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Association pour le
Développement de
l'Éducation en
Afrique

"Revitalizing Adult and Youth Literacy" – RAYL –

Project External Evaluation

Final Report

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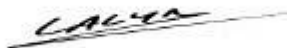
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For the team, the Coordinator of the Review



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Abbreviations and Acronyms

ADEA	Association for the Development of Education in Africa
AMAC	Abuja Municipal Area Council
BUK	Bayero University, Kano
CBMC	Centre Based Management Committee
DPRD	Director Planning Research and Development
EFA	Education for All
EMIS	Education Management Information System
FCT	Federal Capital Territory
FGN	Federal Government of Nigeria
FME	Federal Ministry of Education
IDPs	Internally Displaced Persons
LASU	Lagos State University
LGA	Local Government Areas
LG	Local Government
LNFE	Literacy & Non-formal Education
MDGs	Millennium Development Goals
M & E	Monitoring & Evaluation
MCLC	Model Community Learning Centre
MoU	Memorandum of Understanding
NBTE	National Board for Technical and Vocational Education
NBS	National Bureau of Statistics
NCNE	National Commission for Nomadic Education
NFE	Non-Formal Education
NFE-MIS	Non-formal Education / Management Information System
NGO	Non-Governmental Organization
NMEC	National Mass Education Commission
NNCAE	Nigerian National Council on Adult Education
OSSAP	Office of Senior Special Assistant to the President
RAYL	Revitalizing Adult and Youth Literacy
SAME	State Agency for Mass Education
SDG	Sustainable Development Goal
SSAP	Senior Special Assistant to the President
UNIPORT	University of Port Harcourt – Rivers State
WGNFE	Working group on non-formal education

Executive summary

In a bid to achieve the “Education for all” (EFA) goals and Millennium Development Goals (MDGs), the Federal Government of Nigeria (FGN) established a self-benefitting Funds-in-Trust amounting to \$6,468,233 for UNESCO to design and oversee the implementation of the Revitalizing Adult and Youth Literacy (RAYL) project. The aim was to make 5 million adults and youth literate by 2015. At the end of the project, the two partners contracted the ADEA Working Group on Non-formal Education (WGNFE) to conduct a comprehensive external evaluation.

The WGNFE team visited Nigeria in April 2017 to discuss with RAYL team the details of the evaluation design and to collect preliminary information in order to finalize its plans. The field-level data collection took place in May 2017. Three groups were constituted to visit six States (one per geopolitical zone) and the Federal Capital Territory. They interviewed representatives of all stakeholders, including the Senior Special Assistant to the President on MDGs. They visited literacy and skills acquisition centers as well.

Despite a late start due to external factors and subsequent extension of its implementation period, RAYL achieved considerable results, in the areas of (1) advocacy in favor of literacy and non-formal education, (2) creation of literacy centers, (3) learner enrolments, and (4) capacity building for a more effective delivery of adult literacy and non-formal education in Nigeria. Following the observations of experts during the validation workshop, efforts were made to review the initial project document UNESCO presented to the Steering Committee members.

However, implementing a project of such magnitude in the context of a federal country like Nigeria entailed considerable challenges. For example, in spite of the fact that UNESCO organized a strong advocacy program and provided for key inputs, some

State and Local Governments were unable to play their parts satisfactorily. The main difficulties had to do with the payment of facilitators and the mobilization of additional moneys to create more centers. Moreover, many State Agencies for Mass Education did not receive the support needed from the States to continue advocacy activities and to supervise the learning centers. The project coordination developed continuous and aggressive advocacy activities to improve NFE image and obtain the support of State and Local Government decisions makers in order to ease implementation conditions.

Considering RAYL's achievements, a large majority of the interviewees wished the continuation of the project, provided that the weaknesses observed in the design and implementation of the first phase are corrected. Based on these and on other contributions that came out of the evaluation process, the external evaluation team lends its support for the idea of such continuation, if the corrective measures encapsulated in the evaluation recommendations are undertaken.

The major recommendations include for **the Federal Government of Nigeria** to initiate and support a second phase of RAYL as it can help create the core mass of literates that will drive the efforts towards more economic growth, better social cohesion and more political integration. It is also recommended to reinforce advocacy activities; adopt an approach that facilitates accountability and visibility of the interventions; expand the project activities to all parts of the states, and ensure that accurate data on Literacy and Non-formal Education are provided on time.

As for **UNESCO**, it is recommended to (i) provide support for second phase of RAYL; (ii) contribute to reinforcing advocacy activities in a way to generate enthusiasm and political will for the subsequent phase of RAYL; and (iii) budget for facilitators' fees, as this issue is critically important for the success of this project. UNESCO may also consider duplicating similar projects/programs throughout Africa, wherever conditions permit.

These recommendations are detailed at the end of the report.



Two women during a class session in a typical FCT learning center (Credit photo: I. B-L)

I. Introduction

In congruence with its commitments to attain universal adult literacy in Nigeria as part of its efforts to achieve Education for all (EFA) and Millennium Development goals (MDGs), the Federal Government of Nigeria (FGN) signed a Memorandum of Understanding (MoU) with UNESCO Paris. Based on this MoU, the FGN provided to UNESCO Nigeria Naira one billion (NGN1b), a little over US\$6.468 at the signing of the project. The intent was “to develop and coordinate the implementation of a project aimed at revitalizing adult and youth literacy (RAYL) throughout Nigeria”. The initial duration of the project was four (4) years, from 2011 to 2015. However, it was extended by one year, to December 2016, following the bombing of the UN House in August 2011.

Although the agreement was signed on 5 May 2011 and the money released by the Federal Government, the implementation of RAYL began by the end of 2012 partially because of the late start (take off in mid 2012 with preparatory meetings and trainings). Therefore, the activities were not fully realized in spite of the extension of the duration to the end of 2016. All the signatories to the MoU participated fully in the implementation process but the delay brought about concern on the FG side regarding the realization of the activities within the contractual period.

One hundred and forty-six (146) out of 774 Local Government Areas (LGA) were selected to host the project on the basis of 4 LGAs per State with the exception of Rivers State and the Federal Capital Territory where six LGAs were selected (three from each entity). States were supposed to provide learning centers and facilitators.

II. Comprehension of the terms of reference

The Federal Government of Nigeria solicited UNESCO support for developing and coordinating the implementation of the Revitalizing Adult and Youth Literacy (RAYL) project in Nigeria. Under the terms of the Memorandum of Understanding, UNESCO agreed to use its various agencies to design the program, set the conditions of its implementation and to ensure that regular monitoring and evaluation mechanisms are

set in motion throughout the duration of the project. The project was launched in 2011 and it ended in 2016.

In accordance with the terms of the memorandum, UNESCO has commissioned the ADEA Working group on Non-formal Education (WGNFE/ADEA), as the External Evaluator, to undertake a comprehensive assessment and terminal evaluation of the RAYL project from its inception to its completion. This implies the realization of the following tasks:

1. Literature review;
2. Design of the evaluation exercise;
3. Field visits and data analysis; and
4. Production of reports.

III. Methodology

For the organization of RAYL external evaluation, the ADEA Working Group on Non-formal Education (ADEA/WGNFE) conducted a series of activities including:

- (1) a desktop literature review to have a good understanding of the assignment,
- (2) coordination exchanges with UNESCO Regional Office in Abuja,
- (3) an exploratory mission in Abuja from 24-29 April 2017,
- (4) the design of data collection tools,
- (5) the data collection visits in six States and the Federal Capital Territory (FCT), and
- (6) the reporting.

3.1. Preparatory visit

The first mission comprised of the coordinator of the WGNFE and the main Consultant visited Abuja for six days in order to meet key project managers, individuals as well as institutions, collect documents and see some centers in FCT. The team interviewed

project officers at UNESCO Regional Office, Federal and Local Governments officers and civil society partners. From this exploratory exercise, a few issues stood out and were taken into account for the design of the research instruments.

Another significant outcome of this mission is the participative design of the evaluation process. In fact, during a meeting with project managers and staff members, the following decisions were taken:

- (1) 3 teams were to cover 6 states representing the six Nigerian geopolitical zones;
- (2) In each geopolitical zone, the criteria for the selection of States to visit were:
 - a. the existence of functional Model Learning Centers;
 - b. the presence of partner universities involved in the training of Literacy and non-formal education personnel, except in the North east geopolitical zone where Bauchi State was selected in place of Borno;
- (3) Literacy centers located in two Local Government Areas (LGA), with due attention to senatorial districts within each LGA;
- (4) Specific activities like literacy by radio programs, Almajiri centers, and nomadic centers located at reasonable distance will be included in the sample.

