guidance and validation.

A good example of this comes from Direction de l'Alphabétisation et des Langues Nationales (Directorate of Literacy and National Languages [DALN]) in Senegal, where questionnaires are submitted to local communities after every annual course in order to gather information about the level of satisfaction, the challenges experienced, and recommendations for the future. In the case of local villages, the person in charge of submitting this questionnaire is the chief or mayor of the village. Facilitators, management committees and facilitators of PNEBJA-TIC (the National Education Programme for Illiterate Youth and Adults through ICT) also provide feedback.

In India, the NGO Rural Litigation and Entitlement Kendra (RLEK) organizes an annual *shaksharta mela* (literacy fair), where members of the community have the chance to show off their newly acquired reading and writing skills before the public and press.

6. Monitoring and evaluation as mechanisms to strengthen accountability in adult literacy and numeracy: examples from selected countries

The following section describes various innovative approaches to dealing with specific aspects of accountability; these include governance, public expenditure tracking, teacher codes of conduct and incentives for community participation in programme management, the use of new media, learner networks, and broader legal methods of redress. While a number of these approaches entail attempts at making monitoring and evaluation information available to the public, not much evidence is available on the impact that this has on improving delivery and quality of service. With regard to securing allocation of financial resources, only in the case of South's Africa's Kha Ri Gude programme is there an indication that that the ability to demonstrate high levels of transparency and accountability contributed to more government willingness to invest in literacy campaigns.

The following examples from selected countries do not cover the entire monitoring and evaluation systems, but rather address specific policies that seem to strengthen financial and performance accountability. These examples could therefore be seen as 'good practice'.

The 'Tutela Action' from Colombia illustrates a special case where a legal tool was created to enforce the public responsibility of a constitutional right to adult literacy and education. The first set of the following examples from Brazil, Indonesia, South Africa and India rather focus on the financial dimension of accountability by developing transparent financial management and resource distribution systems, which partly allow interested parties – or even the general public – to online access related information. The second set of examples from Australia, Canada, Germany, Pakistan, and the Philippines (in addition to partly India) rather emphasize the performance dimension of accountability covering both output related aspects (e.g. learner participation, average attendance per class, number of centres, etc.) as well as outcome related aspects (e.g. learner's progress, learning outcomes). The examples from Mozambique and Nepal represent again special cases as they are making use of community monitoring and social control/audit as approaches to increase transparency and accountability as well as to ensure the impact of their literacy programme with regard to desired change. Such approaches are expected to contribute to awareness-raising, acceptance of responsibility, strengthening of ownership and the development of a 'culture of accountability'.

Colombia: Acción de tutela *as a legal tool to the right to adult education*

Youth and adult learning (including literacy) in Colombia is regulated by Decree 3011 from 1977, which establishes that every Colombian aged 15 and over who is —not able to read and to write and did not complete basic or secondary school is entitled to an education, in any official public institution that offers this modality. These education programmes are financed by the national budget as long as the student is enrolled in an official educational institution (Franco and Medrano, 2010).

In some Colombian territories, however, local governments claimed they lacked the resources to provide educational services: in 2011, for example, the governorate of the Department of Nariño and the Ministry of Education suspended adult education programmes for this reason. In reaction to this, several students placed an *acción de tutela* ('writ of protection of fundamental rights', a legal tool used to enforce constitutional rights such as that to education) demand before a judge, insisting the state was violating their constitutional right to education.

The *acción de tutela* dates back to 1991 and was developed to help citizens protect their fundamental constitutional rights. Anyone who feels their rights are being violated may directly (without the need of a lawyer)

file an *acción de tutela*, particularly when there is no other legal action that can be used to prevent the violation from continuing. Judges are obliged to give priority to *acciónes de tutela*, which are decided within 10 days.

In the Nariño example, the initial judgement was made against the students by the judge of the Department of Nariño; however, the case moved for revision to the constitutional court, where judgment T-428/12 was passed establishing that education is a fundamental right and that the state could not claim it lacked the resources to continue providing the service (Corte Constitucional, República de Colombia, 2012). This set a precedent: every Colombian can now go to court and submit an *acción de tutela* should they be denied access to education; services are then provided immediately. Spreading this information among potential users of the adult education services is a powerful way to put pressure on local government authorities.

Brazil: Transparency through public internet platforms

The Literate Brazil Programme (Programa Brasil Alfabetizado [PBA])[3] is a joint venture between the secretariats of education at state and municipal levels, universities, and private organizations. PBA is a targeted resource distribution system that operates through contracts with partner entities. These contracts are devised within the institutional framework of the programme, which is defined every year through governmental resolutions. Four main aspects included in these resolutions are highlighted with regard to their importance for the programme management: (i) definition of selection criteria for partner entities; (ii) determination of counterpart to be contributed by partner entities and reasonable penalties in case they are not fulfilled; (iii) definition of criteria for the distribution of the resources allocated to the entities; and (iv) design of the information system of the programme.

The fourth aspect is not only related to the timely availability of data through a national database – Sistema Brasil Alfabetizado ([SBA]; http://brasilalfabetizado.fnde.gov.br/) – but also to the information flow within the programme. It includes implementation phases and analysis of SBA data, as well as details of the administrative registry (i.e. information about literacy learners, literacy teachers, classes and partner entities). Once partner entities have been selected, the first phase consists of registering the contracts (SBA1). Information includes registration data of the entity, number of learners per unit and per municipality, and data of facilitators and their learners. Once the classes start, the second phase of data entry (SBA2) consists of data on each class group, individual learners and facilitators. At the end of a programme cycle, the third phase aims at accountability and final reporting on implemented literacy activities. In a recent policy research brief on the PBA programme (International Policy Centre for Inclusive Growth, 2016), SBA was deemed to be 'probably the only database of its kind in the world' (ibid., p. 2).

Unfortunately, the internet platform the Ministry of Education had established in 2003 with key data made accessible to the general public was not further updated after 2007. As a 'tool of transparency and social control', *Mapa do Brasil Alfabetizado* (http://brasilalfabetizado.fnde.gov.br/mapa/)[4], comprises information on learners, facilitators, partner entities and the location and schedule of each scheduled class (Henriques et al., 2006).

Indonesia: Fund allocation following assessment by a national accreditation board

The Indonesian Ministry of Education and Culture developed a national accreditation board for non-formal and informal education for the implementation of AKRAB, a national literacy programme which is outsourced to

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[3] UNESCO LitBase http://www.unesco.org/uil/litbase/?menu=16&country=BR&programme=50 (2009)

[4] Unfortunately inaccessible at this moment [17 January 2017].

different providers at the decentralized level. All institutions and organizations involved in the delivery of AKRAB are assessed by this independent board for their eligibility to participate in the programme and issue certificates. Accreditation by the board is fundamental to organizations' proposals and applications for funding from municipal authorities.

The accreditation board works independently. Assessment of a non-formal education programme and/or institution is performed using eight national education standards; these include (1) content (curriculum), (2) process (teaching/learning), (3) graduate competency, (4) personnel achievement, (5) facilities, (6) governance, (7) finance, and (8) evaluation. Whether or not to accredit an institution or organization (i.e. Community Learning Centre) is decided in a plenary meeting attended by all members of the national board.

South Africa: outsourcing of management services to a private company

Kha Ri Gude (Let Us Learn) Adult Literacy Programme[5] (KGALP), an integrated and multilingual mass adult literacy campaign, was launched in April 2008. It is a government initiative (Department of Basic Education) funded by the national treasury. The Department of Education also enlists the help of a private company, the Business Innovations Group*,* which is responsible for procurement of learning materials and human resource management (including registering and paying monthly salaries for up to 40,000 volunteers), carries out financial accounting, reporting and, most importantly, maintains learner and educator databases. At peak times it hires up to 60 people to capture the data from reports coming into the system. The Business Innovations Group also oversees the logistics company that is responsible for disseminating learning materials to some 37,000 sites and collecting monthly reports and completed Learner Assessment Portfolios (LAPs) from approximately 40,000 classes.

The logistics company has been contracted by the managing agents to ensure the collection and storage of all materials, reports and Learner Assessment Portfolios. The logistics company has 80 permanent employees but in the period before the start of classes every year, it hires 1,000 packers, drivers and off-loaders to make sure that the correct material arrives at the correct time at the correct sites in the correct languages and in the correct quantities. A large warehouse is used to store all reports, Learner Assessment Portfolios and other documents (after they are scanned): these records are required to be kept for a number of years by the national treasury.

Every aspect of data collection (registers, monthly reports, LAPs) is linked to the data required to enable payments to be authorised. In other words: No data, no money. This has contributed to high levels of achievement against the campaign goals and accountability in terms of payment against results. KGALP runs smoothly thanks to a highly professional management team and an efficient data collection and management information system. All of this does of course come at a price – but it seems to pay off: good performance in frequent audits for transparency and accountability in the use of public funds has ensured government willingness to continue investing in the campaign.

The management of logistics, finances, records and data for KGALP was found to be exemplary. A well-orchestrated system is in place to support the campaign, which is able to guarantee the delivery of huge volumes of materials, the capture and storage of all data, and the different contractual, financial and human resource management aspects. The data management system was particularly impressive: developed on a Lotus Notes platform, it provides timely information on registration (volunteers and learners), attendance, stipends, learner assessments, remuneration, procurement, the document library, import/export, and administration. It facilitates reporting for purposes such as management, planning, monitoring, accountability, and public relations work, and constitutes an indispensable investment to run a campaign of this size successfully (Hanemann, 2011).

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[5] UNESCO LitBase: http://www.unesco.org/uil/litbase/?menu=13&country=ZA&programme=69 (2016)

India: enhanced accountability through a transparent financial management system

The Saakshar Bharat Mission[6] was launched by the Government of India (Department of School Education & Literacy, Ministry of Human Resources Development) in September 2009 to promote adult literacy and education, particularly among women. Accountability, transparency and decentralisation have been essential features of the planning and management process. The total budget for the programme between 2009 and 2012 was US$1.2 billion, with the national government providing 75 per cent of the costs and district governments covering the remaining 25 per cent. The allocation of these funds for basic literacy was based on the number of non-literate adults in each district. All districts with an adult literacy rate of 50 per cent or lower (according to a 2001 census) were covered under the programme.

The mission devised a comprehensive, transparent financial management system that enhanced accountability, ensured uninterrupted availability of funds, and facilitated regulation and monitoring of the flow of resources. To achieve this, a customized Funds and Accounts Management System (FAMS) was established comprising a fund-flow system, customised banking system, and online accounting and management information systems.

The fund-flow system removes the need for manual reports (expenditure details are available online) and ensures the real-time monitoring of available funds to every implementing agency. The system also allows identification of good performers in terms of expenditure. The online accounting system ensures the mission's implementing agencies receive grants when required, that funds are not left unused, and that the executing agencies maintain regular, trustworthy accounts.

This web-based funding system is unique. Saakshar Bharat manages the funds through two bank accounts: (1) a savings account held by State Literacy Mission Authorities (SLMAs), which is used to receive grants, interest and donations and to issue authorization to all implementing units; and (2) subsidiary accounts belonging to all implementing units within the decentralized system – namely, SLMAs and various panchayats (village councils) – which enables them to receive authorization from the main account and to spend money. The old scheme of physically transferring funds to each implementing unit was replaced with FAMS[7], which allows the National Literacy Mission Authority (NLMA) and the Ministry of Finance to track expenditures corresponding to the literacy campaign. Logins are required to access FAMS, although some information is also made public, such as balance sheets and income and expenditure reports (albeit with no dates).

This FAMS system is complemented by a web-based monitoring system to track also progress of learners. However, the database is not providing learners a unique identity number as the only way of genuinely tracking particular learners. The quantity of learners progressing through and completing the programme is simply captured in numbers. These would not tell us, for example, if the same learners who started a course are also passing the final exam.

The efficient management of the Mission is dependent on robust real-time monitoring. Each level of governance is responsible for the monitoring and evaluation of all units beneath it. There is great complexity in the managing of Saakshar Bharat Mission due to its magnitude: nearly 200,000 implementing agencies are involved. To cover such a large base, the National Informatics Centre (NIC) developed WePMIS, a web-based planning and monitoring information system which allows adult education centres to keep information about course

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[6] UNESCO LitBase: http://www.unesco.org/uil/litbase/?menu=14&country=IN&programme=132 (2013)

[7] http://fams.saaksharbharat.nic.in/ (2013)

progression, tutors and learners, and efficiency in evaluation up to date. Since 2011, all online data has been made accessible to the public, which encourages engagement in and an understanding of progress within a given area. It also facilitates public feedback by providing information about enrolled learners, including assessment and certification. Using the online feedback system, the situation on the ground can be accurately evaluated and corrective interventions implemented. Training in WePMIS has been provided to users at all levels, and e-infrastructure such as computer and broadband connectivity has been provided up to the block level. These facilities still need to be extended to the village level.

Australia: independent verifier for quality assurance with learner participation

The Australian Language, Literacy and Numeracy Program (LLNP),[8] of the Department of Industry, Innovation, Science, Research and Tertiary Education is flexible yet achieves measurable outcomes. In order to make this happen, LLNP developed a performance and quality assurance framework. Key performance indicators (KPIs) for providers are relating to learner participation, attainment and quality. The quality assurance is undertaken by departmental contract managers located at the local level that is in each state/territory. State contract managers undertake desktop and site-monitoring to ensure appropriate procedures are followed and suitable resources available to participants.

In addition to Contract Management, the department contracts an Independent Verifier (IV) to undertake quality assessments of providers. The IV provider conducts reviews of the quality of assessments undertaken by the provider. The IV compares evidence of assessments undertaken to actual LLN improvements against the Australian Core Skills Framework (ASCF). The IV samples learner assessments that include pre-training assessments, individual training plans (ITPs) and portfolio work. Learners who engage in work experience are also part of a quality verification process, which compares their experience with the learning outcomes from their ITPs.

Independent verifiers also provide annual (or as required by the department) professional development workshops which focus on the assessment tools used and applied by the providers. This allows the government to see whether assessments undertaken by providers are comparable nationally. Contracted providers use an online database to record training activities. This database also provides payment to providers for services delivered and information on provider performance.

Canada: 'Connecting the Dots' project on interactive/mutual accountability in adult literacy

Connecting the Dots[9] was a 2008/09 Pan-Canadian initiative on accountability and adult literacy that consisted in a number of research projects and a final symposium in 2009 to review the findings. One of the proposals emanating from the discussions was to develop a two-way flow of accountability between funder and provider that supports both decision-making and feedback to inform programme delivery and performance. This notion of interactive accountability was defined by the Auditor General and Treasury Board of Canada as 'a relationship based on the obligation to demonstrate and take responsibility for performance in light of agreed expectations' (St. Clair, 2009, p. 11; Page, 2009, p. 7).

'Mutual accountability' applies the idea of mutuality to the relationship among the various actors or partners involved in accountability. It further supports the idea of negotiation, discussion and consent to address issues

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[8] http://www.unesco.org/uil/litbase/?menu=14&country=AU&programme=133 (2014)

[9] http://www.centreforliteracy.qc.ca/projects/literacyandaccountability

of inequalities of power inherent in any system (Merrifield, 1998). In general terms, mutual accountability reflects an approach that puts the relational dimension of mutuality and collaboration at the centre rather than a controlling approach of blame and surveillance. Indicators of mutual accountability might include, for example, that negotiations between the funder and funded take place in a transparent and respectful manner; that human and financial requirements needed to accomplish tasks are adequate; and that expectations, outcomes and reporting requirements are jointly derived (Page, 2009).

While there was agreement on the necessity of accountability, providers and funders appeared to differ on the focus of accountability processes, what is measured, and the manner in which those processes are planned, conducted, and reported on. The symposium put forth five underlying principles in support of good accountability practices which were identified from project findings (Page, 2009):

1. Accountability builds public trust and goodwill and demonstrates programme effectiveness.
2. Accountability exists in multiple contexts resulting in a variety of measurements that define success.
3. Understanding the needs and realities that drive both sides of the accountability equation is critical.
4. Relationships between parties are reciprocal and based on respect, transparency, good communication and understanding of the agreed objectives.
5. A common understanding of the basic meaning of accountability is essential for effective dialogue.