In each State, the evaluation team met with officials, officers of the State Agency for Mass Education (SAME), intervening NGOs, the managers of participating universities and model learning centers (*See table 1*).

Table 1: Field visit Program

Evaluation Sub-team	Geopolitical Zone	State to visit	Structures to visit	Transportation	Observations
Group 1	North West				
		Kano State	National center for Training	Air	Consider visiting a nomadic center
			SAME		
			Model Learning Center		
			Literacy Center		
			Literacy Center		
	North East			Road	
		Bauchi State	SAME		Try to collect information on Literacy by radio
			Model Learning Center		
			Literacy Center		
			Literacy Center	Back to Abuja by road.	
Group 2	North Central				
		FCT	Model Learning Center and a literacy center	Road	
			SAME, Hikmah Foundation Karshi skills center		
		Niger State	IBBG /Lapai University	Road	
			SAME		
			Model Learning		

			Center No 2		
			Mina Resource Center		
			Literacy Center		
			Literacy Center		
Group 3	South West				
		Oyo State	SAME	Air	
			University of Ibadan		
			Model Learning Center		
			Literacy Center		
			Literacy Center		
	South East				
		Enugu State	Nsuka University	Road	
			SAME		
			Model Learning Center		
			Literacy Center		
			Literacy Center	Back to Abuja by air	
	South South	River State	Literacy Center		
			State Agency		

Decision-making regarding the second mission was made after a thorough analysis of different factors including the Ramadan Holy month and the time spans necessary for the realization of other contractual tasks. Considering all the parameters, site visits were scheduled from 21 – 28 May 2017. This implied a speedy work for the preparation of the instruments on the part of the evaluators and for administrative and logistical tasks on the part of ADEA and UNESCO. All necessary measures and actions were taken as

scheduled. Consequently, the external evaluators were able to visit the different States from 23 - 27 May, 2017 and come back to Abuja for a debriefing and coordination meeting before they departed to their respective countries.

3.2. Field visits

In order to optimize the use of time, three groups were set to conduct the field visits. One team member went to the North (Kano and Bauchi States), a second one visited the South (Lagos, Ebony and Rivers States) and the third sub-team went to the Federal Capital Territory and Niger State. Each sub team met with some key actors selected in a way to involve all parties concerned with the implementation of the RAYL project (Literacy and Adult Education officers, resource persons, NGOs leaders and supervisors). The teams also visited learning centers to exchange with facilitators. The program of field visits is presented in table 1.

The sub teams started their respective programs on Tuesday, 23 May and came back to Abuja on Saturday, 27 May for a briefing and exchanges on the chronogram for subsequent steps.

3.3. Domains to investigate

The scope of the work, as defined in the terms of reference and the contract, covered nine domains of investigation. During the meeting of the first mission with the staff of the UNESCO Abuja Regional Office held on 25 April 2017, a tenth one, Capacity Building, was added. In fine, the evaluators were expected to gather data that will yield information on the following ten domains with an emphasis on items three (3), four (4), six (6) and eight (8).



Vocational training is an integral part of RAYL effort to uplift the training level of adult and youth learner in Nigeria

(Credit photo: I. B-L)

- Adequacy of preparation for the take-off of the project including the capacity of the implementing agencies
- The adequacy of resource allocated for the project and its ability to raise and mobilize extra resources
- Achievements recorded, especially in capacity building for NFE agencies, training institutions, the production and distribution of NFE learning materials and equipment and the number of people made literate;
- The extent to which the project ensured sufficient advocacy and mobilization for its success and continuity, on one hand, and strengthening policy dialogue for the development of literacy and non-formal education in general, on the other hand;

- State of interaction and cooperation amongst stakeholders and institutions in the implementation of the project;
- The level of participation of nongovernmental and civil society organizations in the project;
- The impact of the project on beneficiary institutions and their ability to sustain the benefits;
- The major problems encountered in the implementation of the project;
- Recommendations to guide future design and implementation of similar projects;
- Capacity building.

IV. Documentation review

In order to have a thorough appreciation of the context within which the RAYL project was undertaken and a clearer idea of the outcomes to be evaluated, the external evaluation team reviewed several documents. The following were included:

- The project document;
- Annual reports of RAYL from 2012 to 2016;
- National Strategic Framework for the Implementation of Adult and Youth literacy in Nigeria;
- Training Handbook for Adult and Non-Formal Personnel in Nigeria;
- Monitoring and Evaluation Handbook for NFE;
- Report on activities of National Project Officer for RAYL by Pr. Abba Abubakar Haladu, February 2014.
- Comparative Analysis of RAYL and Non-RAYL Centers (Revitalizing Adult and Youth literacy in Nigeria: 2012-2016 exit appraisal report) produced by the Federal Government of Nigeria and UNESCO Abuja Regional Office 2017.

- Revitalizing Adult and Youth literacy in Nigeria: Project progress report produced by UNESCO Regional Office, Abuja, Nigeria 2015.

The information collected in this exercise is summarized under four subheadings, namely: the background of the project, goals and objectives of the project, the target groups and the implementation.



Evening classes in an Adult education program supported by RAYL (Credit photo: I. B-L)

4.1. Background of the project

With a population of over 60 million adults and youths illiterate as at 2010, Nigeria carries a heavy burden of adult illiteracy in the world. As literacy is a crosscutting factor in national development, Nigeria's profile constitutes a clear hindrance for growth and a source of dysfunctions in all the other sectors of the economy. In order to address this unfortunate situation, the Federal Government of Nigeria, through the Federal Ministry

of Education (FME), signed a Memorandum of Understanding (MoU) with UNESCO establishing a self-benefitting Funds-in-Trust to the tune of \$6,468,233 for UNESCO “to develop and coordinate the implementation of a project”. The project was designed to make 5 million adults and youth literate by 2015 with the aim of contributing to the attainment of universal adult literacy in Nigeria in view of achieving Education for all (EFA) goals and Millennium Development goals (MDGs).



Social study class for girls in a learning center (Credit photo: I. B-L)

The initiative was born following the Abuja Framework of Action and Cooperation adopted by the ministerial conference of the E-9 held in Abuja as part of their commitment to promote literacy and the attainment of EFA and MDG education related

goals. Indeed, “classified by 2012 as one of the E9¹ countries in Sub-Saharan Africa with the worst case of endemic illiteracy”, Nigeria committed itself to accelerate adult literacy provision (Federal Government of Nigeria and UNESCO Abuja Regional Office 2017).

A National Literacy Survey conducted in 2010 by the National Bureau of Statistics estimated Nigeria’s adult literacy rate as 56.9 percent, with huge variations between States (Lagos 92.0 % and Borno only 14.5%), regions (urban 74.6 % and rural 48.7%), and sex (male 65.1% and female 48.6%)². More importantly, statistics from the Federal Ministry of Education indicate that only 500,000 of the 40 million adult illiterates are enrolled in adult learning classes. Another troublesome situation is that of the 3.5 million school-aged nomadic children in Nigeria, out of who only 450,000 have access to any form of schooling.

Nigeria is further saddled with the largest number of out-of-school-children in any single country. The survey of the National Bureau of Statistics indicates that about 3.6 million of school age children (9.5% of the 6-14 years old) were not attending school. The result showed that while there was only a little difference in the rate of literacy of male and female children, there existed a wide gap between urban and rural areas (3.1% in urban areas as against 12.3% in the rural areas). It is important to note that the geographies of poverty and illiteracy often converge.

4.2. Project goals and objectives

The main objective of RAYL was “to strengthen the national capacity for designing, delivering, and evaluating and monitoring quality literacy” offers putting emphasis on “policy review and analysis, advocacy and communication, strengthening delivery capacity, ensuring effective and efficient program” (UNESCO Regional office, Abuja 2015, p.2). Strategy wise, RAYL aimed at fostering innovations, identifying good

¹ A group comprised of highly populated countries with high level of illiteracy: Brazil, Bangladesh, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan.

practices in the process and building effective partnerships for the sake of literacy provision.

The RAYL implementation report for the period of 2011 to 2015 presented the key outcomes as follows:

Output 1: 1000 copies of the Strategic Framework for the implementation of the project was printed and disseminated among partners and stakeholders.

Output 2: Workshop report on enhancing public-private partnership in support of literacy

Output 3: Workshop report on multi-lingual aspects of non-formal education

Output 4: High level advocacies with some State governments including Kano, Rivers, Delta and Anambra, Commissioners of Education (especially from the Northern States), Executive Secretaries of national institutions, Traditional rulers, big media houses including NTA (the largest television network in Africa, News Agency of Nigeria and Radio houses) and mobilization of over 292 communities.

Output 5: High level UNCT participation in literacy activities such as the celebration of International Literacy Day One of such, International literacy day on Literacy for Peace had the participation of the UN Resident Coordinator, Country Representative of UNHCR and other development partners. Non-formal education is now a prominent feature in the 2014 –2017 UNDAF document.

Output 6: Capacity of 4,807 grassroots facilitators, 621 CBMCs EXCOs, 53 staff of NMEC from Planning, Research and Statistics, the Academia and NGOs strengthened in different levels of program implementation ranging from planning, designing, implementation, monitoring and evaluation and action research.

Output 7: Instructional materials reviewed to program relevance and new ones developed.

Output 8: Six Model Community Learning centers established in the six geo-political zones and adequately equipped for effective functioning.

Output 9: Centre Based Management Committees established in the 36 States and Federal Capital Territory (FCT) for centre governance, executive officers nominated and trained.

Output 10: 584 literacy centers in the 146 focus LGAs of RAYL monitored and report shared with National Program Steering Committee of the Project.

Output 11: Robust partnerships established with private sector and NGOs.

Output 12: 10 officers consisting of six men and four women from National Agency for Mass Education, State Agencies for Mass Education, NGO and the Academia benefitted from a-one month fellowship on adult literacy and non-formal education at UNESCO International Institute for Lifelong Learning. The fellowship was kindly funded by the office of the Nigeria Permanent Delegate to UNESCO and contributions from RAYL.

Output 13: One Million six hundred thousand US\$ mobilized from Procter & Gamble for a complementary literacy project in support of RAYL and 1300 laptops supported by Samsung.

Output 14: NFE-MIS Developed and system Established with 36+1 States.

4.3. Project target groups

The main target groups were (i) unschooled adults and youth, (ii) marginalized and vulnerable groups of the population living in urban slums and rural areas, (iii) women and girls. In order to maximize success, the project aimed also to reinforce the capacities

of adult education workers at the federal, State and local levels as well as the personnel of NGOs and the private sector.

4.4. RAYL implementation

All together, the project was piloted in 146 Local Government Areas for 452 communities from 36 States and the Federal Capital Territory. RAYL resulted in 172 707 new enrolments in 2016, the training of 4 807 facilitators and 5350 personnel from universities, NMEC and State Agencies for Mass education, the production and delivery of learning materials and high level advocacy aimed at sensitizing heads of Government institutions, State Government officials, Commissions of Education and traditional institutions.



Young girls ready for a bakery class in a skills acquisition center (Credit photo: I. B-L)

Key documents and materials developed and or reviewed included:

- National strategic framework for the implementation of adult and youth literacy in Nigeria.
- Training handbook for Adult and Non-formal Personnel in Nigeria;
- Manual for the training of facilitators in NFE.
- Monitoring and evaluation handbook for NFE.
- Center based management committee (CBMC) guidebook for NFE facilitators.
- Literacy by radio primers and facilitator handbooks.
- A comparison of RAYL implementation and effects in the six geopolitical zones.

The implementation of RAYL was stalled by challenges such as “inadequate and poor funding of literacy campaigns and programs; continuous official neglect of the adult literacy sub-sector; poor capacities, especially at the States and LGA levels for achieving universal literacy delivery [...] and an inefficient literacy monitoring and evaluation system, among other factors”. Estimations made by the National Bureau for Statistics (NBS) in 2012 and the National Population Commission (NPoPC) in 2015 suggested that Nigeria’s population totaled 182 202 000 (92 923 020 males –51% -- against 89 278 980 females –49%--). Youths and adults over 14 years of age made up 98,389,080 --54.3%-- of the global population, the majority of whom (57%) were illiterate (Federal Government of Nigeria and UNESCO Regional Office, Abuja, 2017).

A wide range of institutions and individuals were identified as partners such as the Office of the Senior Special Assistant to President on MDGs (OSSAP-MDGs), UNESCO Abuja regional office and the Federal Ministry of Education at the policy level. There were also literacy related parastatals NMEC, UBEC, NCNE at the national level and State Mass Literacy Agencies, the civil society, the academia, professional bodies at the operational level. Though the launch intervened in May 2011, the bombing of the UN House on 26 August 2011 by Boko Haram terrorist group and some subsequent happenings delayed project implementation for almost a year.

In fact, operations started after the appointment of a new project officer in June 2012. It resulted from the late start two extensions of project duration from November 2014 to May 2015 because of the consequences of the above-mentioned blast and from May 2015 to December 2015 to take into account election and governmental transition processes. The bombing of the UN headquarter was not the only challenge that RAYL had to face. The lack of political will in favor of adult literacy at State level was more difficult to tackle. Indeed, few State governments respected their commitments with regard to supporting the implementation of RAYL while most States have shown no interest or very little support for non-formal education.

The project coordination developed continuous and aggressive advocacy activities to improve NFE image and obtain the support of State and Local Government decisions makers in order to ease implementation conditions –adequate remuneration for facilitators, full use of trained facilitators, quality standards--. The ambivalent attitude of a good number of State officials alerted project coordination not to stick to the initial goal of training of 200,000 facilitators as designed in the National Strategic Framework for implementing RAYL as the 4,807 of the first cohort were not fully utilized.

Let us mention that the 36 States and the Capital Territory of the federation were regrouped into six geopolitical zones. They were North West, North Central, North East, South East, South West and South-South (table 1 below summarizes the attitudes of the States regarding RAYL). The population of each zone was made up of 51% of males and 49% of females, just like the breakdown of national population. Male illiteracy rate was higher in the North and South-East while in South-South and South- West zones female illiteracy rate was higher than that of the male (Federal Government of Nigeria and UNESCO Regional Office, Abuja, 2017, pp. 6-7).

At the end of the project, the Federal Government of Nigeria and UNESCO wrote a joint document entitled “a comparison of RAYL implementation and effects in the six

geopolitical zones”. Using the rapid assessment approach (RAA), the authors conducted an Exit Appraisal of RAYL project based on a comparative analysis of literacy achievements in 74 randomly selected focal LGAs against 74 non RAYL LGAs. The following table gives a summary of the RAYL implementation in the LGAs covered by the analysis.



Practice is one of the most important component of the curriculum in RAYL Centers (Credit photo: I. B-L)

Table 2 : Attitudes of States vis-à-vis RAYL

Geopolitical zone	States	Population of the geopolitical Zone	Attitude vis à vis RAYL	Observations
North-West (7 States)	Jigawa, Kaduna, Kano, Katsina, Kebbi, Sokoto and Zamfara	35, 915,467 inhabitants	Kano and Zamfara supported RAYL more than the 5 other states.	
North-East (6 States)	Adamawa, Bauchi, Borno, Gombe, Taraba and Yobe	16 855,299 inhabitants	Bauchi made effort to maintain pre RAYL achievements.	Insecurity affected project implementation in Adamawa, Borno and Yobe
North-Central (6 States plus FCT)	Benue, Kogi, Kwara, Nasarawa, Niger, Plateau and FCT	20, 369,956 inhabitants	FCT Government supported RAYL implementation	Population showed interest in RAYL LGAs. P&G contributed to RAYL at FCT
South-West (6 States)	Ekiti, Ondo, Lagos, Ogun, Oyo and Osun	32,483,310 inhabitants	Good outcomes in Ekiti, Ondo and Lagos. No evident inputs in other States.	Strong interest of the population
South-South (6 States)	Akwa-Ibom, Cross River, Rivers, Bayelsa, Delta and Edo	21, 044,081 inhabitants	Akwa-Ibom Government supported RAYL.	P&G contributed to RAYL at Rivers State Samsung supported the project in Cross River State.
South-East (5 States)	Ebonyi, Abia, Anambra, Enugu and Imo	16, 431,555 inhabitants	Ebonyi and Abia raised funds to scale up RAYL project. Imo State Agency attempted to push RAYL.	