Mutual accountability in the field of literacy also requires interaction among stakeholders to reach agreed-upon indicators of success, as well as ways to effectively and efficiently measure it. The challenge here is to agree on what counts as relevant data for performance accountability. If, for example, attendance is seen as fundamental to literacy success, resources may be shifted towards recruitment and retention rather than delivery of good-quality learning materials and teaching. So while the mutual accountability approach is assessed as positive and constructive (Houston-Knopff, 2009), there are concerns about limitations and risks, such as the danger of becoming so engrossed in the 'process' that accountability goals are not reached. The way forward therefore involves a series of adjustments and the engagement of the literacy community in the evolution of new policies and approaches. 'It is only through sufficiently strong advocacy among the literacy constituency based at least on pragmatic consensus that the field will be able to muster adequate political power to change current social policy' (Demetrion, 2000, p. 25, quoted in Houston-Knopff, 2009, p. 3).

Germany: Inviting learners to submit online feedback to continuously improve service quality

The Municipal Centre for Continuing Education in Hamburg, or *Volkshochschule* (VHS), provides a broad range of adult education courses, including literacy and basic education. In order to continuously improve the quality of the service delivery, the VHS has developed a systematic approach: it invites course participants to submit online feedback on their level of satisfaction with the service provided, including the performance of their teacher. This feedback, which can be provided with name or anonymously, is requested on a regular basis (not only at the end of a course) and provides the VHS with useful information to assess how 'healthy' a course is. It also guides supervisory class visits to those courses where pedagogical support or troubleshooting may be required.[10]

Pakistan: SMS-based monitoring of attendance and a field-level monitoring team

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[10] Presentation made by Ms Heike Kölln-Priessner, Academic Director of Hamburg VHS, November 2016.

The Community Development Unit (CDU) of the Aagahi Adult Literacy Programme,[11] which was launched by Pakistan NGO The Citizens Foundation (TCF) in 2005, monitors and evaluates the initiative based on three key performance indicators: average attendance per class, net number of centres, and number of successful learners. Before the beginning of each programme phase, the programme's management information system assigns a unique ID code to each literacy centre. This code allows the programme's staff to identify each centre, its geographical location and its staff members (teachers, monitors, representatives, etc.) quickly and easily. Additionally, it contains personal information regarding the learners enrolled at each centre.

To collect information on learner attendance, the implementing organization uses a mobile phone-based data collection system which enables teachers to send daily reports by SMS from any geographical location within Pakistan. This data also allows the CDU to monitor centres remotely and frequently. The CDU team monitors attendance, identifies low reporting/attendance areas, and reports back to the respective area's Aagahi representatives. The purpose of the CDU's monitoring is to ensure timely reporting of learner attendance, minimize the number of non-reporting centres and address flagging attendance. To this end, the CDU produces weekly reports that are dispatched to field teams to implement corrective measures.

To use mobile messaging to collect attendance data, TCF researched multiple vendors and engaged a telecommunications provider to procure handsets and mobile SIM cards to run the system in 43 cities. The CDU worked closely with TCF's IT department and technical vendors to solve implementation problems.

The CDU also established field-level 'Aagahi monitors', who are either a qualified member of the community or school staff member selected by an Aagahi representative. He/she is in charge of conducting field visits twice per phase to ascertain data validity and identify areas for improvement. The Aagahi monitor periodically visits the community centres to verify that they are active, running properly, and have all the required learning and teaching materials. As in the case of teachers, Aagahi representatives are required to upload and update information about the monitors in the foundation's internal management system, in case they need to be replaced.

Aagahi monitors play an important role in evaluating learning outcomes: during field visits they attend sessions and ask participants certain questions related to the programme's contents. If the students are able to explain to an outsider what they have learned, the monitors assess their learning level as satisfactory. During field visits, monitors collect information and report it through Aagahi Monitoring Forms (AMF), a monitoring tool designed by the CDU. Monitors are trained separately from teachers on how to conduct monitoring activities and report through AMFs, which are tabulated and analysed to measure centre effectiveness across regions. This enables the implementing organization to grade the literacy centres according to learners' performance.

Teachers also contribute to monitoring and evaluation by providing feedback on the overall implementation of the programme, as well as on trainers' performance and quality of training. They submit final evaluations after participating in training of trainers.

The Philippines: the Individual Learning Agreement (ILA)

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[11] UNESCO LitBase: http://www.unesco.org/uil/litbase/?menu=14&country=PK&programme=243 (2016)

The Project SAVE (SAGIP) Lifelong Learning and Peace Literacy programme[12], developed by the Local Government Unit of Tubungan, Iloilo, enables learners to prepare an Individual Learning Agreement (ILA) at the start of the teaching-learning period. The ILA is a document for planning and assessing the learning programme of learners. It is an agreement between the learner and facilitators that guides them both through the learning process. It is a key instrument to measure the learner's progress.

Learners are also required to have a dialogue journal and individual work folder or portfolio. The dialogue journal is a continuous written conversation between the learner and the implementer. The learner records his/her own progress and takes note of his/her learning difficulties. If the learner is not yet able to write to such a level, the literacy facilitator or district Alternative Learning System (ALS) coordinator updates the dialogue journal and portfolio on their behalf. This serves to help in planning the learning interventions and input necessary to meet the needs of the learner. The individual work folder or portfolio contains the learner's tests, quizzes, drawings, pictures, and ALS Accreditation and Equivalency Programme Assessment results. These records help the learner review his/her work and keep track of his/her accomplishments and progress.

Mozambique: Impact assessment through community monitoring

The NGO Associação Progresso assesses the impact of Mozambique's literacy programmes[13] through community monitoring, which is carried out by literacy students and teachers who collect data on, for example, female participation in education, gender-based violence, traditional practices that prejudice women and girls, and women's participation in community-based organizations and local government. The indicators were first conceived by provincial education and Progresso staff, and later discussed with community leaders and adjusted according to their contributions. Collected data is disaggregated at class and village level and later collated for presentation to community leaders and district authorities. In addition to its awareness-raising function, community monitoring has a clear instructional effect: as students work with survey forms and systematized data, they apply and improve their reading, writing and numeracy skills through hands-on activity.

Narrative reports have so far been written primarily by the literacy teacher under the supervision of the district technical staff, while students are encouraged to write sentences to add to the final reports. These reports have been presented to local leadership as well as public institutions and civil society organizations at district and provincial level. Indicators included in the community monitoring survey forms concern school/literacy class attendance and drop-out, participation in initiation rites, early and forced marriage, teenage pregnancy, domestic violence, treatment of widows, and women's participation in local governing bodies. A practical exercise on community monitoring is conducted in a neighbouring community followed by an evaluation by seminar participants.

The Community monitoring is also a powerful instrument for creating a sense of ownership for all those involved, including literacy teachers and students, and the wider group of community members, particularly local leaders. For Progresso, systematic community monitoring represents a new way of working with communities and ensuring the impact of the programme. For education staff, community monitoring provides insight into how to make literacy teaching interesting and useful for learners.

Nepal: community management committees

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[12] UNESCO LitBase: http://www.unesco.org/uil/litbase/?menu=14&country=PH&programme=149 (2013)

[13] UNESCO LitBase http://www.unesco.org/uil/litbase/?menu=13&country=MZ&programme=209 (2015)

The Community Library and Resource Centres (CLRC) Programme,[14] implemented in Nepal by the international NGO READ Nepal, establishes community libraries and resource centres (CLRCs) in partnership with local communities. Local library management committees (LMCs) are entrusted with managing the CLRCs and coordinating the implementation of centre-based educational and developmental activities. This not only strengthens ownership, but increases transparency of READ Nepal's interventions at the community level.

READ Nepal harnesses the local community as central agents in the implementation of the programme. It assists communities to establish income-generating projects of their choice. These projects are used to generate funds necessary for family subsistence, the maintenance of the CLRCs and programme implementation. In addition, READ Nepal has also mobilized, trained and entrusted the LMCs with ensuring the effective implementation of the programme. Apart from managing the centres and coordinating the educational and income generating activities, the LMCs are also responsible for identifying and recruiting programme facilitators, and mobilizing resources and community members to participate in programme activities.

The programme has created opportunities for community members to find solutions to common challenges afflicting their families and communities. In so doing, the programme is acting as a critical catalyst for community development and social empowerment. Most importantly, the programme is an avenue for the social emancipation of women, ethnic minorities (*Janajatis*) and low-caste groups (*Dalits*).

7. Conditions which favour monitoring- and evaluation-based accountability mechanisms in adult literacy and numeracy, and recommendations for policy-makers

A number of the above analysed approaches and conditions that have contributed to the strengthening of monitoring and evaluation mechanisms in adult literacy and numeracy programmes are reflected in Transparency International's recommended approaches and tools to address corruption in education (http://www.transparency.org/gcr_education/tools); these include ensuring community ownership and participation in planning, budgeting, implementation and monitoring the process of service delivery. These approaches result in the empowerment of people, which leads to accountability. Participatory approaches as a social accountability tool can be seen in many literacy programmes; however, as such approaches are legally non-binding, their success relies on continued commitment and ownership of all stakeholders, backed by favourable political will and administrative support.

The participation of stakeholders in monitoring and evaluation ensures that programme design and management are appropriate, transparent and effective, and that they are developed according to the needs of the community. Achieving this requires awareness and motivation from both the relevant authority and the local community. This means that all necessary information is made public in a timely, accessible, comparable and comprehensible manner. Moreover, public oversight can be particularly effective if oversight committees are institutionalized and capacitated, as illustrated through several examples.

A systemic approach that links the capability of a central authority (e.g. access to resources, information capacity, a more unified political vision) with the power of the recipients of the educational service (e.g. personal

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[14] UNESCO LitBase: http://www.unesco.org/uil/litbase/?menu=14&country=NP&programme=71 (2011)

awareness of learning needs, potentially strong desire to improve) is important to most effective social audit initiatives (Cheng and Moses, 2016).

Establishing a true participation mechanism beyond simple consultation that gives the users of the service (1) a voice in how resources are used, (2) the opportunity to ensure resources are used for the intended purpose, and (3) a level of control regarding such resources and other management decisions is uncommon in the analysed examples. The community-based library management committees supported by READ Nepal is one such an example of far-reaching engagement: the conditions to make it work include trust in the capacity of communities to take on leadership roles, systematic training and continuous support.

The failure of governments to protect the right to education to the maximum of its available resources, by investigating and addressing systemic corruption, can amount to a breach of its national and international legal obligations. The use of public interest litigation and regional courts are a means of holding states accountable. The potential of utilizing legal means to protect the fundamental constitutional right to education is illustrated by the example from Colombia, where citizens can now claim their right to the adult education services through an *acción de tutela* demand. The enabling condition is, of course, that potential users of the adult education services are informed, encouraged and, if necessary, supported to use this legal measure.

Unlike children at school, adults are in the position to assess the quality of the educational provision as they can draw from their life experience and also know what they wish to learn. A feedback mechanism can therefore be an effective tool for improving service quality: it is a medium for building a working relationship between service providers and recipients, and it measures the satisfaction of service recipients with the content and quality of the service provided. Ideally, negative aspects of the findings of such feedback lead to follow-up initiatives such as class visits or additional training sessions for the facilitators. The example from the VHS in Hamburg, Germany, shows that participants of adult education programmes are willing to provide feedback if they are invited to do so on a regular basis and if they can choose to do so anonymously.

Information and communication technologies (ICTs) provide unique opportunities for enhancing accountability. They enable the collection of real-time data from various locations, as well as quick aggregation of data and near-instantaneous posting of information online. Audiences can be reached almost immediately, and many people can be engaged via a single platform. By pairing the capabilities of mobile phones, social media platforms and interactive maps with traditional one-way forms of media such as radio, television and print sources, transparency advocates are armed with new and evolving opportunities to gather evidence for advocacy, campaign promotion and for engaging civil society. ICTs can strategically communicate the right information to the right audience and catalyse citizen engagement in combating corruption in education. The examples from Brazil, India and Pakistan provide glimpses into the direction developments in adult literacy and numeracy may be headed.

Available research evidence resulting mainly from the Canadian 'Connecting the Dots' project allows for the following conclusions with regard to favourable monitoring- and evaluation-based conditions in literacy and numeracy:

- Every stakeholder has multiple (at times conflicting) accountabilities. This leads to the conclusion that 'there are many bosses to please and a variety of frameworks within which to demonstrate accountability' (Page, 2009, p. 8). In broad terms, accountability agreements must reflect the circumstances of both the funder and the funded.

- 'Accountability structures need to recognize the significance of context in the delivery and outcomes of programmes' (ibid. p. 9). Learners and practitioners face a diversity of circumstances – so do government

officials when managing in their political environment. Funders should appreciate that literacy programmes and organizations are not all the same, given that the contexts in which the programmes operate differ considerably.

- Both parties must work to earn and maintain trust (i.e. relying or depending upon the other party) as well as trustworthiness (i.e. deserving the trust or confidence of the other party). The latter term needs to be earned by both individuals and organizations.

- Effective accountability is based on open communication and shared knowledge. There is a need to explain to literacy providers the reasons behind accountability criteria and to alert them to pending changes. Communication is also essential for building good relationships with funders and other stakeholders, such as the media, current and former learners, board members and the communities they serve.

- Open-mindedness to other people's opinions and decisions is important for good communication as well as personal working relationships. Knowledge transfer becomes even more important when there are many changes in personnel.

- Funders should review their accountability requirements regularly, using feedback from funded organizations to ensure future accountability reporting requirements are balanced and appropriate to the programmes being funded.

- Human and financial resources must be able to deliver programme outcomes and be held accountable for results. Funders need to consider the proportionality of reporting requirements. In addition, sufficient resources need to be made available to meet funder expectations with regard to reporting.

- Attention needs to be paid to both financial and performance accountability. It is important to find a balance in the relationship between funders and providers. Reaching an agreement on what should be measured with regard to the quality of the outputs and outcomes of programmes ('performance accountability') is a complicated matter, but it could enhance the quality of instruction and increase the return on investment for the funder.

- Policy consistency and policy coherence are essential for effective accountability. When macro policies change, programme-related policies change, too. Frequently shifting policies and priorities pose challenges for accountability in a field like literacy, where improvements occur incrementally over some time: it may compromise quality and accountability over the long term to the detriment of both funders and those funded.

- The way providers are held accountable can compromise their ability to be accountable. Funders need information that they can use to justify their expenditure of either private or public money in terms of the return on investment, while the literacy field needs reliable assessments of the impact of their work on learners to ensure quality programming. Many providers found that the time and resources they had to spend preparing and filing reports to various funders was compromising their ability to work with learners in effective and meaningful ways. Their accountability to learners was compromised by the accountability demands of their funders (Page, 2009).

On the basis of the analysed experiences of the more than 200 adult literacy and numeracy programmes, the following recommendations are offered for the creation or improvement of the conditions that favour monitoring and evaluation-based accountability mechanisms.

8. Recommendations:

- Potential users of adult literacy and education services should be informed about their fundamental rights and the legal means to fulfil them.
- The growing emphasis on accountability has to be accompanied with stronger capacity development and support systems; this can be achieved through professional development of staff at all levels, from the central government to the classroom.
- An adult literacy and numeracy programme design should entail accountability from inception to final reporting. Monitoring and evaluation should be conceived as in-built systems. The development of a 'culture of accountability' and of an evaluation habit should be systematically promoted within institutions and organizations providing literacy and numeracy programmes.
- Programmes should be based on a proven need for their intended results, their relevance to potential learners (users), a shared understanding of programme goals and objectives, the adequacy of the skills and resources assigned to the task, and a clear understanding of who is accountable for what and to whom in order to make them successful.
- The broad complexities of accountability systems in literacy and numeracy should be addressed by collaborative action. Open communications should become a feature of the relationship between the literacy provider and funder in order to let issues of accountability be viewed positively by both sides.
- Building knowledge-transfer skills and processes should be in focus as this is important for both government programme delivery and for quality literacy provision. Knowledge and experience are the basis for good communication and respectful reciprocal relationships.
- Working towards policy consistency and policy coherence is a necessity as they are important for effective accountability in slowly evolving fields such as literacy and numeracy.

Conclusion

Accountability is essential in a democratic society, yet applying this principle to the field of adult literacy and numeracy is an extremely complex undertaking. The development and coordination of in-built monitoring and evaluation systems often involves multiple programmes and funding streams as well as different provider organizations, some public and some private. They usually operate in a diversity of contexts, and frequently in environments which are difficult to access. The different actors, in particular at local and classroom levels, need to deal with 'multiple accountabilities' which may be in tension with each other.

While standardized quality criteria, indicators and tests are helpful tools to improve the quality of service delivery and advance a culture of accountability, the multi-dimensional and complex nature of the field of adult literacy and numeracy requires flexible application of such tools and approaches. Continuous negotiation is necessary to meet both the requirements of funders and the needs of learners and their communities.

Participatory approaches, social audit and community-based trust-building can contribute to developing a culture of mutual accountability. More research is needed to inform and improve the development of effective monitoring and evaluation systems. In addition, research still needs to provide evidence of the positive impact of such improved monitoring and evaluation systems on the quality of the adult literacy and numeracy programmes and their outcomes.

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10. ANNEX

EXAMPLES OF MONITORING AND EVALUATION APPROACHES TO ADULT LITERACY AND EDUCATION PROGRAMMES FROM THE UNESCO EFFECTIVE LITERACY AND NUMERACY PRACTICES DATABASE

1) APLICA (*Alfabetização Participativa Libertadora Instrumentada por Comunidades)* Programme, Angolan Association for Adult Education (AAEA), NGO, Angola
   (http://www.unesco.org/uil/litbase/?menu=13&country=AO&programme=95)

They use a framework and practical guide to help practitioners (i.e. facilitators, trainers and coordinators) to assess the strengths, weaknesses and challenges of the programme (that was developed by an international NGO, Action Aid, for REFLECT programmes). Part of the monitoring is carried out in regular meetings that bring together participants, facilitators, local public authorities, religious leaders and staff from the Ministry of Education and AAEA to discuss, analyse and the track progress of the circles, as well as to identify flaws, gaps, provide ideas for further improvements and assess the benefits for the persons involved.

Some of the indicators examined in monitoring the programme are the number of participants in the circles, learners and facilitators' attendance, duration of implementation of circles, number of days the circles meet and their timetables, characteristics of participants and facilitators, assessments of reading, writing and numeracy skills and behaviour changes. The data collection system employs a bottom-up format, in which the facilitators report to the coordinator of their municipality who reports to the regional supervisor. The supervisor sends the information to the provincial coordinator who gathers information from all the different localities and reports to the national coordinator. In addition, observations of the circles are carried out by the coordinators of each municipality who are also a facilitator of their own circle and by the staff of the funding organisations.

So far, one external evaluation has been carried out in order to assess the effectiveness of the methodological approach employed by AAEA.

APLICA has produced results that go beyond the expected outcomes, since it has benefited the learners not only in their capacity as citizens and community members, but also as parents. Participation in the programme has resulted in greater awareness with regard to the importance of education, and as a consequence it has produced increased children's school attendance rates and greater parental support in homework and academic activities.

2) Alphabétisation, formation et paix au profit des femmes et jeunes filles déscolarisées (Literacy, education and peace for women and girls not attending school), Association Koom pour l'autopromotion des femmes au Burkina Faso (AKAFEM / BF), NGO, Burkina Faso
   (http://www.unesco.org/uil/litbase/?menu=13&country=BF&programme=176)

The programme is closely monitored throughout, at least five times per term. This process involves several key players: centre supervisors, local government departments, providers of practical and financial support, the association's coordinator, and centre management committees. Centre supervisors and local government departments help to monitor and evaluate the centres by attending sessions given by trainers and providing suggestions and encouragement.

The evaluation of students by government employees is also used in the monitoring process. When the results are known, a workshop is held to enable the association to identify the strengths and weaknesses of each centre,

structure subsequent courses more efficiently and improve future results. Specialists in conflict resolution visit the centres once a month to discuss this subject with participants, evaluate trainers' performance, and provide them with advice if necessary.

3) National Literacy Programme, Literacy Department, formerly the National Literacy Service, governmental, Burundi
(http://www.unesco.org/uil/litbase/?menu=13&country=BI&programme=161)

The programme has been accredited by all stakeholders and is used by non-governmental organizations (local and international) active in this field. Literacy students are tested at the end of the programme and those receiving a score of 50% and above receive certificates. These are recognised by the government, but do not have an equivalent level to a primary education.

4) Adult Basic Education Programme (ABEP), Ministry of Education and Skills Development (through the Department of Out of School Education and Training, DOSET), Botswana
(http://www.unesco.org/uil/litbase/?menu=13&country=BW&programme=96)

In keeping with the outcomes-based approach and lifelong learning paradigm which informs the ABEP, ongoing programme monitoring, assessment and evaluation by DOSET field officers are central aspects of the implementation strategy. Ongoing programme monitoring enables implementers to foresee negative outcomes and to make amendments to the programme plans and to rectify deficiencies. It also contributes in helping educators to adjust their teaching methods and to improve curriculum contents.

In addition, ABEP learners are continuously assessed at all learning levels through a range of formative strategies including class tests, oral presentations and self and peer assessments. Ongoing diagnostic assessments also enable facilitators to ascertain the learners' literacy skills and competencies as well as to recognise learning difficulties in order to respond with appropriate support such as remedial lessons and personalized teaching-learning strategies. The DOSET also encourages programme implementers to actively involve all participants and stakeholders in the implementation of the monitoring, assessment and evaluation processes. For instance, because village or community education committees play a critical role in the implementation of the programme, they should be involved in its evaluation. This strategy allows the stakeholders and especially the beneficiaries / learners to critically reflect on their experiences, the strengths and weaknesses of the programme and its significance in their lives as well as in the community.

5) The Study Groups and Literacy Programme, National Association of Cameroonian Language Committees (Association Nationale de Comités de Langues Camerounaises – ANACLAC), NGO, Cameroon
(http://www.unesco.org/uil/litbase/?menu=13&country=CM&programme=14)

The programme is monitored on two levels: nationally and locally. The national coordinator remains in constant contact with local communities to ensure that activities run smoothly, while local supervisors ensure that learners behave appropriately and assess their progress. Their reports are ultimately forwarded to the national coordinator for analysis. Remuneration for local supervisors in charge of front-line monitoring and evaluation is covered by the programme budget. They receive a monthly wage of around US $75. Gender parity has been achieved among local coordinators, half of whom are women. An incident within one language committee which revealed the chairman's desire to exploit the programme for his own benefit demonstrated the importance of professional monitoring. The monitoring process is thus supplemented by twice-yearly external evaluations for each community, which are carried out by the Swedish organization, Studieförbundet Vuxenskolan (SV).

6) eBooks and Family Literacy Programme, Canadian Organization for Development (CODE-Ethiopia), Ethiopia
(http://www.unesco.org/uil/litbase/?menu=13&country=ET&programme=219)

The effective implementation of the programme and its evaluation were assured by assessment tools, which were used before, during and at the end of the pilot, and by monitoring visits conducted by CODE-Ethiopia.

Questionnaires and tests were provided to librarians during training to track and document the work undertaken. A test was administered to children before and at the end of the programme, in order to assess their literacy skills and understanding of the use of printed words. A librarian might, for example, show an illustrated book to a child and ask her questions regarding books and their use. Questions could include identifying the front and the back of a book, where a story starts, and where he or she should continue to read when at the end of the page. Another questionnaire was used to gather background information about families, such as the schooling level of parents and their reading habits. A third and final questionnaire was used to collect families' feedbacks on the eBooks developed by CODE-Ethiopia and on the related activities. This was done to adjust the programme to local need. For parents, a separate assessment tool was created to record baseline data and evaluate the programme. Some librarians (for example, in Fiche) have also developed their own questionnaire for parents and tried to collect information from participant parents. CODE-Ethiopia provided a service for librarians who needed additional support in the administration of the assessment tools. The data collected through the assessment tools were analysed by CODE-Ethiopia in order to better understand the impact and effectiveness of the programme, as well as to find ways to improve it, taking into account feedback from parents and children.

7) Community-Based Forestry Management Programme (CBFMP), The government of the Gambia (through the Forestry Department) in partnership with local NGOs
(http://www.unesco.org/uil/litbase/?menu=13&country=GM&programme=106)

In order to ensure local ownership of programme activities, programme implementers also assist participating communities in establishing Community Forest Committees (CFCs) or Village Development Committees whose members are elected by the local population. These Committees are trained by project-implementing partners and are, thereafter, entrusted with the overall responsibility of spearheading / planning, coordinating and managing the implementation of the programme at the local level, including the initiation of skills training and natural resource-based income generating activities. The Committees are also responsible for coordinating the recruitment and training of programme facilitators or instructors as well as for mobilising other community members to participate in the programme.

The Community Forests management develops a three-year or a five-year management plan based on the forest assessment studies they conduct. The plan is developed by the Communities into a work plan. A copy is sent to the Department of Forestry which would be used as a monitoring and evaluation tool and also a prerequisite for gratis issue of a license for marketing products. A Natural Resource facilitation team is developed in the field which works directly with the Community Forests. The team monitors the farmers' performance and progress based on their own plans and also assesses the constraints and limitations.

8) Economic Empowerment and Functional Adult Literacy Programme, Kenya Adult Learners' Association (KALA) (NGO)
(http://www.unesco.org/uil/litbase/?menu=13&country=KE&programme=145)

The monitoring and evaluation process undertaken by KALA is an opportunity for learners to express criticism and point out problems about the literacy programme. It enables learners to take an active role in the design and implementation of the programme. KALA assesses the result of the programme mid-way and at the end of

the programme, and also monitors the literacy levels of learners on a monthly basis through feedback sessions with learners and facilitators.

The impact of the programme on a learner's life and on communities as a whole is evaluated using a bottom-up approach. The indicators used to judge the effectiveness of the programme, among others, include the number of adult learners enrolled, the number enrolled who go on to secure employment, and whether learners feel they have been empowered and involved in decision making processes. All learners at both the primary and secondary level are provided with a mandatory certificate of achievement once they complete the course. KALA also conducts monthly follow-up visits to monitor the progress of the learners.

9) Adult and Youth Literacy Programme Alfalit, International-Liberia, Inc., Liberia
   (http://www.unesco.org/uil/litbase/?menu=13&country=LR&programme=217)

Learners and learner assessments

Although many of the Alfalit learning centres are located in urban communities, Alfalit goes to the poorest, most remote parts of Liberia. It goes to locations where even many of the local community leaders are unable to read and write. The facilitator, as recommended and recruited by the community, is required to conduct a needs assessment of learners using Alfalit's "goal setting" instrument. The facilitator is also required to conduct pre-post testing of learner skills. The objective of this needs assessment testing is to determine learners' skill levels at the beginning of the programme and then determine the programme's impact as the student progresses over the years. During this initial assessment, learners are asked to carry out a series of simple commands in the language of instruction, which is English. They might be asked to "point to your head" or "touch the table."

Alfalit Liberia uses the Early Grade Reading Assessment (EGRA) to measure the progress of the learners. It is an oral assessment designed to measure the most basic literacy skills gains in the early stages of the programme. This is a dual purpose test used in the beginning of level one classes to provided base-line data. Since many students will speak a local language other than English at home, this test also evaluates the student's ability to understand simple commands in English. The results of this test reveal the needs of the students and guide facilitators as they plan and prepare their teaching interventions. Secondly, this test is used at the completion of Skill Book One to measure the progress of those students who had done poorly in the initial class.

Alfalit is registered with the Government of Liberia and accredited as an institution to operate adult literacy programmes in Liberia. Furthermore, the Ministry of Education (MOE) of Liberia recently signed a Memorandum of Understanding with Alfalit Liberia. The MOE and Alfalit Liberia will be working together to establish prerequisite standards so Alfalit students can receive a certificate from the MOE and continue their education at conventional schools or other institutions of learning, such as vocational schools, if they so desire.

Monitoring and Evaluation of the Programme

As the facilitators teach during the term, field supervisors monitor their performance by visiting the classes. These supervisors provide on-site guidance in one-on-one meetings to either reinforce or correct trainees' performance. Supervisors also provide advice on issues that may surface with the learners. All activities and results are measured against a Log Frame where the goals, objectives, activities, indicators and expected results are documented.

Alfalit's monitoring and evaluation team makes monthly visits to literacy centres to ensure that the classes are being conducted and if facilitators are following the scope and sequence of the programme curricula. These field coordinators collect such information from the facilitators, verify the students' progress, evaluate the

performance of the facilitators and submit the evaluation forms to the office of training, monitoring and supervision. An internal monitoring and evaluation team makes follow-up visits to centres to provide support to field coordinators and facilitators as well as to verify the data collected from the field.

Data from the monitoring and evaluation forms are then entered by the statisticians into Alfalit's Alumnos data base system for further analysis and reports. These data are then used to monitor the progress of the students and effectiveness of the facilitators. Reports from the follow-up analyses help the programme determine if the required quantitative and qualitative goals have been realized. The hard copies of the monitoring and evaluation (M&E) forms are filed in Alfalit Liberia's main office.

Monitoring and evaluation are not only the responsibility of the monitoring staff from the training and Supervision office. Every facilitator and coordinator shares the same responsibilities. Measuring is facilitated to determine the long-term success of the programme and its impact on the community. Alfalit also tracks learner attendance and progress reports as completed by the facilitators. Learner attendance, classroom evaluation of the learners and learners' performance on check-ups and tests are all part of the monitoring and evaluation process.

An important aspect of the Alfalit literacy programme is determining whether or not the newly acquired reading and writing skills, as well as other personal development and empowerment skills developed during the course of the programme, have actually impacted the life of the individual learner and the community in any meaningful way. To make this determination, a profile is made of each learner at the outset of the programme. Some of the information may also be gathered during the course of the classes as the learner and facilitator develop a rapport. For instance, without basic literacy skills, students are not able to register themselves or may not be able to spell their own names. In some cases, students do not know their birth date. Sometimes embarrassed by their situation, they may be reticent to answer questions in the beginning of the programme. In these cases, the facilitator or some family or community member will usually help with this initial step of getting started.

As they become more comfortable with the facilitators, fellow students are more willing to share information. This helps the facilitators as they complete the required forms. The registration form, for instance, contains all the pertinent information about the student that the facilitator is able to gather, including name, years of schooling (if any), and learners' reasons for wanting to learn to read and write. Alfalit also requests that learners write testimonies regarding the changes that have come about due to their education. In addition, learners are interviewed to find out if they have experienced any significant change in their lives as a result of the literacy course.

For those with leadership responsibilities in their local institutions, such as churches, mosques, social clubs, etc., the programme seeks to learn how their newly acquired literacy skills have helped them become more effective in their roles. For example, can an usher in a church who is an Alfalit literacy student now prepare the church attendance report for the pastor? By comparing the results of the interviews with the profile information collected during the enrolment phase, as well as the profile at the end of the programme years later, Alfalit has been able to see the significant impact literacy has made on learners' lives and, more generally, throughout their communities and the wider society.

10) Innovative literacy and post-literacy project: means of socio-economic empowerment and integration for women in Morocco, Agence Nationale de Lutte Contre l'Anaphabétisme (ANLCA), government, Morocco
(http://www.unesco.org/uil/litbase/?menu=13&country=MA&programme=68)

A participatory process led to the development and implementation of a programme monitoring and evaluation system. This culminated in the establishment of a piloting/ steering committee responsible for monitoring and evaluating the programme activities. This committee was empowered to make any relevant proposals relating to the smooth running of the programme. The development of the monitoring and evaluation framework led to the selection of monitoring and performance indicators to enable an objective assessment of how the programme's various stages were implemented.