Compiled from: Federal Government of Nigeria and UNESCO Regional Office, Abuja, 2017

V. Data presentation

This chapter presents the data collected during discussions with the key staff members of the project at the national level and the outcome of the visits in the sampled States.

5.1. Interviews with national level officers

The idea of allocating more funding to boost adult literacy for the sake of equity evolved in 2011 following a plea by NMEC board with the OSSAP-MDGs. This resulted in setting-up a ministerial committee to develop a framework. Based on the work of the committee, six universities were identified to train staff. Afterward, a pilot program was conducted in four LGAs. Following this step, the Federal Government established a trust fund for UNESCO to implement RAYL.

5.1.1. Adequacy of preparation for the take-off of the project

One of the interviewees commented that the initial UNESCO document is some kind of donor package project, which could not make people literate. Another one supported that the project design was not participatory enough, and that UNESCO presented a quasi-completed document to the Steering Committee members. Several intervening actors felt that the project was not designed to make people literate but to prepare the ground for intervention in the learning centers. For this reason, experts invited to the validation workshop recommended that the project document be revised.

With the final design, NMEC was a principal partner. State Agencies for Mass Education (SAME), Non-Governmental Organizations (NGOs) and Community Based Organizations (CBOs) were in charge of implementation at State level under the oversight of the Steering committee and RAYL team. Several bodies were set up at State, Local Government and community levels to support the implementation of RAYL and a framework designed for the establishment of Centre Based Management Committees across the country.

According to some of the literacy implementers, the “initial management scheme was not good. By the time corrections were made, it was too late.” The RAYL management process was very top-down while participatory approaches should have been a must. The Chair of the steering committee believes that UNESCO procedures delayed money disbursement with the consequence that some work plans were foiled. In summary, there is need to reconsider management issues regarding project implementation.

5.1.2. Adequacy of resources allocated

Considering the size of Nigeria and the complexity of its administrative set up, many people believe that the money allocated was insufficient to achieve the objectives. “Considering that the money is not enough, UNESCO developed other partnerships such as the one with Proctor and Gamble (US\$ 1.6 million) which was used to support RAYL in FCT and Rivers state” (OSSAP-SDGs, during interview). RAYL coordination mobilized a few private corporations, which contributed with laptop computers and other information and communication technology (ICT) tools. It is generally believed that this component did not work well. One of the resource persons said that attempts made to raise more funds did not pay --an international meeting, contacts with the national economic council and support from the Universal Basic Education Commission (UBEC) on the basis of some dispositions of the act of 2004--. The extra budgetary funds should be used to open 100 literacy centers in each State. The failure to mobilize the expected funds may be attributed to the fact that the period witnessed a lack of international support for education.

The big challenge was that NMEC did not have money to pay for facilitators and UNESCO refused to write a budget line in the project to take care of this issue. The solution thought of was to have State Agencies for Mass Education sign MoUs with RAYL to grant allowance to all trained facilitators. Once again, it did not work.

Twelve States provided kits to participants in skills development programs.

For capacity building purpose, faculty from six universities capacitated 456 trainers of facilitators. According to an interviewee, the action did not pay off due to poor selection of participants. Consequently, several trained people did not take up literacy classes.

5.1.3. Achievements recorded

RAYL was supposed to train 200 000 facilitators and States committed to do more. In this endeavor, the project was to make use of existing facilities such as the two resource development centers in Uyo (Akwa-Ibom) and Bauchi, and the Kano national resource development center. The latter was to be rehabilitated by RAYL but nothing happened. The tertiary education fund approached also for support failed to do anything. In addition, the model included the creation of one model center in each State. A model learning center is an adult education class for basic literacy and skills acquisition. As of now, there are 14.

Before the opening of centers, the facilitator's training manuals was rewritten and the facilitator's guide completed to have a NFE personnel-training handbook. The handbook on monitoring and evaluation has been enriched. RAYL main achievements reported in project documents include :

- Advocacy and sensitization in 292 communities across States and FCT;
- Establishment of a framework for Centre Based Management Committees and setting up of CBMCs across the country;
- Capacity building of literacy facilitators, NMEC and SAME key officials for effective literacy delivery and management;
- Production and dissemination of facilitator training manuals and learning materials in 146 LGAs;

- Facilitation of quarterly monitoring in the 36 State Agencies and FCT;
- Enrolled 5,127,621 adults and youth learners out of which 4,600,770 were made literate;

According to the Comparative Analysis Report of RAYL and Non-RAYL Centers conducted in June 2016 it was reported that:

In 2015, 5,101,719 learners registered in learning centers out of whom 44,589,637 were made literate. Figures issued, in the Final Report presented to NPSC on 30 November 2016, for approval before presentation to the Honorable Minister of Education, on 6 December 2016, indicated that, 5,127,621 were enrolled out of which 4,600,770 were made literate by the end of the program in December 2016..

- Partnerships with Proctor and Gamble, Samsung, Hikmah Foundation, Noble Mission and Global Varsity, Family Succor, Better life for the African Woman, MAIPAI, McCEF, DEC, BCWWEF, Tabitha Cumi, NOGALSS, NAN and NTA in order to accelerate Literacy and Non-formal Education.



*RAYL sponsored classes are attended by a significant number of young women in the Northern and central part of Nigeria
(Credit photo: I. B-L)*

The Secretary General of the National Commission for UNESCO and three of her staff members believe that the project has done a fine job. For the conduct of the evaluation, they suggested that the external evaluators should make sure to include LGAs from each senatorial district in the States in their visit.

5.1.4. Advocacy and sensitization

UNESCO organized several advocacy visits at national, State and community levels, which turned out to be very educative as they opened the minds of opinion leaders,

some of whom ignored the existence of NFE before then. These activities covered 292 communities across 36 States and FCT.

Unfortunately, the move initiated by UNESCO was barely continued at State level.

5.1.5. Involvement of stakeholders and their cooperation in the implementation of the project

One of the key actors indicated that as the key institutional partner, NMEC was shy for some unstated reasons during implementation. This could be the result of frustration due to the handing over to UNESCO of the funds it was supposed to receive. The intervention model included also project officers from the two collaborating institutions (UNESCO and FGN through the Federal Ministry of Education). Another affirmed that UNESCO did not consult NMEC and the Steering committee while writing the RAYL project final report. This interviewee believes that NMEC did not play its role with regard to expressing its views. Consequently, RAYL became a “UNESCO project instead of a NMEC-UNESCO project”. He continued that “UNESCO should have shown the way; not got locked up with issues of procurement of basic materials. He recommended that for future interventions, UNESCO should avoid duplication and let each party do what it can do well”. A third person cautioned that management should avoid running the project with assumptions as to what States can do, particularly regarding facilitator pay and equipment.

Let’s mention that (i) UNESCO is accountable to the Government for the funds allocated for the project and should ensure its financial and procurement rules are adopted; and (ii) other sources indicated that NMEC has been closely associated at all stages of the project implementation.

5.1.6. Partnerships and resource mobilization

The main partners of UNESCO in the implementation of RAYL include the National Mass Education Communication (NMEC), UN agencies, and other national entities. The project coordination concluded other partnerships with Proctor and Gamble, Samsung, Hikmah Foundation, Noble Mission, Global Varsity, Noble Mission and Global Varsity, Family Succor, Better life for the African Woman, MAIPAI, McCEF, DEC, BCWWEP, Tabitha Cumi, NOGALSS, NAN and NTA in order to accelerate Literacy and Non-formal Education. Thanks to these private and nongovernmental organizations, literacy and non-formal education were uplifted throughout the country and particularly in RAYL LGAs. The importance of this partnership was highlighted in FCT, Niger, Kano, Bauchi and Rivers States. In most of southern States, the implementation of RAYL depended almost entirely on NGOs.

Apart from the contribution of Gamble and Proctor, one million US dollar, and the three hundred computers given by Samsung, the External Evaluators were not able to have figures regarding the support of the other partners.

5.1.7. Impact of project on beneficiary institutions and facilitators

Many learners acquired life skills that they used in record keeping. Women, for example, have acquired income generating skills that they are using to improve on their living standards. Several health messages were discussed during the project. Many participants are applying these to their lifestyles.