A mechanism for evaluation of the training sessions was put in place. Initially, evaluation activities took place at the end of the sessions to gauge how well the skills had been acquired and to facilitate the interventions necessary to rectify the failings. This task was performed by the facilitators as part of their training duties. The participants then engaged in self-assessment activities within their groups with regard to the learning activities, with support and guidance from the facilitators.

The other practical stage of the monitoring and evaluation process involved field visits to the areas of intervention of the programme. These field visits enabled the various actors to assess the level of development of the activities, identify weaknesses and discuss ways of remedying them. With a view to documenting the activities, periodic reports were drawn up by the partner organisations for the members of the piloting committee.

11) Action Scolaire d'Appoint pour les Malgaches Adolescents (ASAMA) (Action for Inclusive Education in Madagascar), Platform of Associations in Charge of ASAMA and Post-ASAMA (PACA), Madagascar (http://www.unesco.org/uil/litbase/?menu=13&country=MG&programme=211)

The ASAMA programme is monitored and evaluated at ASAMA and post-ASAMA stage, and through visits made by PACA and DEPA managers. The ASAMA evaluation is conducted by the head of each administrative and education zone within a decentralized education ministry structure. They are in charge of the programme's monitoring and accomplish it through an analysis of mid-term examinations, admission to secondary school and the CEPE examination.

The post-ASAMA evaluation follows the training guidelines established by the Ministre de l'Emploi, de l'Enseignement Technique et de la Formation Professionnelle (the Minister for Employment, Technical Education and Vocational Training). Success is evaluated through the acquisition of the CEPE and the results of the internship and the arrangements made for self-employment.

PACA managers and the central pedagogical team conduct visits once a year, in the second or third periods of the ASAMA-level part of the programme. Visits are undertaken in four different areas and provide an opportunity to meet the animators/educators and the centre's managers. Regional PACA trainers and pedagogical personnel conduct individual visits to classes. Following ASAMA's official exam, training and internal evaluation are organized with ASAMA animators/educators. Annual evaluation is carried out with the managers of the ASAMA centres in each region. The chief of each region then provides a report to the central team. At the end of the year, PACA organizes a national meeting for all ASAMA centre managers and members of the PACA. During the visits, managers monitor the different levels of ASAMA and provide new training for educators/animators in each provincial capital.

In 2011, external monitoring and evaluation of the ASAMA programme was carried out. A programme evaluation was conducted by UNESCO, as well as an evaluation by the NGO Taksvärkki and an impact study by FFF Malagasy Mahomby.

12) Joint Programme: Supporting the Promotion of Education for All – Non-Formal Education, Malagasy Government; United Nations System, Madagascar
(http://www.unesco.org/uil/litbase/?menu=13&country=MG&programme=13)

From 2001 to 2007, the joint programme was overseen by the Literacy Directorate of the Ministry of Population. It is currently being supervised by the Ministry of National Education and Scientific Research. The monitoring process consists of a series of tests that are sent to all facilitators, as well as evaluation reports written by the programme agents and the Ministry of National Education and Scientific Research.

One national and six regional committees are responsible for the operational running of the joint programme, with over 100 NGOs as implementing partners. Technical service providers at the community level are responsible for selecting intervention sites. Each province has a Provincial Piloting Committee, and there is also a national-level Council for Guidance and Validation. Since 2006, training for facilitators has been decentralised to provincial capitals.

For its implementation, the joint programme relies on social mobilisation at grassroots level, the rational use of local resources and the development of partnerships. It centres on literacy and constitutional capacity-building activities. Communities' capacities are currently being built so that they can take over the running of literacy activities in the long term.

13) Adult Literacy Programme, National Women's Council, government, Mauritius
(http://www.unesco.org/uil/litbase/?menu=13&country=MU&programme=227)

Monitoring and Evaluation

The programme is monitored and evaluated at meetings during which facilitators report on the issues they have encountered. The adult literacy resource officer assists with finding solutions to problems and has oversight of the work of the facilitators, assessing their punctuality and compliance, and analysing feedback on course delivery.

Assessment of Learners

Learners are assessed on an ongoing basis, ensuring that the curriculum is suitable to the level they have attained. These assessments aim to identify and correct any weaknesses in the teaching of the class. At the end of the programme, learners are asked whether or not the course met their aims. Most learners leave the programme able to write and read a shopping list, read bus destinations and schedules, write and read simple letters, make budgets, and read and pay their electricity and water bills. They report being very satisfied with the programme. From time to time, families of participating women are interviewed in order to evaluate the wider impact of the programme. The National Women's Council holds a national event to mark International Literacy Day, which gives learners an opportunity to talk about how the programme has impacted on their lives.

14) Literacy in Local Language, a Springboard for Gender Equality, Associação Progresso (NGO), Mozambique
(http://www.unesco.org/uil/litbase/?menu=13&country=MZ&programme=209)

The quality of teaching is assured by means of a short initial training course followed by regular supervision and one-day upgrading sessions organized by supervisors (some of whom are graduates of the training institute for adult educators) delivered monthly. Monitoring of the programme is conducted at different levels and in different places:

- At community level, the impact of the gender programme is assessed through community monitoring. Literacy teachers and students collect data on a form with indicators relevant to: women's and girls' participation in education, gender-based violence, traditional practices that prejudice women and girls, and women's participation in community-based organizations and local government. The indicators were first conceived by provincial education and Progresso staff, and later discussed with community leaders and adjusted according to their contributions. Collected data is disaggregated at class and village level and later collated for presentation to community leaders and district authorities.
- The performance of literacy classes is monitored by supervisors. Each supervisor works with ten literacy teachers, assisting classes at least twice a month and organizing one-day training sessions once a month. Supervisors report to technical district staff, who write quarterly reports to the provincial education directorate and to Progresso's provincial office.
- Progresso provincial staff visit at least one district each month. Provincial education staff and Progresso staff arrange quarterly joint supervision visits to literacy centres, where they assist classes, discuss performance with literacy teachers and provide in-service training.
- Progresso staff from headquarters visit provincial sites twice a year for monitoring.
- Donor representatives visit project implementation sites once a year.

Progresso provides annual narrative and financial reports to donors, the European Union and the Irish Embassy in Maputo. Financial reporting includes yearly external audits carried out by an international audit organization. Programme outcomes are evaluated against previously defined indicators (described in the following section). The Teaching to Read to Learn project is internally evaluated each year with provincial and district education staff and Progresso project managers. The European Union produced a results-oriented monitoring report in 2013 in Niassa province to assess performance and outputs.

Progresso promotes it through an activity called community monitoring, carried out by literacy students and their teachers. In addition to its awareness-raising function, community monitoring also has a clear instructional effect: as students work with survey forms and systematized data, they apply and improve their reading, writing and numeracy skills through hands-on activity. The application of recently acquired reading and writing skills is encouraged through the collection of data and the production of reports with aggregated data. Narrative reports have so far been written primarily by the literacy teacher under the supervision of the district technical staff, while students are encouraged to write sentences to add to the final reports. These reports have been presented to local leadership as well as public institutions and civil society organizations at district and provincial level. Indicators included in the community monitoring survey forms concern school/literacy class attendance and drop-out, participation in initiation rites, early and forced marriage, teenage pregnancy, domestic violence, treatment of widows, and women's participation in local governing bodies. A practical exercise on community monitoring is conducted in a neighbouring community followed by an evaluation by seminar participants.

15) Alphabétisation de Base par Cellulaire (ABC): Mobiles 4 Literacy, Catholic Relief Services (NGO), Niger (http://www.unesco.org/uil/litbase/?menu=13&country=NE&programme=178)

In order to compare literacy and numeracy test scores between the villages that had mobile phones and those that did not, several rounds of literacy and numeracy tests were conducted by Tufts University, using the Ministry's test materials. The first round of data collection was conducted by Tufts in January of each year of the programme, generating information about learners' literacy and numeracy levels prior to starting classes. A second test was carried out at the end of the course, by Tufts and the ministry, in order to measure the immediate impacts of the programme. A third, conducted by Tufts during the following January, sought to determine whether the acquired literacy and numeracy skills had endured over time.

Tufts' research also involved a household survey, with interviews conducted at 1,038 student households across 100 villages over a three-year period. The purpose was to obtain information about household demographics, assets, production and sales activities, access to price information, migration and mobile phone ownership and usage, before, during and after the programme. Tufts University also collected monitoring data from Catholic Relief Services and the Ministry on teachers' characteristics and engagement and students' enrollment and attendance.

16) Women's Functional Literacy Programme, La Direction des Programmes d'Alphabétisation et de la Formation des Adultes (DPAFA) (Directorate of Literacy and Adult Education Programmes), Niger
(http://www.unesco.org/uil/litbase/?menu=13&country=NE&programme=191)

Programme activities are monitored by the central and decentralized technical units of the DGAENF. Quality is assessed by the departmental and municipal inspectorates four times during the six-month programme. Village literacy committees have been set up to monitor the literacy centres. The regional units conduct one or two inspections and the central department collaborates with the supporting project or body to hold a general inspection at some stage during the programme implementation. With regard to the African Development Fund (ADF) Education Project, two joint inspections are held during each campaign and a completion report is drawn up at the end of each project phase.

17) Jokko Initiative, Tostan (NGO) Senegal
(http://www.unesco.org/uil/litbase/?menu=13&country=SN&programme=181)

CEGA monitored and evaluated the Jokko Initiative from 2009 to 2010. It designed a data collection instrument, identified potential comparison groups, analysed the data and wrote up the results. CEGA collaborated closely with Tostan's Monitoring Evaluation, Research and Learning Department in conducting the evaluation. CEGA reviewed every message sent to the community forum between December 2009 and May 2010. Each of the 570 messages were translated into French and categorized by topics, such as health, education, the environment and the economy. Sending the messages enabled participants to develop their ability to write messages with a mobile phone, and to communicate about community events related to health (vaccinations, distribution of mosquito nets), education (enrolling children in school), the environment (bushfires) and the economy (income-generating activities). Use of mobile phones also allowed Community Management Committees to communicate and share information on topics of concern, to share with the community dangers, negative practices or decisions that might impact upon them, and to understand community members' concerns, the topics that interest them and the challenges they face. This resulted in a bank of useful data to guide interventions and the policies of partners and local authorities. The outcomes, strengths and difficulties identified in the evaluation were shared with stakeholders. Particular emphasis was placed on the contribution of mobile phone use in sharing information about sickness, and about issues of concern on health, the environment and the economy.
In March 2010 CEGA conducted a follow-up survey, which covered mobile phone usage, literacy and numeracy, social networks and the experience of participants in using the community forum.
Finally, 160 out of the 436 forum subscribers were interviewed by phone, and asked about their location, age, occupation, number of messages sent and secondary users in their household.
Anecdotal evidence was also collected by the case study authors, researchers and Tostan staff via interviews throughout the Jokko Initiative pilot and its subsequent implementation.

18) National Education Programme for Illiterate Youth and Adults through Information and Communication Technologies (Programme National d'Éducation des Jeunes et des Adultes Analphabètes articulé aux Technologies de l'Information et de la Communication, PNEBJA-TIC), Directorate for Literacy and National Languages in Senegal (Direction de l'Alphabétisation et des Langues Nationales, DALN), Senegal
(http://www.unesco.org/uil/litbase/?menu=13&country=SN&programme=238)

In order to successfully complete each learning module, the learners have to take part in assessment activities once every three months. Every learner is provided with a booklet which includes an assessment section with questions and exercises related to what they have learned during the classes. The participants are required to complete such exercises and submit them to the facilitators on a defined deadline. After that, the learners are graded individually according to their performance.

Once the learners successfully finish the programme (by completing the required number of credit hours and the assessment activities), they receive a certificate that attests to their attendance to the literacy programme (Certificat de frequentation d'un programme d'alphabétisation). The certificate allows them to continue their learning in the formal education system, starting from the last level of primary school (6th grade), and/or to enter the workforce. The validation and accreditation of qualifications under PNEBJA-TIC follows the national framework of qualifications and the Literacy Acceleration Plan in Senegal.

Monitoring and Evaluation

Evaluation takes place at different stages throughout the programme.

DALN is responsible for the quality of the programme and its monitoring and evaluation, which is carried out in a centralized way, in collaboration with the CNRE. Centralized monitoring allows for a complete assessment of the results at the decentralized levels and their conformity with the programme objectives.

At decentralized level, monitoring and evaluation is carried out by the Agencies for Academy Supervision (Inspections d' Académie or IA) and the Agencies for the Supervision of Education and Training (Inspections de l' Éducation et de la Formation or IEF), which regularly visit the local chapters of the programme and supervise and coach local providers.

Monitoring is also carried out by means of the so-called 'educational animation cells'. These animation cells are sessions in which teachers and facilitators from the same region meet and practice a lesson of their choice. The innovative feature of these sessions is that they are interactive and collaborative: the facilitators are in charge of the session and have the opportunity to demonstrate on a subject of interest among the contents of the programme. Later, they receive feedback and a performance assessment by their colleagues, in order to improve teachers' knowledge and skills in a practical, collaborative way.

After every annual session of the programme, a questionnaire is submitted to the local communities where the classes take place to gather information about the level of satisfaction, the challenges experienced and recommendations for the future. In the case of local villages, the person in charge of submitting this questionnaire is the chief or mayor of the village. A special questionnaire is also handed to and submitted by the facilitators, the management committees and by each PNEBJA-TIC class, in order to collect feedback from all stakeholders.

19) Projet d'Alphabétisation des Jeunes Filles et Jeunes Femmes avec les Technologies de l'Information (Literacy Project for Girls and Women in Senegal – PAJEF), UNESCO Office in Dakar, Senegal (http://www.unesco.org/uil/litbase/?menu=13&country=SN&programme=180)

The programme was designed using a results-based management approach, which meant that progressive targets were set in line with the programme's objectives.

The targets directly related to the empowerment of learners and participants include:
- knowing how to read, write and calculate;
- applying technical skills in the development of social and economic activities;
- accessing small financial institutions or economic networks to develop their activities; and
- participating in the development of a literate environment in the areas of intervention.
- The targets directly related to girls in a vulnerable situation, in school or out-of-school, include:
- improving the performance of girls in school;
- reintegrating out-of-school girls into formal or non-formal education;
- training parents to accompany and maintain their daughters in school;

- creating a means of supporting girls to remain in school and of monitoring their progress; and
- giving pedagogical support to the most vulnerable girls either to keep them in school or to help them integrate into the education system.

Monitoring of the quality of the programme is carried out by the DALN, and is organized on two levels. First, decentralized monitoring is undertaken by the Inspection Academy (Inspection d'Académie), the Minister of Education's representative in each region, and the Departmental Inspectorate of National Education (Inspection Départementale de l'Education Nationale). This ensures that all centres are inspected in a systematic way, based on decentralized monitoring, the tools available and the quality of inputs and learning. The Inspection Academy reports to the DALN, which is responsible for overseeing any improvements that need to be made. Second, centralized monitoring is carried out by the DALN. This makes it possible to assess how well the regional results conform to the programme objectives, and to find solutions to problems when they are identified.

Monitoring and evaluation reports are produced for each phase of the project by the DALN, which, along with the CNRE, oversees the production of technical and financial reports as well as the rigorous monitoring of all activities.

The technical and financial reports are submitted to UNESCO and are, additionally, certified by the Ministry of Education's Directorate General of Administration, Equipments and Coordination of PDEF (Direction générale de l'Administration et des équipements et la coordination du PDEF).

20) The Community Empowerment Programme, Tostan (NGO), Senegal
(http://www.unesco.org/uil/litbase/?menu=13&country=SN&programme=86)

In keeping with Tostan's participatory philosophy, the CEP is evaluated, revised and improved continuously based on participant feedback. In addition, Tostan supervisors visit seven to ten community centres at least twice a month, providing support, in addition to collecting programme data, working with CMCs, and reporting to regional coordinators. They also share best practices among communities and help organise inter-village meetings and regional events. Tostan has also been extensively evaluated by external agencies whose recommendations are considered and acted upon. Examples include the Knowledge to Action workbooks which were introduced based on the Population Council's recommendations for activities designed to reinforce learning; CMC training modules were improved as it was found that the skill sets of CMCs needed to be strengthened in order to ensure sustainability. Furthermore, Tostan has identified specific indicators, measured during the three-year programme, with a view to standardising data collection and analyses. In 2007, Tostan formalised the Department of Monitoring, Evaluation, Research and Learning (MERL) to coordinate evaluation of projects across sub-Saharan Africa.