A computer room assembled at Hikmah Foundation thank to partnership with the private sector (Credit photo: I. B-L)

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5.1.8. Supervision and monitoring

In order to ensure a smooth implementation of RAYL project, several committees and task forces were envisaged –policy committee, steering committee, monitoring and evaluation committee, supervision task force and community based management committee. During interviews at the national level, only the policy committee and the steering committee have been mentioned. As the first one was not put in place, only the steering committee has held meetings. Its composition was as follows:

1. Prof. Gidado Tahir, Chairperson;
2. A representative of the Nigeria National council for Adult Education (NNCAE);
3. UNESCO;
4. UNICEF;
5. National Bureau of Statistics;
6. National Population Commission;
7. Women society, an NGO;

8. Six representative of geopolitical zones (one each);
9. Five representatives of the Ministry of Education (one from each of the following commissions -- National Mass Education, Universal basic Education, Nomadic Education, National Commission for UNESCO--, and one from the Directorate of basic Education);
10. Nigerian Academy of Education; and
11. Special Senior Assistant to the President for Sustainable Development Goals (SDGs).

The chair of the steering committee indicated that this body too, initially worked more or less to his satisfaction but as a result of nonpayment of stipends, participation at the meetings of the Steering committee weakened.

5.1.9. Major problems encountered in the implementation of the project

First, the Steering committee was not able to meet the Minister of Education during the entire period of project implementation, despite the fact that the secretariat of the committee was assured by the National commission for UNESCO. It is also worth indicating that the Policy committee that should have comprised of key Ministers was not put on place. It appears that the members were too busy.

5.1.10. Suggestions for design and implementation of next phase

It is suggested that in designing the second phase of RAYL, everything possible should be done to include the stipends of facilitators in its budget as recommended during advocacy activities. This is necessary if project objectives are to be achieved. A reasonable use of ICTs, literacy by radio being an example should, be considered. The curricula and learning materials are of good quality and suitable for urban learners; their translation in community languages will make it possible to air them in order to reach out rural dwellers and insurgency victims. This may improve the rate of success. Doing this may require the development of partnerships with the private sector and

parastatals such as the Nigerian National Petroleum Agency. It also requires reinforcing monitoring.



Women in a skill acquisition center (Credit photo: I. B-L)

5.2. Field level data

The external evaluation team visited six States – Bauchi, Ebony, Kano, Lagos, Niger and Rivers-- and FCT. Each State represents a geopolitical zone. Abuja hosts most partner institutions.

The data collected on the field are going to be presented following the outline used for national level data.

5.2.1. Adequacy of preparation for take-off of the project

For the take-off of RAYL, State Agencies organized the training of supervisors and facilitators. With the support of UNESCO, they conducted advocacy actions directed at traditional leaders and self-help groups. This was followed by the selection of focal LGAs and the recruitment of learners.

Adult Literacy facilitators were trained in the Local Government Areas and many of these opened classes. This increased the numbers of adult literacy facilitators in Nigeria

5.2.2. Adequacy of resources allocated

The Northern States visited seem to support literacy and non-formal education. The State Governments provide funding for model centers though not enough to cover the needs. The governments pay for facilitators' stipends and offer good working conditions to the Agencies (spacious buildings, car, and other office equipment). In Bauchi, State and Local Governments put facilitators on payroll.

Most of the resources are instructional material and equipment for vocational training. These factors and the availability of the functioning monitoring committees have been very critical in achieving RAYL objectives in the center.

The direct beneficiaries of the project are women, girls, boys, the physically challenged persons, adults and youths who attended basic literacy programs and wish to proceed to post literacy and vocational skills training. Others may desire to continue their education in continuing education or mainstream to formal school system or decide to use the competencies they developed as entrepreneurs and managers of small-scale businesses.

5.2.3. Achievements recorded

One of the objectives of RAYL was to contribute to improving the quality of literacy teaching. In this regard, the revision of the curriculum and the editing of learning

materials organized by the project yielded instructional materials that were deemed relevant to the beneficiary target groups. Thousands of trainees –supervisors, facilitators and learners-- improved their competences. The vocational training program was attractive to the target population. The basic literacy, post-literacy and continuing education drew many participants as evidenced by the large numbers of girls and women attending the City women Center in Kano or the Hikmah Foundation Literacy Center in Abuja as well as the model learning centers. Learners became more independent after the training and were able to better understand happenings around them. The evaluation team witnessed learners’ demands for more equipment related to skills acquisition training.



Break time for a group of learners in a model Learning Center in Mina, Niger State (Credit photo: I. B-L)

Though we were not successful in collecting statistical data specific to RAYAL in all the sites, the visits in mostly NGO sponsored centers allowed us to observe a strong mobilization in favor of adult literacy and non-formal education activities. In Bauchi, total enrolment in adult literacy activities is 108 000 including 9 572 from the four RAYL LGAs. Kano SAME indicated a total enrolment of 1469 learners in the four sections – basic literacy, post-literacy, skills development and continuing education-- for the four focal LGAs. The number of dropouts was 301 and that of completers is 1178. Of these, 916 were certified. In Niger State, enrolment in RAYL focal LGAs totals 1999. In the three States of the South, thousands of adults and youth were reported to have participated and were made literate.

According to the respondents the objectives of the intervention were realistic to a large extent. Targets set were largely achieved. The goal of the intervention was in conformity with many existing policies and programs. RAYL complemented the existing policies of Nigeria. The RAYL project was designed to contribute to the attainment of Universal adult literacy as part of Nigeria's efforts to achieve education for all (EFA) goals and Millennium development goals (MDGs).

5.2.4. Advocacy

Apart from activities organized by UNESCO, very little advocacy initiatives occurred at State level. Usually, they consisted of meetings with traditional leaders and other community activists to relay the message brought by UNESCO teams.

5.2.5. Implication of stakeholders

Local partners did not participate in the design and the launching of RAYL; they were called upon only during implementation. This is true for participating universities and non-formal education centers like the one in Kano.

5.2.6. Partnership

At State level, relationship with UNESCO and NGOs were cordial. The latter mobilized potential learners and assisted in sourcing for out-of- school youth and adults for placement in RAYL Centers. In order to strengthen partnership with the NGOs, a meeting was held with UNESCO and the relevant NGOS and CSOs involved in literacy delivery and services such as NOGALSS, PAMOJA, Better Life for Rural Women, Ikeoha Foundation, Hikmah Foundation and others.

It is also worth noting that UIL participated in the designing of the project as well as the training of trainees by way of scholarship and other means

In Niger State, RAYL collaborated mainly with faith-based organizations working on literacy like FOMWAN, a Muslim NGO devoted to improving education within Muslim local communities. RAYL provides materials to such organizations and trains their facilitators.

5.2.7. Impact of project on beneficiaries

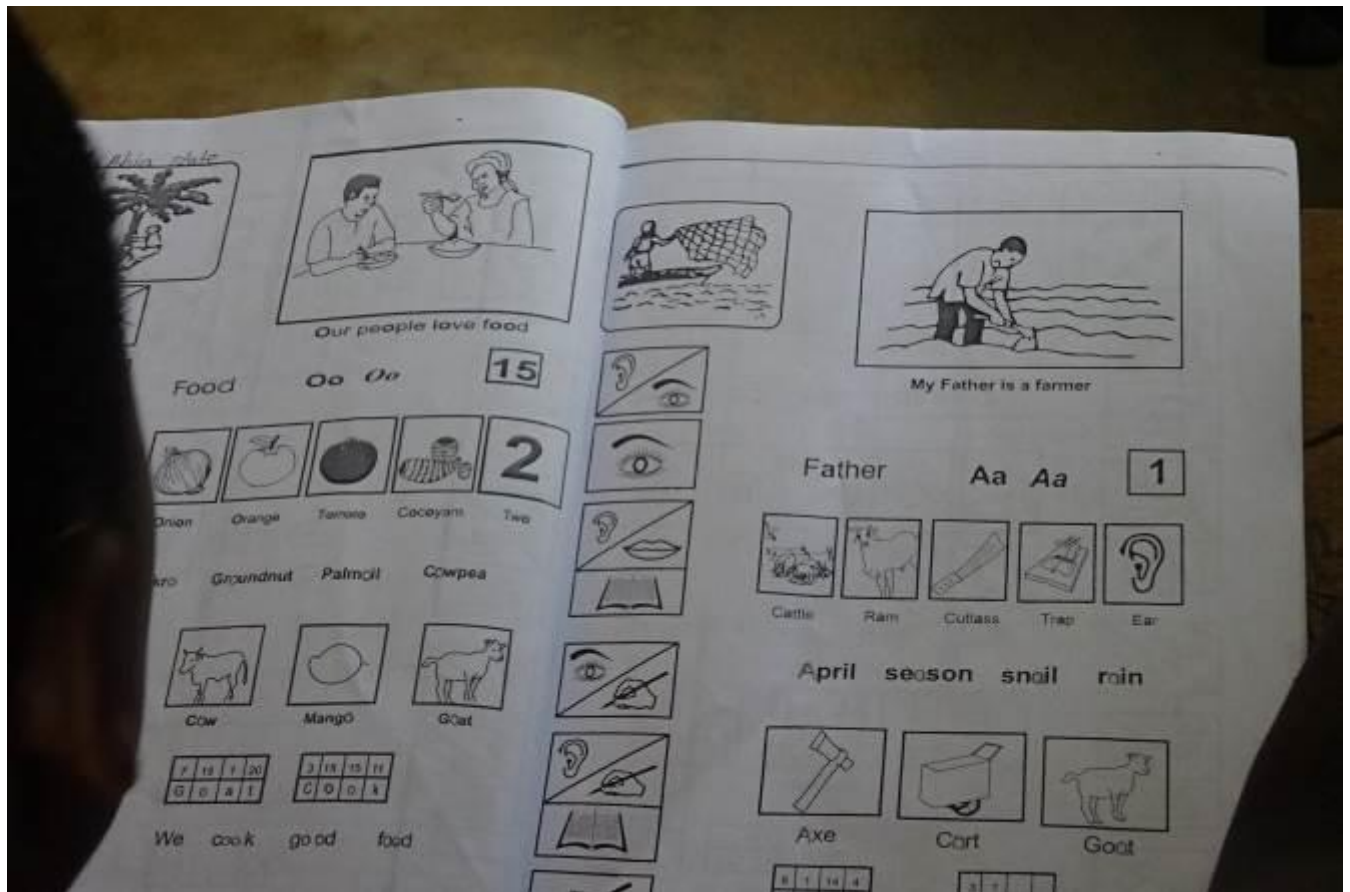
RAYL addressed the needs of the Target groups. In addition to providing reading writing and numeracy skills, vocational skills were also taught to girls and women that were made literate. Topics on HIV, Child mortality, peace building and civil education were also discussed.

Learners were very happy with the program which enabled them to read, write and acquire skills that they use to (i) help their children do home works, (ii) , read- newspaper and the Bible and (iii) take care of some household chores such as sewing children's clothes or fixing new dishes. This very useful component of the training was hindered by the insufficiency of equipments and seating facilities.

At the institutional level, it can be said that RAYL's objective of enhancing the capacity of the literacy providers to deliver quality programs was largely achieved. SAME and other actors improved their capacity to train facilitators and supervisors, organize and manage literacy classes. In summary, supervisors and facilitators are more technically equipped to do their jobs.

5.2.8. Supervision and monitoring

Insufficient transportation facilities appear to have affected the running of the project. For example; the 2015 RAYL Monitoring and Data Collection Report appears to have covered less than 22% of RAYL centers. More generally, it can be said that no provision was made for monitoring and supervision activities. The efforts made to train supervisor and facilitators did not yield a lot of dividends because logistic challenges often prevented local personnel from visiting centers.



Primers revisited thank to RAYL and utilized in Basic Literacy (Credit photo: I. B-L)

5.2.9. Major problems encountered

The challenges met at State level are:

- Facilitators are struggling to be paid. This largely contributes to loss of motivation on the part of temporary teaching staff and subsequent leave to look for other activities where they could be paid. Indeed, it is not easy to wait for 8 months before being paid for a service delivered;
- The teaching materials would benefit from being adapted to the different categories of learners. Often, the same primers are used for adults and children.
- The duration of training of facilitators is inadequately short;
- RAYL's interventions are punctual and do not guarantee the continuity of the program;
- RAYL is drowned in the interventions of other programs. As a result, some people have struggled to identify the donations of the program. This leads to the question of the institutional anchoring of RAYL;
- RALY does not accompany learners after their training;
- Actors on the ground are not involved in the design of the program, especially those of the states;
- The mother tongue issue is incompletely resolved. Using local languages would facilitate teaching-learning processes. However, there are facilitators who do not understand well the language of the locality and most learners do not work well in English. Therefore it is suggested to use of national languages at the basic levels and English in post-literacy programs;
- Many facilitators had been trained to teach in regular primary schools and do not master andragogy techniques designed for the adult learner.

5.3. Synthesis of key lessons

- States level actors not enough involved in the design of phase 1 of RAYL;
- Advocacy initiatives improved adult literacy image at State and LGA levels;
- RAYL addressed the needs and interests of the target groups;
- Implementation bodies and mechanisms not all put in place;
- Participation and enrolment statistics not fully recorded;

- States did not state explicitly their objectives for RAYL. However, project made a difference in beneficiary LGAs;
- SAME not organized enough to boost literacy and non-formal education. Officers tend to wait for opportunities to come instead of struggling to search for them;
- RAYL helped SAME open their scope of action to NGOs. Before then, they did not supervise their activities, thus missing a good part of centers and learners in their reports;
- Partnership with universities, NGO and the private sector is weak at the State level. Participating universities were involved in one or two activities utmost;
- Capacity building activities helped improve quality of literacy and NFE delivery;
- Suggestions for the design of upcoming phase of RAYL relate to two domains: (i) process measures and (ii) curricular considerations. With regard to the first set, interviewees called for more consultation with all stakeholders, widening of the project scope to cover more LGAs and the inclusion of facilitators and supervision fees in the project budget. As for the second consideration, they recommend to revise the curriculum to align it with NMEC benchmarks but also update the content to meet learners' current needs. A special attention should be paid to the equipment of the centers, particularly skills acquisition and vocational education centers.

VI. Analysis and discussion

Before embarking on the analysis, it is good to present the designed intervention model. RAYL was designed to make 5 million people literate with an initial fund of Nigeria Naira one billion. States were to provide for classes and facilitators fees and mobilize additional moneys. UNESCO has also to raise funds through advocacy within Nigeria and at the international level to expand the project.

The intervention was scheduled to include 774 Local Government Areas but only 146 were covered because of limited resources. In each State, four LGA were planned, with the exception of Rivers and FCT where Proctor and Gamble was ongoing at the time of scale-up. For this reason, only three LGAs per entity were covered there. A joint technical team comprised of UNESCO Abuja and NMEC was set up to oversee the implementation with a participative approach. Stakeholders, specialists, interested institutions, NGOs and private actors are called upon wherever advisable. In addition to fund raising, advocacy activities were meant to develop large partnerships in favor of the project.

Unfortunately, implementation did not happen as planned because of external factors such as the terrorist blast of the UN building in Abuja, shortly after the launching of the project. This situation upset working arrangements for a significant period. The delay that resulted affected negatively the realization of several activities and it led to speeding up during implementation.

Now that the model presented, it would be interesting to appreciate how the different intervening parties appreciated the implementation.

In the opinion of many respondents, the RAYL intervention has, to a large extent, achieved its objectives. Most interviewees judged as cordial the relationships among the major actors. However, they noted several challenges that the project had to face, the most critical one being the non-payment of facilitators.

The financial set up of the project was inadequate, a constraint that resulted in (i) poor funding of literacy campaigns and programs at the operational level, (ii) official neglect of the adult literacy in some States, and (iii) poor capacities at operational level.

Despite all the limitations underlined in different reports, the exit appraisal report produced by UNESCO and the FG stated that 5,127,621 learners were enrolled and 4,600,770 completed their training in literacy centers during RAYL's life span. .

To describe the situation in a few sentences, the evaluation team tried to see what worked and what did not work.

6.1. What worked?

At closure, RAYL had facilitated the creation of thousands of literacy centers in which millions of learners acquired basic literacy, post-literacy and continuing education competences and developed life skills and know-how. This happened as a result of advocacy initiatives taken by UNESCO headquarters, Abuja regional office and Dakar office. It is not an overstatement to say that advocacy is the number one outcome of RAYL. From Paris to Abuja, via Dakar, a significant number of officers and experts have been brought on the intervention sites.

As one interviewee said, advocacy activities opened the eyes and ears of many State decision-makers to see and hear the pleas for adult literacy and non-formal education. It is worth noting that twelve States provided kits to participants in skills development programs.