21) Mother-tongue Literacy in the Guera Region (Alphabétisation en langue maternelle dans la Région du Guéra), Federation of Associations for the Promotion of the Guera Languages (Fédération des Associations de Promotion des Langues de Guéra - FAPLG), NGO, Chad
(http://www.unesco.org/uil/litbase/?menu=13&country=TD&programme=190)

Day-to-day monitoring of associations' literacy activities is carried out by supervisors, coordinators and technical advisers of each association and the technical staff of FAPLG. The latter organizes unannounced monitoring and evaluation visits two or three times in each campaign and for each association. For this purpose, it collects statistical data for evaluation reports to be sent to the various partners, such as DAPLAN, SIL, WFP, the Guera National Education Department (DDEN-G) and foreign donors. The FAPLG also carries out internal audits each year to control the use of funds allocated for each member association and to strengthen financial management capacities.

Monitoring is also carried out by the NGO Directorate (DONG), DAPLAN and the University of N'djamena at specific intervals. Every four years, the DONG sends a monitoring mission to evaluate the activities of the FAPLG and the accounts are audited every two years. Annual reports are sent to the Regional Delegation of Education and then to DGAPLAN Direction Générale d'Alphabétisation et de la Promotion des Langues Nationales (General Direction for Literacy and the Promotion of National Languages) working under the Minister for Basic Education and Literacy.

22) Functional Adult Literacy (FAL) Programme, Government of Uganda (Ministry of Gender, Labour and Social Development)
(http://www.unesco.org/uil/litbase/?menu=13&country=UG&programme=138)

Extensive monitoring and evaluations exercises are performed both by the government, and by the NGOs involved in the scheme. Reports from mid-term evaluations are used to review and improve the programmes in each district, whilst end of term evaluations are presented to authorities and donors who will then decide whether or not to grant further funds to the scheme.

The evaluation process begins with a short workshop, led by the external evaluators, to build a common understanding amongst the participants and instructors about the need for evaluation, and the methodologies that will be employed in the process. Evaluations are conducted through a participatory approach, enabling a more thorough comprehension of the impacts and challenges inherent in the final stage of project implementation.

The evaluations cover the following aspects:

- Access: whether or not the target group is being reached; number of learners enrolled; number of functional literacy classes.
- Quality: availability and relevance of learning and instructional materials; number of trained and active instructors; local methods of evaluating attainment; number of learners demonstrating competence in basic skills.
- Efficiency: efficiency of financial resources; institutional capacity; links with other local and national institutions.
- Equity: participation of learners and the compositions of learners' backgrounds.
- Impact: utilisation of skills learned outside of classes; changes to peoples' lives and living conditions; changes in learners' attitudes towards modern views on issues such as human rights, environmental conservation and health risks.

23) Mother Tongue-based Education in Northern Uganda, Literacy and Adult Basic Education (LABE), NGO, Uganda
(http://www.unesco.org/uil/litbase/?menu=13&country=UG&programme=223)

A variety of mechanisms are used to share experiences and good practice among programme stakeholders and within LABE itself. Within LABE, quarterly programme management meetings are held to discuss project progress and any problems arising. LABE programme officers organize regular review meetings and focus group discussions with government partners and community members in order to share report findings and develop action plans. To be accountable to stakeholders, the wider public, government and civil society, LABE produces periodic publications, such as annual reports. Additionally, mid-term and end-of-project evaluations have been carried out, with reports published and widely shared. These publications highlight the major achievements and challenges of the reporting period and consider how any problems encountered can be addressed.

24) Family Literacy Programme, Family Literacy Programme (FLP), NGO, South Africa
(http://www.unesco.org/uil/litbase/?menu=13&country=ZA&programme=43)

The project has been evaluated annually and the latest reports are available on the FLP website. The recommendations from the evaluations are taken seriously and followed up each year by the external evaluator. Different evaluation approaches have been used, including storytelling, photographs and stories, focus groups, interviews, and group members reflecting on their own practice.

25) Kha Ri Gude (Let Us Learn) Adult Literacy Programme KGALP, Government of South Africa (Department of Basic Education)
(http://www.unesco.org/uil/litbase/?menu=13&country=ZA&programme=69)

The KGALP has instituted an extensive monitoring and evaluation system which is carried out by supervisors who each monitor 10 educators/ facilitators, and coordinators who each monitor 20 supervisors. This ongoing internal monitoring and evaluation process includes:

- monthly class visits by supervisors to monitor and evaluate/assess the teaching-learning process and the learners' progress
- spot checks carried out by a team of external monitors and 'line' coordinators.

This ongoing action-oriented monitoring and evaluation system enables supervisors to advise facilitators on how to improve their teaching strategies in order to enable learners to effectively acquire literacy skills. Furthermore, the system also enables programme supervisors and coordinators to solve many of problems onsite and therefore to maintain programme standards.

In addition, all Kha Ri Gude learners are tested continuously through a portfolio containing 10 literacy assessment activities in their mother tongue, and 10 numeracy activities. The activities are competency based and are time-linked to the various stages of their learning. The learners are also required to complete their (LAPS) which are then marked by the volunteer and then moderated by supervisors and controlled by coordinators. The LAPS are then collected and returned to the campaign head office where the site-based marking is verified by SAQA (presently more than 80% of the LAPS are returned, indicating that the programme has a high learner-retention rate). On the basis of this inter-connected assessment process, successful learners are issued with certificates (at ABET level 1) by DoBE's examination directorate and, for the less competent ones, an award of one of the five UNESCO LAMP levels will be applied in recognition of their varying degrees of alphabetisation. At the end of the assessment process, the learners' biographical details and marks per activity are captured onto an assessment database to allow for statistical analysis which in turn informs on the measures and strategies needed to improve programme delivery.

26) Literacy Through Poetry Project (LTPP), (personal initiative of Najwa Adra), Yemen
(http://www.unesco.org/uil/litbase/?menu=12&country=YE&programme=25)

The project was evaluated on several levels. Following guidelines for participatory monitoring and evaluation, teaching methods were continuously adjusted in response to comments made by supervisors, teachers and students. Supervisors visited classes regularly, mentored teachers and tested students' skills acquisition. Teachers evaluated students informally throughout the project and administered formal examinations. In some cases, these exams were more demanding than those given to students in government-sponsored literacy classes. The students' skills acquisition was evaluated on the basis of these examinations, which was not the project's original intention but developed as a response to teachers' and supervisors' demands for a formal means of comparing the skills acquisition of students in this project with those in other literacy classes. One

consequence of this practice was that several of the older students refused to attend class when supervisors visited or when the teachers scheduled an examination. This had a negative and distorting impact on the rates of completion and skills acquisition.

27) Reading Together, State Library of Tasmania (Tasmanian Education Department), Australia
   (http://www.unesco.org/uil/litbase/?menu=14&country=AU&programme=116)

Internal evaluation of the programme is undertaken by both professional teachers and adult participants. This occurs at two distinctive levels:

Informal evaluation: teachers are encouraged to hold ongoing and open discussions with adult participants in order to gauge and incorporate their views and aspirations in the programme. Informal discussions also allow teachers to assess the impact or lack thereof of the programme on individual participants,

Formal evaluation: the programme has developed feedback forms which allow participants to evaluate the programme anonymously. Questions addressed by the feedback forms include:

- How does your child feel about attending the Reading Together programme activities?
- What parts of the session do you think they enjoy most?
- Since they began attending Reading Together what changes have you noticed in regard to your child's competence the following areas: Books and Stories, Nursery Rhymes and the Alphabet?
- How do you feel about the Reading Together Sessions?
- What aspects of the programme do you feel are most valuable?

28) Language, Literacy and Numeracy Program (LLNP), The Department of Industry, Innovation, Science, Research and Tertiary Education, Australia
   (http://www.unesco.org/uil/litbase/?menu=14&country=AU&programme=133)

The program is flexible, yet achieves measurable outcomes and improvement. In ensuring this LLNP is supported through a performance and quality assurance framework.

Key Performance Indicators (KPIs) are to be met by providers which relate to learner participation, attainment and quality. The quality assurance is undertaken by departmental contract managers located at the local level that is in each state/territory. State contract managers undertake desktop and site-monitoring to ensure appropriate procedures are followed and suitable resources available to participants.

In addition to Contract Management, the department contracts an Independent Verifier (IV) to undertake quality assessments of providers. The IV provider conducts reviews of the quality of assessments undertaken by the provider. The IV compares evidence of assessments undertaken to actual LLN improvements against the Australian Core Skills Framework (ASCF). The IV samples learner assessments that include Pre-Training Assessments, Individual Training Plans (ITP) and some portfolio work. Learners that undertake work experience will be part of the quality verification process that will compare work experience undertaken to the learning outcomes in the clients ITP.

The IV also provides professional development workshops annually (or as required by the department) and those workshops usually focus on the assessment tools used and applied by the providers. The IV process gives the government confidence that assessments undertaken by providers are comparable nationally.

Contracted providers use an online database to record training activities, this database also provides payment to providers for services delivered. Data on provider performance is extracted from this system.

29) AKRAB! (Aksara Agar Berdaya – Literacy Creates Power), Government of Indonesia (Cross-ministry, integrated approach); coordinated by the Directorate of Community Education Development, Directorate General of Early Childhood, Non-Formal and Informal Education, Ministry of Education and Culture, Republic of Indonesia
(http://www.unesco.org/uil/litbase/?menu=14&country=ID&programme=121)

All institutions and organisations involved in the delivery of AKRAB are assessed by the independent National Accreditation Board for Non-Formal and Informal Education, for their eligibility to participate in the AKRAB programme and issue certificates of literacy. This assessment is based on the quality and standards of the curriculum, teaching-learning process, graduate competence, personnel, facilities, governance and finance. This accreditation process is a fundamental part of the organisations proposal and application for funding from the municipal authorities.

Furthermore, the Ministry of Education and Culture collaborates closely with the National Statistics Bureau to provide a means of monitoring and evaluating the wider impacts of the programme.

30) Saakshar Bharat Mission, Department of School Education & Literacy Ministry of Human Resources Development, Government of India
(http://www.unesco.org/uil/litbase/?menu=14&country=IN&programme=132)

Assessing and certifying the competency levels of neo-literates is a crucial feature of the Saakshar Bharat Mission. Over a period of 3 years, the National Literacy Mission Authority (NLMA) has assessed and certified 14,438,004 adults for their proficiencies in reading, writing and numeracy. The learners can take part in assessment tests twice a year in March and August and are tested in reading, writing and arithmetic skills through external tests lasting 3 hours. The tests are based on guidelines framed by the National Institute for Open Schooling (NIOS). Assessments are also designed to gauge the learners' awareness of social issues and the work-life environment. Certificates are issued within 60 days and all results made available on the NIOS website. The assessment aims to recognise their achievements and enable learners to take part in further education opportunities.

The efficient management of the Mission is dependent on robust real-time monitoring. Each level of governance is responsible for the monitoring and evaluation of all units beneath it. There is great complexity in the managing of Saakshar Bharat due to its magnitude, involving nearly 200,000 implementing agencies. To cover such a large learning base, the National Informatics Centre (NIC) has developed WePMIS, Web Based Planning & Monitoring Information System, a customised web-based system for planning, monitoring and impact analysis. This system allows Adult Education Centres to update information about the progress of each of the courses, tutors and learners online, improving efficiency in evaluations of the programme's impact. From 2011 all of the online data has been accessible to the public, encouraging engagement and an understanding of progress within a given area. It facilitates citizen feedback through providing information about the enrolled learners, including assessment and certification. Using the online feedback system, the ground situation can be appropriately evaluated and corrective interventions made by the program managers at respective levels. Training has been provided to WePMIS to users at all levels. E-infrastructure such as computer and broadband connectivity up to the block level has been provided. These facilities now need to be extended to the village level.

31) Teaching the Nomads in the Wild, Rural Litigation and Entitlement Kendra (RLEK), NGO, India
(http://www.unesco.org/uil/litbase/?menu=14&country=IN&programme=127)

In order to secure transparency and also as a means of self-evaluation, every year, Shaksharta Mela (Literacy Fairs) are organized in which the members of community would show their newly acquired learning skills before the public, press and interested citizens to come and see for themselves how far the community has learnt to read and write. In addition, internal and external evaluations are also conducted to assess the results. The evaluation reports were submitted to the funding agency annually. By the end of the third year of the programme, an external evaluation was conducted by the Ministry of Human Resource Development.

32) Literacy for Students' Illiterate Parents Programme, Literacy Movement Organization, Government, Iran (http://www.unesco.org/uil/litbase/?menu=14&country=IR&programme=222)

At the end of the course, participants sit a final examination administered by the LMO. The exam covers reading, writing, calculating and reciting the Qu'ran. The certificate issued to successful learners can be used in applying for jobs, receiving job benefits, and to continue studying in Iran.

In order to improve the quality of programmes, final exams are given online (the software used for the Literacy System allows the design of relevant exams). The LMO gives all districts access to an online database with different exam questions for its staff to establish examination sessions across the country. This database uses software designed so that the final exam is chosen randomly for each district.

The programme requires the establishment of national, provincial and county-level working groups to undertake regular site visits and monitor the regulations of education units. The working groups include deputies from the MoE and literacy, primary and secondary school education experts. The activities of the working groups are supervised by the Director General of the Education Department. The role of the working groups is to:

- Brief experts, headmasters, school teachers, trainers and other contributors across the province.
- Plan to identify, invite and brief parents based on registered data.
- Plan full supervision of the implementation of the project at national, provincial and school level.
- Promote and disseminate information about the programme and brief local officials.
- Reward and praise facilitators of literacy.
- Forecast financial and human resources.

An integral part of the monitoring and evaluation strategy is a report on performance, to reflect efforts at both provincial and county level. Performance reports are created by a specialized working group, established by the LMO, comprising experts from different fields. These reports are submitted to the Office of Planning of Literacy Courses (an office affiliated with the LMO). The performance of school teachers and trainers is mainly monitored through the pass rates of students.

33) SMILE Cambodia, Asia-Pacific Cultural Centre for UNESCO (ACCU) and the Cambodian Women's Development Agency (CWDA) (http://www.unesco.org/uil/litbase/?menu=14&country=KH&programme=129)

Regular monitoring and documentation of project activities are conducted throughout the project implementation period. CWDA staff visits each class on a weekly basis and hold monthly meetings with learners, facilitators, and community members. Commune Council members and village chiefs monitor classes 2-3 times a month.

Monitoring and documentation include:

- records of learners' attendance at SMILE classes
- progress and performance of facilitators and progress and performance of learners
- facilitators' and learners' feedback on the curriculum and teaching learning materials
- number of learners using health care services
- learners' feedback on gift packages they received (e.g., Khmer alphabet poster, books relate to mothers and child care)
- usage of reading corners
- evidence of community support for the class

The evaluation of the project outcomes is conducted at the mid-way point and at the end of the project. It includes the following activities:

- interview the target group, facilitator and stakeholders (chief of village, commune women affairs officer, commune council member); and
- check any evidence of performance of learners which they mentioned they have done (e.g., income and expenditure check list, children's school book, health card).

34) Open School Programme, National Institute of Education, Sri Lanka
    (http://www.unesco.org/uil/litbase/?menu=14&country=LK&programme=212)

The Open School Programme conducts monthly evaluations of each centre through supervision and monitoring programmes. Academic and non-academic members of the National Institute of Education visit and evaluate the progress of each regional centre as well as the progress of the learners and the impact on the community. The evaluation focuses on the following features:

- Performance of the (senior) tutors.
- Progress of teaching and learning activities.
- Progress of the learners and their participation.
- Implementation of the activity plan.
- Success of community-awareness programmes such as, for example, the Dengue eradication programme.
- General documentation of workflow.
- Maintenance of books and files.

In addition, programme staff prepare four annual evaluation reports and each learning centre delegates senior tutors to attend progress review meetings to which they are encouraged to submit progress reports on the collaborating learning centre.

35) Wānanga Embedded Literacy, Te Tauihu o Ngā Wānanga (the national association of Wānanga) (NGO) New Zealand
    (http://www.unesco.org/uil/litbase/?menu=14&country=NZ&programme=153)

As they are accredited Tertiary Education Institutions, the Wānanga are regularly monitored and assessed by the New Zealand Qualifications Authority. Several criteria must be met for programme and degree accreditation, including having appropriate facilities, financial resources, qualified teaching staff, support staff, a commitment to research, transparent regulations and no barriers to entry.

In addition to this external monitoring, the Wānanga are constantly evaluated by their own internal organizational structure, with the strategic advisor collected information from project coordinators and teaching staff to feed back to the steering committee, on a continuous basis.

36) Community-based Adult Learning and Development Programme, People's Initiative for Learning and Community Development, (NGO) Philippines
(http://www.unesco.org/uil/litbase/?menu=14&country=PH&programme=31)

Facilitators are obliged to evaluate the programme on an ongoing basis through end-of-session tests. Longer tests are also taken in order to enable the evaluation of long-term learning outcomes as well as to prepare learners for the A&E tests.

In addition, learners also evaluate the programme by means of a learning feedback diary (LFD) which is principally an essay detailing the learning experiences, and suggesting ways of improving the programme.

However, the programme has still to be evaluated by independent external examiners.

37) Rural Development through "SAVE" (SAGIP) Lifelong Learning and Peace Literacy, Local Government Unit of Tubungan, Iloilo, Philippines
(http://www.unesco.org/uil/litbase/?menu=14&country=PH&programme=149)

The learners prepare an Individual Learning Agreement (ILA) at the start of the teaching-learning period. The ILA is a document for planning and assessing the learning programme of learners. It is an agreement between the learner and the facilitators that guides them both through the whole learning process. It is a key instrument to measure the learner's progress.

Learners are also required to have a dialogue journal and individual work folder or portfolio. The dialogue journal is a continuous written conversation between the learner and the implementer. The learner records his/her own progress and takes note of his/her learning difficulties. If the learner is not yet able to write to such a level, the literacy facilitator or district ALS coordinator updates the dialogue journal and portfolio on their behalf. This serves to help in planning the learning interventions and input necessary to meet the needs of the learner.

The individual work folder or portfolio contains the learner's tests, quizzes, drawings, pictures, and Alternative Learning System (ALS) Accreditation & Equivalency Programme (A & E) Assessment results. These records help the learner review his/her work and keep track of his/her accomplishments and progress.

38) The Aagahi Adult Literacy Programme, The Citizens Foundation, Community Development Unit (CDU), (NGO), Pakistan
(http://www.unesco.org/uil/litbase/?menu=14&country=PK&programme=243)

TCF's Community Development Unit (CDU) carries out centralized monitoring and evaluation activities. CDU monitors and evaluates the programme based on three key performance indicators: average attendance per class, net number of centres (subtracting centres that are no longer running) and number of successful learners.

Before the beginning of each phase, MIS assigns a unique ID code to each literacy centre. This code allows the foundation's staff to identify each centre, its geographical location and its staff members (teachers, monitors, representatives, etc.) quickly and easily. Additionally, it contains personal information regarding the learners enrolled at each centre.

To collect information on learner attendance, the implementing organization has instituted a mobile phone-based data collection system that allows teachers to send learner attendance reports by SMS daily from any geographical location within Pakistan. The implementing organization records the data in their internal management system. The teacher composes the message containing the centre ID, class duration and class attendance and sends it to a special allotted number. The system automatically responds to the teacher with either a 'thank you' message after receiving a valid message, or 'message incorrect' if the message was not sent according to the prescribed syntax.

To use mobile messaging to collect attendance data, TCF researched multiple vendors and engaged a telecommunications provider to procure handsets and mobile SIM cards to run the system in forty-three cities. The CDU worked closely with the foundation's IT department and technical vendors to solve implementation problems.

The SMS-based attendance system allows the CDU to monitor centres remotely and frequently. The CDU team monitors attendance, identifies low reporting/low attendance areas and reports back to the respective area's Aagahi representatives as required. The purpose of the CDU's monitoring is to ensure timely reporting of learner attendance, minimize the number of non-reporting centres and address flagging attendance. To this end, the CDU produces weekly reports that are later dispatched to the field teams to implement corrective measures.

The CDU has also created a field-level monitoring team comprised of 'Aagahi monitors'. An Aagahi monitor is either a qualified member of the community or a school staff member selected by an Aagahi representative. He/she is in charge of conducting field visits twice per phase to ascertain data validity and identify areas for improvement. The Aagahi monitor periodically visits the community centres to verify that they are active, running properly and have all the required learning and teaching materials. As in the case of teachers, Aagahi representatives are required to upload and update information about the monitors in the foundation's internal management system, in case they need to be replaced.

Aagahi monitors play an important role in evaluating learning outcomes: during their field visits they attend sessions and ask participants certain questions related to the programme's contents. If the students are able to explain to an outsider what they have learnt recently, the monitors assess their learning level as satisfactory. During field visits, monitors collect information and report it through Aagahi Monitoring Forms (AMF), a monitoring tool designed by the CDU. Monitors are trained separately from teachers on how to conduct monitoring activities and report through AMFs. AMFs are tabulated and analysed to measure centre effectiveness across regions on the basis of the monitors' assessment. This enables the implementing organization to grade the literacy centres according to learners' performance.

Teachers also contribute to monitoring and evaluation by providing feedback on the overall implementation of the programme, as well as on trainers' performance and quality of training. They submit final evaluations after participating in ToTs.

39) Community Learning Centres, National Commission for UNESCO in Tashkent, Uzbekistan
(http://www.unesco.org/uil/litbase/?menu=14&country=UZ&programme=119)

Monitoring and evaluation is conducted at local and national level. At local level, each CLC planning committee meets twice a year to discuss the relative successes of the previous period, and to plan for the future. These evaluations are based on feedback from teaching staff, learners and other community members.

On a national level, the CLC Resource Centre in Tashkent conducts its own evaluations and reports to the Ministry of Public Education. These assessments cover the following areas:

- Learning achievements.
- Contents and structure of programmes.
- Qualifications of teaching staff.
- Integration of education and production.
- Management of the training process.
- Development of markets for educational services.
- Application of ICT in the CLC administration.
- Availability and use of material and technical resources.
- Availability and use of financial resources.
- Local and national partnerships.

In addition, some CLCs have more specific evaluation agreements with private donor organisations, whose continued funding of CLC activities depend on positive evaluation results.

40) Initiative for Adult Education, Federal Ministry of Education and Women's Affairs in cooperation with Austrian federal states, Austria
(http://www.unesco.org/uil/litbase/?menu=15&country=AT&programme=220)

Institutions taking part in the initiative's programme commit themselves to continuous monitoring and evaluation. A monitoring board supervises the process, as well as the results, which are published regularly in monitoring reports.

Following the initiative's first programme cycle, the Institute for Labour Market Supervision and Research in Styria (Institut für Arbeitsmarktbetreuung und Arbeitsmarktforschung) conducted an evaluation of the programme and its projects according to seven main themes:

- The achievement of objectives in terms of the programme structure and content.
- The impact of acquisition strategies and network-building among the target groups.
- The achievement of nationwide educational quality standards and curricular goals.
- The impressions of programme participants.
- The cost-benefit calculation of selected programmes in terms of content, concept and target groups.
- The impacts of the programme's quality requirements on the working life of professional staff.
- The positive impact of the supported programme on Austrian adult education.

Accompanying research has been carried out using various methodologies. Qualitative expert interviews with programme specialists have been conducted and formed the basis for further evaluation. Subsequently, online surveys of programme trainers and consultants and explorative interviews with course leaders were carried out. Additionally, interviews with former course participants were gathered. The intention of these interviews was to analyse projects in terms of their approach, intensity and duration, and to assess the provision of social consulting and coaching.

41) AlphaRoute, AlphaPlus, (NGO) Canada
(http://www.unesco.org/uil/litbase/?menu=15&country=CA&programme=185)

AlphaPlus was required to report the number of new learners who registered to use AlphaRoute each year to the Ministry of Training, Colleges and Universities, which usually set an annual target of 2,000 new registrations. Evaluation was data-based and informed the future funding of distance learning within adult literacy in Ontario, as well as its long-term direction. At the literacy programme level, the Ministry's monitoring included assessment

of the numbers of students using AlphaRoute, as well as learning gains in the area of computer use. When the online courses were introduced, students who wanted to earn a completion certificate for each course were required to answer a four-question evaluation. The data from all students was compiled and analyzed by AlphaPlus staff and reported to the Ministry.

The mentors were not evaluated by AlphaPlus, other than in the initial piloting, because their responsibility was at the individual programme/agency level where they were supported and matched with learners. AlphaPlus was, however, able to monitor the numbers of mentors by programme and interact with them during training and through online support, as required.

AlphaPlus staff coordinated the development of content, training and online support for AlphaRoute, and ensured it was of a high quality. The literacy agencies oversaw the use of AlphaRoute by their staff, volunteers and learners, while AlphaPlus registered mentors and learners on behalf of the agencies.

AlphaRoute was developed on an access database and later attempts to upgrade this database were not funded. This limited the amount of data that could be accessed for the purposes of monitoring and evaluation. AlphaRoute was project-funded with annual reporting usually based on the number of new content activities developed, the number of new learners and mentors registered, and, later, feedback on online course numbers and evaluations. AlphaRoute was also usually funded to supply research data and information on trends, and the resulting reports provided further data for evaluation.

Assessment Methods and Instruments

Learners wanted prompt feedback on how they had done in the activities. Some said they were learning faster because the system told them immediately when they had made a mistake and highlighted the mistake in a different colour. On the French language site, when learners made mistakes, they were told 'bel effort' (beautiful effort), and directed to try again or to get advice from a mentor. Learners liked this – it validated their efforts, even when they made mistakes. They felt encouraged to try again.

Students were also able to use a web-based assessment resource – the AlphaRoute Placement Tool (APT) – which they could work through at their own pace to determine when they had reached their skill level in reading, writing and numeracy activities. Mentors or administrators could register students to access the tool independently of their registration in AlphaRoute. The initial intent was to assess the students' ability and comfort with learning online to determine whether AlphaRoute was right for them and, if so, what level of activities should be included in their AlphaRoute learning portfolio. The APT was intended to stand apart from AlphaRoute. However, over time, it was incorporated into the learning environment. APT ceased to be available when AlphaPlus stopped managing AlphaRoute in 2012.

Online and phone surveys, carried out during 2002–03, found that practitioners valued AlphaRoute, but that they struggled with some of the technological requirements and with the time demands of learning fully about the resource. At the same time, an AlphaPlus study of AlphaRoute adult literacy learners reported high levels of satisfaction with AlphaRoute as a learning environment and highlighted the transferable skills gained as a result of online learning.

42) Literacy Alberni Society, Literacy Alberni Society, (NGO) Canada
(http://www.unesco.org/uil/litbase/?menu=15&country=CA&programme=229)

Individual Education Plan

LAS has developed assessment tools to evaluate students' rate of progress, and to cater to their specific academic needs in ensuring personal growth. Personal goals and benchmarks are specific to each individual's learning approach and capability. LAS utilizes informal evaluation methodology to establish learner progress and comfort throughout the year, and formal assessment tools to benchmark an achieved level and progress.

Formally, LAS uses the Diagnostic Adult Literacy Assessment (DALA) tool – an online resource available from http://www.grassrootsbooks.net/ca/special/diagnostic-adult-literacy-assessment-for-beginning-readers-dala.html– to assess learners' literacy skills. LAS also uses the Canadian Adult Reading Assessment (CARA) tool to assess progress for those learners who enter the programme with more advanced literacy skills. ESOL learners are benchmarked using the federally designed and recognized Canadian language benchmarking system.

43) Family Literacy Project (FLY), State Institute for Teacher Training and School Development of the Ministry of Education, Hamburg, Germany
(http://www.unesco.org/uil/litbase/?menu=15&country=DE&programme=67)

The FLY project has been evaluated by the State Institute for Teacher Training and School Development. The evaluation process sought to determine programme benefits using quantitative and qualitative methods, which included:

- structured interviews (questionnaires) with parents from different ethnic and social groups, educators from schools and day care centres, and headmasters
- parental observation of their children's formal classes.

In addition, children were systematically assessed or tested on non-verbal intelligence and language competence at the beginning and end of the course in order to determine their learning progress and/or needs. This also involved testing in pre-schools and grades 1 and 2 (in language, reading and writing), as well as teachers' assessments of children's educational development. In addition, parents were interviewed before and after the course in order to get their independent assessment of their children's literacy skills development.

44) Ich will lernen (I want to learn), German Adult Education Association, (NGO), Germany
(http://www.unesco.org/uil/litbase/?menu=15&country=DE&programme=74)

While an external evaluation to determine the impact of the programme is yet to be conducted, participants' learning progress is monitored and evaluated on an ongoing basis through the use of internet based self-assessment or diagnostic tests and interactive exercises. These tests and exercises are conducted at the end of every chapter and the results are automatically evaluated and documented and help to determine the learner's progress. Learners are only allowed to advance through the curriculum when they successfully mastered one topic. Further assistance is provided to learners if they fail the said tests and exercises.

Apart from monitoring the progress of learners, the number of registered and anonymous learners is also automatically recorded on the website. To date, records indicate that about 200,000 learners have used the portal since 2004 while a further 10,000 different learners use the website monthly. Further information on the number and progress of programme participants is provided by programme facilitators and ongoing feedback from learners. These processes of evaluation are critical in shaping the development of the programme.

45) El Trabajo En Red Como Proyecto Educativo (Networking as an Educational Project), Centro De Educación Permanente Polígono Sur De Desarrollo Comunitario Ceper (Polígono Sur Centre for Continuing Education and Community Development), (Local Government), Spain
(http://www.unesco.org/uil/litbase/?menu=15&country=ES&programme=165)

There are three key phases to the evaluation process: diagnosis, continuous evaluation and analysis, and proposals for improvement.

First, the centre assesses the priorities for local communities, working closely with other social agencies in the area. An initial evaluation serves as a basis for determining the needs and expectations of the group. Following on from this, the programme is continuously evaluated, with student results, the teaching and learning process, and the community's expectations and achievements all considered.

The centre's evaluation team has developed various resources to evaluate the social and educational aspects of the programme in a participatory way. These generate proposals for improvement which are the starting point for the following academic year. A self-evaluation is conducted at the end of the programme. Improvement proposals for the following academic year are summarized in a report.

46) Fight Against Illiteracy (Lutte contre l'illettrisme), Savoirs Pour Réussir Paris, (NGO), France
   (http://www.unesco.org/uil/litbase/?menu=15&country=FR&programme=156)

Each participant receives a certificate of completion at the end of the programme.

Mid-course and end-of-course evaluations are made where participants are evaluated on the following elements:

- autonomy
- confidence
- motivation
- daily life interactions with other people
- cognitive development
- savoir faire (know-how)

Each of these elements are in turn broken down into five sub-themes. This also enables the evaluation to measure the impact of the programme on the young person's life. Any evolution, behavioural changes as well as interactions witnessed as part of the group all make it possible to identify progress made.

An annual report of activity is submitted to each of the financial partners. A short overview report, including statistics, is sent to the *Ville de Paris* and ANLCI (Agence Nationale de Lutte Contre l'Illettrisme) every six months. An external monitoring committee meeting is held twice a year where results and updates are presented. This committee includes representatives from the *Mission Locale, Ministère de Travail, Ministère de l'Éducation,* financial partners and the *Ville de Paris.* An external audit of the national network of *Savoirs Pour Réussir* was taken in 2009. *Savoirs Pour Réussir Paris* also established a quality approach system in 2010.