The process of RAYL implementation pushed SAME to open their doors to NGOs and independent literacy actors, thus making it possible to have the complete map of adult education activities in their administrative entities. Knowing all the work going on and capturing all the statistics is a good step in the right direction with regard to eradicating illiteracy in Nigeria.

Capacity building was another success story. State Agencies for Mass Education observed changes in the work behavior of their staff who had been empowered by

RAYL in different areas—methodology, community relationship, relationship with learners—. Some have even embarked on higher education.

6.2. What did not work?

As indicated above, many trained facilitators were not recruited and a good proportion of those posted in literacy classes did not teach adequately. Indeed, many facilitators were not regular because of no or late payment of stipends. Therefore, learning did not happen as planned. However, given the high-level advocacy with Executive Governors and senior State Officials over 2015 and 2016, the payment of facilitators and overall allocations to NFE from LGAs improved. Therefore, if all the trained facilitators stayed in the centers and delivered lessons throughout the project period, more than 4,600,770 learners could have been made literate.

One interviewee explained that some agencies exist by name, as they do not have sufficient infrastructure, working materials and human resources. A full-fledged agency should have six (6) divisions. This interviewee also argued that selection of Directors was based on political considerations, with no selection guidelines.

6.3. Conclusion

The RAYL project has been largely successful. It appears however that much more could have been achieved if the structures planned to implement activities were strictly adhered to. In general, national and State level interviewees suggest having another phase of the project considering the achievements recorded during the first phase. However, almost all of them made calls to pay attention to a few requirements. In this regard, they advised that the new program factors in the insurgency issue and translates the primer into local languages to facilitate their use by disadvantaged learners. Other suggestions for the follow-up are that RAYL should: (i) build the capacities to offer post basic education; (ii) establish regular monitoring mechanisms; and (iii) seriously take

care, of the stipends issue as failure to do so, could result in uncomfortable work conditions. It should also consider it critical to make the program better known at State and local levels where it counts the most. In this regard, local opinion leaders must contribute to make the program well known.

VII. Recommendations

As advised by NATCOM staff, the cost of technologies in running ICT programs should be factored in the new program and subsequent design of RAYL geared toward a more functional literacy offer that make use of technologies such as radio. In addition, future programs shall pay attention to providing adequate learning materials and facilities. There is need, for instance, to translate primers into local languages, in order to facilitate their use by learners, including hard reaching ones like insurgency victims. This may improve success rate. For this to happen partnerships with the private sector and parastatals, such as the Nigerian National Petroleum Corporation Agency, have to be developed.

Another informed actor says that the way out is to organize communities and NGOs to deliver literacy activities.

In the pursuit of better implementation conditions, the evaluation team recommends:

7.1. To the Federal Government of Nigeria,

1. to initiate and support a second phase of RAYL as such type of projects can help create the core mass of literates that will drive the efforts towards more economic growth, better social cohesion and more political integration;

2. to reinforce advocacy activities to eliminate the lack of political will that hindered a full implementation of RAYL in some States,
3. to expand the project activities to all parts of the state and start them on time.

7.2. To UNESCO

1. to provide support for another round of implementation of RAYL as this project is a landmark operation for reducing the rate of illiteracy in Nigeria;
2. to consider duplicating similar projects/programs wherever conditions permit, throughout Africa, especially in countries with illiteracy rates higher than 40%;
3. to budget for facilitators' fees as this issue is critically important for the success of this project;
4. to reinforce advocacy activities and start them on time to generate a lot of enthusiasm and political will for the subsequent phase of RAYL.

7.3. To NMEC

1. To adopt, for future projects, an approach that facilitates monitoring and visibility of the interventions, since it was difficult to demonstrate RAYL's contribution in some States, making accountability issues difficult.
2. To involve all major stakeholders from the very onset.

7.4. To SAME

1. Make sure that all actors provide timely and accurate data on Literacy and Non-formal Education.

The external evaluation team believes that implementing the above recommendations will significantly contribute to reaching out to adults and youths in difficult circumstances, thus playing a significant part in economic development, social integration and peace building.



Group photo with representatives of UNESCO, the Nigerian counterparts and the evaluation team at the end of the validation meeting, in Abuja in July 2011

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Appendices

Appendix 1: Interview guides



**External Evaluation of the Nigerian Project entitled:
"Revitalizing Adult and Youth Literacy" - RAYL-**

Field Interview Guides

<i>Team</i>		Observations
<i>Folder</i>		
<i>Geopolitical zone</i>		
<i>City</i>		



GTENF, Ouagadougou, 2017

The Federal Government of Nigeria solicited UNESCO support for developing and coordinating the implementation the RAYL project, which aimed at revitalizing adult and youth literacy in Nigeria. The parties came to an agreement through a Memorandum of Understanding, and UNESCO invested its various entities to designing the program, setting the conditions of its implementation and ensuring that regular monitoring and evaluation mechanisms are set in motion to follow through. The project was launched in 2011. It came to end in 2016.

UNESCO, in accordance with the parties, commissioned an External Evaluation, the ADEA Working group on Non-formal Education (WGNFE/ADEA) for that purpose with the mandate to undertake a comprehensive assessment and evaluation of the RAYL project from its inception to its completion. Ten Areas of investigation were identified during the preparatory mission conducted in Abuja from 23-30 April 2017. Among these areas, four were prioritized: (1) advocacy, (2) NGO's participation in RAYL, (3) the major problems encountered during implementation and (4) the effects of the program on the beneficiaries.

It's was also recommended, during such preparatory mission, to go through a sampling approach in a way to cover six States embodying the Nigerian six geopolitical zones. A few main stakeholder's representatives completed this sample.

In each selected State would be visited: (1) State representatives, (2) the Model Learning Centers; (3) partner universities involved in the training component of RAYL, (4) literacy centers and, (5) specific programs activities such as literacy by radio programs, Alma Jiri centers, and nomadic education centers.

WGNFE is sending a team of four experts to conduct the field visit. The present guide is developed to facilitate such visit. It is structured around the above four categories:

- A. Main Stakeholders
- B. State Representative Level
- C. Model Learning Center
- D. Learning Center Units including beneficiaries

A. Stakeholders

No	Observations
Date	
Site	
interviewer	
interviewee	

This section is a guideline to facilitate the interviews with the key stakeholders including the Office of Senior Special Assistant to the President Office on MDGs now SDGs, NATCOM/UNESCO, NMEC, Federal Ministry of Education, UNESCO/Abuja, NPSC and a few partners involved in the process since its inception. The later include BREDA, UIS, UBEC, NCNE, and UNICEF.

1. To what extent were the originally defined development objectives of the intervention realistic?

2. To what extent does the intervention comply with development policy and planning of the Nigerian government?

3. To what extent does it address their needs and interests of the target group and sub-groups such as girls, women, youth, nomadic learners, etc.?

4. To what extent do current development policies such as – poverty reduction, human rights, gender equality, respect for cultural background, good governance, protection of environment, etc. – correspond with RAYL’s strategic goals and programmatic targets?

5. To what extent have the objectives of the intervention been achieved? Please explain

6. Would you say that the initial intervention model was implemented as designed? Please explain.

7. To what extent was the target group reached? Explain

8. How is the RAYL intervention structured countrywide?

9. How would you assess the efficiency of RAYL to eradicate illiteracy in Nigeria?

10. Would you say that the relationship between inputs (resources allocated) and results were appropriate and justifiable? Please explain.

11. To what extent have other resources/ extra budgetary funds been used economically?

12. What type of partnership has the RAYL program developed with NGOs and the Private sector countywide?

13. How would you qualify the partnership developed by your institution with UNESCO during the inception and the implementation stages of RAYL Project? Please explain.

14. In your view, what has resulted from the implementation of RAYL in Nigeria?

15. What are the major challenges met during implementation?

16. . In your view, what real difference has RAYL made to its beneficiaries, including institutions, facilitators and students?

17. How many people have been actually affected by RAYL?

18. List five tangible results that RAYL produced compared to the total situation of the target group (i.e., adults and youth illiterates in Nigeria)?

19. If RAYL has to continue

a. What would you change? _____

b. What new activities would you add?

c. How would you reorient the main activities?

d. What curriculum approach would you recommend?

e. What additional equipment would be needed?

f. What changes would you propose to improve the literacy by Radio Program?

g. How would you deal with the issue of allowance payment?

h. How would you deal with the issue of customized learning material?

i. What type of collaboration would you propose to set up with NGOS?

j. What other issues do you deem important to deal with?