47) Prison Family Learning Programme (PFLP), Best Start for Families (BSfF), (NGO), UK
   (http://www.unesco.org/uil/litbase/?menu=15&country=GB&programme=108)

Although external evaluators have not been engaged since July 2011 (when BSfF took over the implementation of the PFLP), the programme is, nonetheless, currently being evaluated on an ongoing basis by BSfF technical staff, partners, prison officials, the Office for Standards in Education, Children's Services and Skills (OFSTED) and learners through field-based observations, in-depth interviews and consultations. Most importantly, programme beneficiaries also evaluate (using a standardised questionnaire) the learning outcomes through a reflective process which asks them to identify and highlight what they have learnt, the impact of the programme on their

lives and well-being and the challenges they faced during the entire learning process. They are also asked to make suggestions on how to improve the programme based on their learning experiences.

48) Help My Kid Learn, National Adult Literacy Agency (NALA), NGO, Ireland
   (http://www.unesco.org/uil/litbase/?menu=15&country=IE&programme=214)

Participants can rate activities on a scale of one to five, which allows NALA to gather feedback from users on the quality of the learning activities. NALA keeps track of the amount of content per section to ensure that there is an even volume of suggestions for each age group in the Talk, Play, Read, Write and Count sections. In 2014, NALA conducted a survey on the site's impact and people's awareness of it.

49) WriteOn, National Adult Literacy Agency (NALA), (NGO), Ireland
   (http://www.unesco.org/uil/litbase/?menu=15&country=IE&programme=158)

In order to verify that the programme meets NALA's Quality Assurance Assessment Policy and Procedures, the WriteOn programme is annually subjected to three rounds of internal and external review. This ensures that the range of assessment techniques and instruments are as per the QQI requirements for each programme.

In addition, annual monitoring visits are conducted by QQI, and independent evaluations of the programme and the overall Distance Learning Service are commissioned on a regular basis, in order to measure the programme impact and improve the service provided. Learners are actively involved in external evaluations through surveys and interviews.

50) Functional Adult Literacy and Women's Support Programme (FALP), Mother Child Education Foundation (AÇEV), Turkey
   (http://www.unesco.org/uil/litbase/?menu=15&country=TR&programme=141)

One of FALP's strongest assets is its monitoring and supervision system. Volunteer instructors are continuously supported by field coordinators through course visits and evaluation meetings. Each new volunteer is observed at least 3 times throughout the duration of the programme, and at least two group evaluation meetings are arranged. Continuous monitoring ensures technical support to volunteers, increases motivation, supports course formation and provides a feedback mechanism for programme revisions.

In addition to site monitoring, the programme has also undergone external evaluation studies (Öney & Durgunoğlu, 1997; Kagitçibaşı, Goksen & Gulgöz 1999; Durgunoğlu 1998; Gülgöz 2001). These studies have found that participants of FALP have higher scores in reading, writing and critical thinking skills than mainstream adult literacy courses. Results have also suggested that FALP encourages social integration, positive self-concept and family cohesion of women enrolled.

51) Briya Family Literacy Programme, Briya Public Charter School, Washington, D.C., USA
   (http://www.unesco.org/uil/litbase/?menu=15&country=US&programme=230)

Adult learners' progress is assessed through the Comprehensive Adult Student Assessment System (CASAS), a competency-based assessment system, used nationally and validated by the Department of Education and the Department of Labour. Using the CASAS assessment system is a requirement of government funding. CASAS measures the basic skills and the English language and literacy skills needed to function effectively at work and

in life. In line with the rules of the test publisher, students are tested after every 70 hours of class time until goals are met, after which they are tested every 120 hours.

Furthermore, using the Family Reading Journal Rubric, developed in conjunction with the National Center for Families Learning, Briya measures parents' use of key strategies for reading with their children. These include questions and activities for before, during and after reading with young children, such as making predictions, discussing print concepts or identifying key characters with the child. Just over 86 per cent of parents participating for six months or more achieved a score of five-plus on the rubric, exceeding the school goal of 70 per cent.

Each year, the Washington D.C. Public Charter School Board (PCSB) evaluates the performance of every public charter school in the district. The PCSB has introduced the Adult Education Performance Management Framework to assess school-wide performance, ranking schools into tiers 1, 2 or 3, with 1 being the best. Briya is ranked at tier 1, as 'high performing', with the highest scores in the city for student progress measures and college and career readiness measures. The Early Childhood Performance Management Framework is not yet tiered, but Briya consistently meets or exceeds targets for each metric. Each year, Briya submits more than 100 compliance reports to the PCSB and the state education agency, as well as submitting annual reports on various elements of their programme, progress towards charter goals and student performance data to PCSB.

Every five years the PCSB conducts a comprehensive whole-programme review to determine whether it will allow Briya to continue as a charter school and every fifteen years it determines whether or not to renew Briya's charter. The five-yearly monitoring and evaluation includes on-site evaluations of Briya's classrooms, many written reports and document reviews, and legal and fiscal compliance reviews. In May 2015, PCSB conducted a qualitative site review over a two-week period, observing classes and collecting evidence regarding Briya's stated missions and goals.

52) Free Minds Book Club and Writing Workshop, Free Minds Book Club and Writing Workshop, (NGO) USA (http://www.unesco.org/uil/litbase/?menu=15&country=US&programme=232)

Free Minds monitors implementation through regular and ongoing evaluation, with impact assessment during each phase, and actively solicits feedback from members on how services can be strengthened to better meet members' needs and improve outcomes. The organization uses Social Solutions' Efforts to Outcomes (ETO) software to measure and evaluate progress through surveys. One is the intake survey conducted with new members when they first join the DC Jail Book Club. Survey questions concern participants' education, history and interests. The software is then used to track members' reading, writing and book club participation.

During the Federal Prison Book Club phase, Free Minds tracks members' engagement through the level of openness and trust displayed in their correspondence with the organization, and whether or not they request specific book titles. In the Re-entry Book Club phase, the organization tracks active members' employment and enrolment in schools or vocational programmes. Rates of recidivism are also monitored, as well as participation in community outreach events and writing workshops with young adults on probation.

Individual contact with former members on release is maintained, usually initiated by members themselves when they express their interest in participating in the Re-entry Book Club programme. When members do not provide their own contact information, Free Minds contacts their families or attorneys when possible, and also recruits former Free Minds members in the community to locate other members who may be friends or neighbours.

53) Plazas Comunitarias, The Instituto Nacional para la Educación de Adultos (INEA) [National Institute for Adult Education], the Secretaría de Educación Pública (SEP) [Secretariat of Public Education], the

Instituto para los Mexicanos en el Exterior [Institute for Mexicans Abroad] and the Secretaría de Relaciones Exteriores (SRE) [Secretariat of Foreign Relations], USA
(http://www.unesco.org/uil/litbase/?menu=15&country=US&programme=231)

With a view to developing specific strategies aimed at improving the Plazas Comunitarias Programme abroad, INEA has proposed that indicators be created through which to analyze the Programme's ongoing operations. These indicators can then be used to measure the success of the strategies implemented on the basis of the initial evaluation. Efforts in this respect began only recently, which is why the indicators as well as the information they are set to measure and verify, are still undergoing modifications.

For INEA, a highly educationally efficient Plaza Comunitaria is one that focusses mainly on providing basic educational services using the Modelo Educación para la Vida y el Trabajo (MEVyT) (Guideline on Education for Life and Work). Thus, the first indicator of educational efficiency is the indicator "Proportion of basic educational services" (Servicios Educativos Básicos (SEB)). This efficiency indicator defines the proportion of basic educational services provided by the Plaza Comunitaria in question in relation to the other services in provides. Other types of service often offered by Plazas Comunitarias include preparatory courses for the General Education Development tests (the GED diploma is considered equivalent to a high school diploma), courses in English as a foreign language and computer courses.

The Plazas Comunitarias are monitored in various ways, for example through analysing the degree to which they focus on basic education, through keeping track of the applications for certificates that arrive at the offices of INEA and through the registrations and activity recorded by the SASACE [System of Accreditation and Automatic Tracking for Communities Abroad]. If INEA notices that a Plaza Comunitaria has not registered any activity for the past year, it contacts the respective consulate to request confirmation that the Plaza is still in operation. If the Plaza is not in operation, the consulate concerned informs INEA, whereupon the facility is closed or its access to the SASACE is temporarily suspended. This process ensures that the Plazas Comunitarias whose results and activities are recorded are operating efficiently.

54) The Family and Child Education Programme (FACE), Bureau of Indian Education (BIE), National Centre for Family Literacy (NCFL) and Parents as Teachers National Centre (PATNC), USA
(http://www.unesco.org/uil/litbase/?menu=15&country=US&programme=87)

Research and Training Associates, Inc. (RTA) were contracted at the inception of FACE to conduct a programme study and to continue to function as an external evaluator. Programme evaluation has served to provide information: a) to ensure continual improvement in programme implementation (overall programme and site specific) and b) about the impact of the programme. Data collection instruments are developed through collaborative efforts of RTA, BIE, NCFL and PATNC. Evaluation reports are prepared based on data (monthly participation and activity reports, implementation data, outcome data, statistical and narrative data) provided by FACE staff members and participants. Annual reports are prepared for the BIE and site-level summaries are provided to individual programmes. Impact and Achievements

55) Alfabetização Solidária (AlfaSol), Associação Alfabetização Solidária, (NGO), Brazil
(http://www.unesco.org/uil/litbase/?menu=16&country=BR&programme=1)

AlfaSol is responsible for coordinating, monitoring and evaluating the literacy programme and the training processes. The partner institutions of higher education permanently supervise and monitor the literacy courses at the local level. Monitoring and evaluation is based on visits to the cities in which the courses are implemented as well as distance follow-ups. AlfaSol and the partner institutions of higher education use two important tools:

the Relatório Mensal de Execução (RNE or Monthly Progress Report) and the Relatório Mensal de Acompanhamento (RMA/Monthly Follow-up Report). A final report is submitted at the end of a module.

Other programme partners, such as the private companies, also perform an important service in monitoring the pedagogical outcomes. This ongoing monitoring and evaluation system has revealed major achievements and important lessons that have enabled the programme to continue to evolve and improve.

56) Literate Brazil Programme (Programa Brasil Alfabetizado, PBA), Secretariat for Continuing Education, Literacy and Diversity - SECAD (Secretaria de Educação Continuada, Alfabetização e Diversidade) in partnership with the Secretariats of Education at the state and municipal levels, Brazil
(http://www.unesco.org/uil/litbase/?menu=16&country=BR&programme=50)

Two main strategies are used to evaluate the results of the Literate Brazil Programme:

- A macro-management strategy that uses the official social and educational indicators identified in the Multi-year Plan. These include: the absolute illiteracy rate among the population aged 15 and above, the proportion of people aged 15 years or more with less than four years of schooling, and the regional illiteracy rate.
- A micro-management strategy that assesses programmes on the basis of how they are managed, what selection criteria they use, what their focus is and how effectively they function. This second strategy comprises a wide range of evaluation initiatives that aim to identify important lessons on which the programme's leaders can base their decisions and draw upon to redesign and improve their plans of action for youth and adult literacy.

In 2005, an LBP Evaluation Plan was designed. An external evaluation was then conducted by the Institute of Applied Economic Research (IPEA) in partnership with the Federal University of Minas Gerais' Centre for Literacy, Reading and Writing (CEALE), the Scientific Society of the National School of Statistics, the Paulo Montenegro Institute (IPM) and its market research unit, and the National Association of Post-Graduate Centres of Economics (ANPEC), under the auspices of the United Nations Development Programme (UNDP). The plan was designed to enable each partner to contribute according to its particular field of expertise and thus enhance both the contents and quality of the overall evaluation process. Results are available for the periods 2005/2006 and 2006/2007; however, the results of courses held in 2007/2008 are still in the process of being evaluated.

57) Programme of Mother Language Literacy (PALMA: Programa de Alfabetização na Língua Materna), IES2 – Innovation, Education and Technological Solutions, Brazil
(http://www.unesco.org/uil/litbase/?menu=16&country=BR&programme=183)

The progress of learners and the impact of the programme are measured through the web-based platform, which allows tutors to track the performance and development of their students throughout the programme. The data sent to the platform is analysed by IES2's research and development team to identify areas of the programme that are particularly successful and those that require improvement. Teachers can send questions and comments to the IES2 administrators using the web-based platform, which allows for direct feedback from system-users. PALMA learners can also inform the evaluation of the programme by sending SMS text messages to the web-based management system. These messages are categorized and turned into reports. The teachers have access to this system and are able to follow the development of their learners. Among other things, the system allows them to compare their students' results at the end of the programme to those gained at the start.

58) Zé Peão School Project, João Pessoa Building and Furniture Workers' Trade Union (*Sincato dos Trabalhadores nas Indústrias da Construção e do Mobiliário,* SINTRICOM), and the Graduate School of Education of the Federal University of Paraiba, Brazil
(http://www.unesco.org/uil/litbase/?menu=16&country=BR&programme=104)

The monitoring of the programme includes collecting data on learners' attendance, drop-out and progression rates, as well as assessment results. These data are collected and stored in a database programme staff. Teaching efficiency is evaluated by class observations as well as a weekly log where teachers report their activities and reflect on their own performance. The project's coordinators use all of this information to provide individual and group feedback to facilitators, in order to enhance their pedagogical practices and activities as well as improving participants' learning.

59) The Lifelong Learning and Training Project (Programa de Educación y Capacitación Permanente, Chilecalifica), Ministries of Education, Economy and Labour; National Service of Training and Employment (Servicio Nacional de Capacitación y Empleo, SENCE); Chile Foundation (Fundación Chile), Chile
(http://www.unesco.org/uil/litbase/?menu=16&country=CL&programme=91)

The monitoring of the educational upgrade initiative employs an information system that includes data about all students, such as class frequency and test results. The process and results indicators used in the monitoring include, among others, enrolment rate, completion rate, repetition rate, exam no-show rate, drop-out rate, student information (e.g., gender, age, socioeconomic status), class schedule, methodology, exam results. Data are stored and analysed by the Central Level of the Ministry of Education (Nivel Central del Ministerio de Educación). The data for the monitoring process are entered into the system by the staff of the institutions which provided the education services (entidades ejecutoras), including updated information about the facilitators, student and group progress and learning, didactic activities implemented by monitors with descriptions and goals, and a monthly report. The data for monitoring results come from the written exams which students take after the completion of their studies, and are entered into the system by the accredited schools that carry out the examinations.

The evaluation is external, and designed to determine the overall effectiveness of the projects. So far, there are two available impact evaluations:

- Impact evaluation on the flexible educational upgrade modality: carried out from 2004 to 2005 by the Economy and Development Institute (Economía y Desarrollo);
- Impact evaluation on Chilecalifica: carried out from 2007 to 2009 by the Budget Directorate (Dirección de Presupuestos, DIPRES) of the Ministry of Finance.

60) Sistema Interactivo Transformemos Educando, Foundation for Social Development Transformemos (Fundación para el Desarrollo Social Transformemos), (NGO)*,* Colombia
(http://www.unesco.org/uil/litbase/?menu=16&country=CO&programme=107)

The indicators used to monitor the progress and shortcomings of the implementation of the programme include attendance, repetition, progression and drop-out rates, and information on participants' gender, geographical location and socio-economic status. All individuals are registered not only in the foundation's database, but also in the national education management information system. Data are also collected by educators at various opportunities (i.e. group meetings taking place at least three times a year, surveys, follow-ups by telephone and e-mail, monthly reports), classroom visits and student assessments. To date, there has been one external evaluation of the programme, which was carried out by the National University of Colombia in a study that

assessed and compared the outcomes of several different youth and adult education programmes in the country (2009).

61) Virtual Assisted Literacy Programme (*Programa de Alfabetización Virtual Asistida, PAVA*), North Catholic University Foundation (Católica del Norte Fundación Universitaria), Colombia
(http://www.unesco.org/uil/litbase/?menu=16&country=CO&programme=103)

Three different groups of actors are involved in the monitoring and evaluation of the literacy programme offered by the Católica del Norte: 1) the regional coordinators who are in charge of monitoring the activities and results, 2) facilitators and students and 3) a research group that evaluates the quality of the programme and the NME who compiles the data and uses them for tracking the progress of national educational policies and programmes' implementations. Data are collected through classroom observations, field notes written by facilitators and bimonthly meetings with all the coordination staff. They are also compiled through the software, which enables facilitators and programme coordinators to track students' learning progress by accessing information online regarding completed activities, completed lessons, grades and scores in assessments as well as statistics and participation in online discussion groups.

To date there has been no formal external evaluation. However, there are annual non-experimental evaluations designed to assess three features of the programme: 1) pedagogical aspects, such as student learning and progress, relevance of the programme to personal, family and social development; 2) organisational aspects, such as the quality of infrastructure (e.g. classroom and computer labs), student attendance and drop-out rates, the role of the manager and coordinators of the foundation and 3) training of facilitators, that is, the quality of the pre-service and professional development trainings, the performance of facilitators in teaching literacy and general content to facilitators and the associations between the training sessions and student learning.

62) Proyecto de Educación de Jóvenes y Adultos (Basic Education for Young People and Adults), Ministry of Education, Ecuador
(http://www.unesco.org/uil/litbase/?menu=16&country=EC&programme=169)

Monitoring processes are undertaken on a continual basis to ensure that teachers and technicians meet the guidelines established by the EBJA project. Moreover, performance evaluations are applied to staff and learning assessments to participants. Teacher performance is formally evaluated twice a year in order to ensure staff do their work correctly and should continue to work with participants.

In partnership with the Ministry Coordinator of Social Development, the EBJA team has developed a computer-supported system to monitor, evaluate and manage the key activities of the project. This system is not only used to ensure that the annual operational plan of EBJA is followed, but also provides an effective tool to handle statistical information and to review the whole process.

Learning centres are visited by EBJA personnel at least twice during the implementation phase. These visits aim to ensure that participants attend classes regularly and that each centre has the necessary physical resources to support appropriate teaching and learning. In addition, each teacher is responsible for documenting attendance in their classes. This information is useful in that it indicates which participants are at risk of dropping out. If that is the case, the teacher is expected to provide pedagogical support to ensure learners stay enrolled. This attendance record is verified by the territorial technicians during their monitoring visits to each centre.

Field visits are the main means by which processes such as the registration of participants, the opening of educational centres, budget discipline, training, teaching methodologies, the progress of participants, the delivery of didactic material and recruitment are monitored and assessed.

The information collected during each of the three phases of the literacy project between 2011 and 2013 has helped to continuously improve the implementation processes.

Monthly evaluation reports are provided by EBJA coordinators, both in Spanish and bilingually, to share information about budget execution and the academic progress of participants. The project also produces two final evaluation reports, at the end of the first two educational phases. The reports are focused on the social impact and management of the project, as well as on learners' progress.

Additionally, inquiries and interviews have been carried out with key actors – participants, their families and the communities in which they live – in order to assess the impact of literacy courses on the participants' lives, and those of their families and communities.

The EBJA project has also established community boards to oversee the activities and to ensure a personalized support of women, older people, people with disabilities and ethnic-minority groups. The boards also ensure that teachers attend fully to meeting the educational expectations of the community. This has played a crucial role in the sustainability of the project and provided tangible outcomes to communities, motivating former participants to continue with their education.

63) Integral Family Literacy, National Commission for Adult Literacy *(Comisión Nacional de Alfabetización de Adultos,* CONALFA), Guatemala
(http://www.unesco.org/uil/litbase/?menu=16&country=GT&programme=94)

The monitoring of the Integral Family Literacy programme uses a cascade mechanism in which there is a combination of different actors in the collection and analysis of data. In order to track the progress and results in the ground level, the monitors oversee the lessons and evaluation activities implemented by the tutors in the learners' home and report challenges, outcomes and questions to the next level, the coordinators of the municipality. This coordinator supervises the work of the child-facilitators and the monitors in multiple communities, and provides the information to CONALFA where the data are consolidated, compiled and used to further improve the programme. The monitoring data include some of the following indicators: number of participants (i.e., learners, children and monitors), characteristics of the participants (i.e. gender, age, geographical location), drop-out rate, evaluation rate (i.e. number of learners who took final evaluation) and promotion rate (i.e. number of learners who have successfully passed the final examination).

64) Changing Lives in Central America through Access to Information and Literacy, Riecken Foundation, Honduras
(http://www.unesco.org/uil/litbase/?menu=16&country=HN&programme=216)

Communication by phone or email, and community visits, are regularly undertaken by Riecken to discuss the progress of each library in terms of the different programmes, activities, collaborations, beneficiaries and sustainability issues. During the visits, volunteers and local officials share their needs and ideas to develop solutions and to source local and inter-national opportunities for support. Riecken internally performs regular health checks of all 65 network libraries, in order to evaluate the management, administrative and programmatic strengths of each library and the network as a whole.

After training, each participant fills out a post-training/programme evaluation form. These forms will be distributed after any Riecken-sponsored training or workshop to assess the quality and utility of the activity, and which aspects of the activity can be improved in the future.

In 2012, Riecken contracted the services of an outside consulting firm to help establish permanent short-, mid-, and long-term monitoring and evaluation tools. The purpose of the planning, monitoring and evaluation system (PM&E) developed for the Riecken Foundation is to enhance Riecken's capacity to collect, analyse and learn from data about its own capacity and programmes as well as about the capacity and programmes of the community libraries that it seeks to strengthen.

65) Basic Literacy and Vocational Training for Young Adults, Department of the Secretary of State for Literacy (DSSL), Haiti
(http://www.unesco.org/uil/litbase/?menu=16&country=HT&programme=79)

A participatory monitoring and evaluation system was developed to enable each stakeholder in the project to have a clearly-defined role and take part in the process. For the literacy stage, the person with chief responsibility for monitoring is the département coordinator, who receives field reports drawn up by the supervisors and support committees in the communes of Bainet and Côtes-de-Fer. While courses are under way, the local coordinator and one member of the support committee (a local body representing the community) visit each centre twice a month and a report is drawn up on each occasion. Monthly summaries of these reports are sent to the central office of the DSSL, UNESCO and AECID via the various focal groups.

Each local or community supervisor is responsible for supervising ten (10) centres. He or she has the job of ensuring that supervision is continuous. To this end, supervisors must visit each centre at least once a week. They carry out systematic and ongoing monitoring of centre operation and facilitator attendance. They check the facilitator attendance register and regularly meet the support committee to share information.

Facilitators are in charge of centres. They are responsible for providing literacy training to the enrolled participants assigned to them by the support committee and the département coordinating body. They keep attendance registers and record absences and late arrivals of participants. They are trained to provide high-quality facilitation and instruction, while also motivating participants. Their duties also include passing on observations to local coordinators via community supervisors. They act on the feedback given to them and use it to improve training provision.

Monitoring and supervision visits are also made by focus groups and the central office (of the support committees). Regular reports are drawn up to assess the situation within each commune as regards the attendance of participants and facilitators and the quality and effectiveness of training provision.

A two-pronged evaluation system has been created. One of the evaluation methods involves setting participants two simple reading, writing and arithmetic tests during each session. These tests are devised by the département coordinator on the basis of the specimen papers provided by the central office. The second method involves evaluation of the project by experts from UNESCO, AECID and the DSSL, institutional evaluation, and evaluation of the objectives, activities, actors and participants. A final external evaluation report is then drawn up and presented at a three-party meeting.

66) Bilingual Literacy for Life (BLL) / MEVyT Indígena Bilingüe (MIB), The National Institute for Adult Education (INEA), Mexico
(http://www.unesco.org/uil/litbase/?menu=16&country=MX&programme=92)

The impact of the BLLP/ MIB, including student learning outcomes, is closely monitored, assessed and evaluated on an on-going basis by INEA's technical field teams, programme facilitators and learners themselves through a combination of class observations, final examinations at the end of each module and student self-evaluation. In order to facilitate student self-evaluation, for example, INEA has developed standardised instruments such as

questionnaires which guide learners through the process of assessing not only their learning progress and achievements but also the teaching methods and the overall impact of the programme on their lives. Additionally, external professionals are also engaged by INEA on an annual basis to undertake summative evaluations of both the student learning outcomes and the impact of the programme on literacy and community development. To date, several external evaluations have been undertaken by various experts. Together, these programme evaluation and assessment processes feed into the national information system, the Automated System for Monitoring and Assessment (SASA-I), "which aims to collect reliable data on the progress of the adults who enter the INEA programmes" with a view of, among other things, facilitating the certification or accreditation of learners and future planning.

67) Programa de Alfabetización y Continuidad Educativa en el Valle de los Ríos Apurímac, Ene y Mantaro (VRAEM) – Literacy and Continuing Education Programme in Valle de los Ríos Apurímac, Ene y Mantaro, Dirección General de Educación Básica Alternativa – Dirección de Alfabetización (DEBA), del Ministerio de Educación. (Directorate General for Alternative Basic Education – Directorate for literacy (DEBA), of the Ministry of Education), Peru
(http://www.unesco.org/uil/litbase/?menu=16&country=PE&programme=237)

The monitoring, supervision and assessment of the programme uses monitoring processes that evaluate services offered in relation to the development of the literacy process. Based on predefined indicators, these auditing processes determine the extent to which courses offered at the periféricos distritales, núcleos de aprendizaje and círculos de aprendizaje (see descriptions above) meet specific objectives and evaluate students' progress. They also assess aspects of an institutional and community management nature. The information gathered by the audits is used for analysis and decision-making purposes.

The monitoring and assessment measures are continual and take into account aspects such as the effective use of financial resources as educational material. These, after all, make up a significant amount of the budget for the programme's execution.

Monitoring measures are conducted using technical instruments contained in the pedagogical kits. The results of these instruments can be used to immediately implement corrective measures if necessary. The information generated by the monitoring measures is registered in an information system. Information is also generated through supervisory measures. The district coordinator, the director of the CEBA and the specialists from the Unidad Gestión Educación Local (UGEL – Management Unit for Local Education) also conduct supplementary supervisory activities.

68) Ñane Ñe´ẽ (Our Word), Dirección General de Educación Permanente (DGEP), Ministerio de Educación y Cultura (MEC) - Directorate-General of Lifelong Education in the Ministry of Education and Culture, Paraguay
(http://www.unesco.org/uil/litbase/?menu=16&country=PY&programme=235)

Assessment of learning outcomes

Two methods of assessment are used in the literacy classes:

- The first is an assessment upon admission, through which participants' initial reading, writing and mathematical levels are ascertained.
- The second involves the ongoing self-assessment of participants, taking into account their attendance, their contributions to group work, their performance in individual tasks, their participation in community life, etc.

At the end of the course, participants receive an attendance certificate. Another key aspect of progress monitoring is the use of assessments to appraise participants' advances within the process. To this end, the programme records their levels upon entry and upon conclusion of the course. It does this by means of written tests to be taken by participants.

The results of participants' starting and leaving assessments undergo qualitative analysis, with the advances and achievements of each participant being assessed and compared.

Monitoring and evaluation of the programme

From the beginning, and on an ongoing basis, the Local Managers monitor the progress of all learning circles on an individual basis, while the central technical team monitors progress on an overall level. To do this, they apply specific monitoring guidelines. These have been developed to identify the most important implementation indicators. All of the information gained through monitoring and evaluation is then processed and used to devise programme improvements.

Moreover, members of the Central Technical Team of the MEC use monitoring instruments to conduct representative sampling, while the local manager and the regional technical staff in the supervisory teams apply other instruments to monitor the programme in all learning circles. Using a database created for this purpose, the data collected via these instruments is downloaded and analyzed by those responsible for monitoring.

The performance of the facilitators and instructors is monitored by the local managers and the Central Technical Team of the DGEP.

69) Adolescent Development Programme (ADP), Service Volunteered for All (SERVOL), Trinidad and Tobago
(http://www.unesco.org/uil/litbase/?menu=16&country=TT&programme=88)

Monitoring and evaluation are very important aspects of the ADP, they characterize every phase of the programme and concern both adolescents, its staff and external partners. As regards students, interviews are held both at the beginning and at the end of the course, when they are tested for literacy and eventually assigned to specific remedial classes. A third of SERVOL's ADP trainees take at that point literacy courses ranging from six to twelve hours a week.

ADP participants' learning progress is also monitored and evaluated on an ongoing basis. Thus, apart from the in-house learner progress evaluation undertaken by SERVOL staff, companies who recruit apprentices are also obliged to compile learners' progress reports. Furthermore, during their field attachment period, apprentices are also visited by SRERVOL field officers / instructors who monitor and evaluate their overall performance and conduct within a working environment. At the end of their training course, all ADP participants are also obliged to sit for a national examination in order to obtain a national trade achievement certificate. In addition, SERVOL has, over the years, also employed several external professionals and / or institutes to evaluate the impact (effectiveness) or lack thereof of its programmes as well as to canvass for professional advice and suggestions. The latest external evaluation by the Bernard van Leer Foundation was under-taken in 2002. Using data collected from these processes, SERRVOL compiles annual reports which detail the impact, challenges and way forward of its programmes.

70) Adult Literacy Tutors Association (ALTA) Literacy Programme, Adult Literacy Tutors Association (ALTA), Trinidad and Tobago
(http://www.unesco.org/uil/litbase/?menu=16&country=TT&programme=36)

ALTA has an end-of-level evaluation that assesses specific criteria and performance standards for each of the four literacy levels. Tutors are taught how to evaluate their students and all evaluations are reviewed and approved by the class coordinator. However, an independent external evaluation has not yet been undertaken.

At the professional level, ALTA continually monitors the performance of its tutors and other officials through a three-tier system. Tutors' performance is assessed by trainers and coordinators via site visits and standardized reports. The coordinators themselves are evaluated by regional coordinators, who in turn are evaluated by the ALTA Senior Managers.

71) En el país de Varela: Yo, sí puedo - Education Programme for Young People and Adults (Programa de Educación de Jóvenes y Adultos), National Authorities for Public Education and General Governing Council; Administración Nacional de Educación Pública y su Consejo Directivo Central (ANEP – CODICEN), Uruguay
(http://www.unesco.org/uil/litbase/?menu=16&country=UY&programme=93)

Every time a "Yo, sí puedo" literacy course begins, the Technical Team from MIDES start to monitor and evaluate its success in parallel, taking note of the social demographic characteristics of the participants, such as age, level of illiteracy, gender and level of formal education attained. During the pilot programme, inspectors from the Technical Team visited each of the education centres to support the teachers and monitor how the course was developing. Attendance is recorded in a monthly register and the teachers send a weekly report via e-mail containing qualitative and quantitative information on the learners and their progress to date. After every course, the Technical Team evaluate how much of an impact was made by analysing some of the most pertinent aspects of the experience, including the transmission and reach of the programme in each area, the training of the teachers, the involvement and engagement of the teachers, the effective completion of the programme objectives, the features of the final graduation and its impact on the region, etc. For each aspect, the strengths and weaknesses are identified prior to a more practical assessment of which lessons which can be learned from the individual experience of each course to improve the programme for the future.

In cases where several groups in the same area started the course simultaneously, a meeting in the middle of the course has been organised for the teachers to share their experiences, support one another and exchange advice.

72) Prison Education Programmes for Young People and Adults, Administración Nacional de Educación Pública y su Consejo Directivo Central (ANEP – CODICEN) National Authorities for Public Education and Central Governing Council, Uruguay
(http://www.unesco.org/uil/litbase/?menu=16&country=UY&programme=85)

The teaching teams meet every two weeks to participate in coordination meetings, in which topics such as motivating learners, dealing with prison staff, developing competencies, changes to the curriculum, educational space, etc. are discussed to prompt self-evaluation, pedagogical reflection, and the continuation and support of educational practices. Members of prison authorities attend the meetings from time to time in order to give the teachers a closer insight into how the prison functions and the internal administrative rules which concern them as teachers.

As part of the evaluation of each programme, the teachers send statistical data on a monthly basis to the Central Governing Council. This information is used to analyse the quarterly reports and is shared with the inspectors in order to plan for and predict the specific needs of the learners in each educational context.