End of interview at (time): _____

k. on (date): _____

l. in (Place): _____

B. States (Education commission, SAME, SUBEB, National Universities)

No		Observations
Date		
Site		
interviewer		
interviewee		

1. General considerations

1.1. To what extent does RAYL address the needs and interests of the target group and sub-groups such as girls, women, youth, nomadic learners, etc.?

1.2. Would you please, describe the process of RAYL implementation in your State?

1.3. What were the objectives of RAYL project in your State (qualitative and quantitative)?

1.4. To what extent have the objectives of the intervention been achieved in your State? Please explain.

1.5. To what extent was the RAYL target group reached in your State? Explain.

1.6. Who were the key actors? Please, explain.

1.7. What types of activities were carried out in your State?

1.8. What are the major challenges met during RAYL's implementation?

1.9. How many literacy centers are there, Statewide?

1.10. Can you give us the number of centers created since the start of RAYL project?

1.11. What mechanisms (such as particular teaching/learning strategies and tools (such as primers) have you established or contributed to develop for the sake of implementing RAYL?

1.12. Did the Community Based Management Committee play its role? Justify your answer.

1.13. Apart from the resources planned within RAYL, were you able to raise additional resources for RAYL centers? Please explain.

1.14. Do you communicate on a regular basis with UNESCO?

1.15. If yes, explain the role that UNESCO had played in the implementation of RAYL program in your State.

1.16. Do you have functioning state task teams and monitoring committees?

1.17. What type of partnership has RAYL developed with NGOs and the Private sector in your state?

2. Advocacy and sensitization activities

2.1. How many communities have been covered by advocacy and sensitization activities in your State?

2.2. What is your assessment of the effect of these activities on the target groups?

2.3. What is your level of involvement in the conduct of advocacy and sensitization activities?

2.4. Do you have any suggestions regarding future advocacy and sensitization activities?

3. Partnership

3.1. What types of partnerships have you developed to support the implementation of RAYL in your State?

3.2. What kind of support did each partner provide?

3.3. Are there local NGOs that contributed to the implementation of RAYL?

3.4. If yes, in which areas did they intervene?

3.5. How do you appreciate the intervention of participating universities?

3.6. What is their added-value to the implementation of RAYL?

3.7. Were you able to mobilize any financial or material contribution from UN agencies, private institutions or international NGOs?

3.8. If not, why?

3.9. Globally speaking, how do you assess the implication of your partners?

4. Enrolment of learners

4.1. Would you please give us the statistics of learner enrolment and attendance in your State?

4.2. Did learners perform well during their training? Justify your answer.

4.3. How many learners have you evaluated during the implementation of RAYL?

4.4. Were you able to reach the targeted number of learners? If you did not, what are the reasons?

4.5. What percentage of participating learners has been made literate?

4.6. How many of them attended post-literacy programs?

4.7. How many of them registered in continuing education?

5. Capacity building

5.1. Can you give us the list of capacity building activities conducted in your State?

5.2. How many of your literacy and non-formal education officials have been given additional training to improve the quality of their work?

5.3. How many facilitators have been trained in your State?

5.4. Would you say that the capacity building activities have added value to your personnel?

5.5. How would you rate the progress realized?

6. Production of manuals and learning materials

6.1. Who produced the learning materials used in literacy, post-literacy and continuing education centers?

6.2. What was your own degree of involvement in the process?

6.3. Did contributing universities mobilize competent human resources to support the production process?

6.4. Can you say that the different actors have been available throughout the process?

6.5. What is your appreciation of the quality of the learning materials?

6.6. Do you have any suggestions to improve the production process and the quality of learning materials?

20. If RAYL has to continue

a. What would you change? _____

b. What new activities would you add?

c. How would you reorient the main activities?

d. What curriculum approach would you recommend?

e. What additional equipment would be needed?

f. What changes would you propose to improve the literacy by Radio Program?

g. How would you deal with the issue of allowance payment?

h. How would you deal with the issue of customized learning material?

i. What type of collaboration would you propose to set up with NGOS?

j. What other issues do you deem important to deal with?

End of interview at (time): _____

k. on (date): _____

l. in (Place): _____

C. Model learning centers

No		Observations
Date		
Site		
interviewer		
interviewee		

1. Can you tell us what is a Model Learning Center?

2. What is its specific role in the implementation of RAYL?

3. What types of activities do you provide to learners?

4. Have facilitators received an adequate training before taking up classes?

5. Who trained them and for how long?

6. Do you have an idea of their level of understanding of learning materials? If yes, please explain

7. What is the educational profile of the facilitators/trainers appointed to the Model Learning Center?

8. Are salaries and/or other stipends paid regularly and on time?

9. How is your center structured and what is the role of RAYL intervention in it?

10. What activities have you undertaken in your Center in relation with RAYL initiative?

11. Were the planned resources for your structure within RAYL disbursed, and on time?

12. Were these resources enough to carry out the mandate assigned to your structure within the strategy adopted for RAYL? Please explain.

13. Apart from the resource planned within RAYL, were you able to raise additional resources for your center? Please explain.

14. Do you have functioning state task monitoring committees?

15. How many learners attend your program and what is the level of absenteeism?

16. How many learners did you register since the beginning of your program?

17. How many of them did graduate?

18. What happened to the youth and adults who received training in your center?

19. What was the level of absenteeism of the teaching staff? Give the figures and explain.

20. Is your center still functioning now that RAYL is closed? If yes how do you get resourced?

21. Do you have post basic literacy program in your center? If yes what does it consist of?

22. What is the language policy in the curriculum that you implement in your center?

21. If RAYL has to continue

a. What would you change? _____

b. What new activities would you add?

c. How would you reorient the main activities?

d. What curriculum approach would you recommend?

e. What additional equipment would be needed?

f. What changes would you propose to improve the literacy by Radio Program?

g. How would you deal with the issue of allowance payment?

h. How would you deal with the issue of customized learning material?

i. What type of collaboration would you propose to set up with NGOS?

j. What other issues do you deem important to deal with?

End of interview at (time): _____

m. on (date): _____

n. in (Place): _____

D. Literacy Center level

<i>No</i>		Observations
<i>Date</i>		
<i>Site</i>		
<i>interviewer</i>		
<i>interviewee</i>		

1. School /Learning Center's administrators

1.1. To what extent were the originally defined development objectives of the intervention of your center realistic?

1.2. Were the planned resources for your structure within RAYL disbursed, and on time? Were they sufficient? Please explain

1.3. Apart from the planned resources within RAYL, were you able to raise additional resources for your center? Please explain.

1.4. What factors were crucial for the achievement of RAYL objectives in your center? (strengths)

1.5. What factors were crucial for failure to achieve of RAYL objectives in your center? (Weaknesses)?

1.6. Do you have functioning monitoring committees?

1.7. What type of relationship do you have with your local community?

1.8. How would you assess the cooperation of your partners and your vicinity?

1.9. How many learners attended RAYL centers during the current academic year and what is the level of absenteeism?

1.10. How many learners did you register since the beginning of your program?

1.11. How many of them did graduate?

1.12. What is the level of teacher absenteeism at your center? Please provide figures and explain.

1.13. Is your center still functioning now that RAYL is closed? If yes how are you resourced?

1.14. Do you have post basic literacy program in your center? If yes please indicate their types and respective sizes.

1.15. What is the language policy in the curriculum that you implement in your center?

22. If RAYL has to continue

- o. What would you change? _____

- p. What new activities would you add?

- q. How would you reorient the main activities?

- r. What curriculum approach would you recommend?

- s. What additional equipment would be needed?

- t. What changes would you propose to improve the literacy by Radio Program?

- u. How would you deal with the issue of allowance payment?

- v. How would you deal with the issue of customized learning material?

- w. What type of collaboration would you propose to set up with NGOS?

- x. What other issues do you deem important to deal with?

2. Teachers/ Facilitators:

2.1. What are the major challenges you met in your classroom during the implementation of RAYL?

2.2. How many learners did you register since the beginning of your program?

2.3. How many of them did graduate?

2.4. What happened to the youth and adults who received training in your center?

2.5. Did you notice any absenteeism of the teaching staff?

2.6. Has your center operated since the closure of RAYL?

2.7. Was your allowance paid regularly?

2.8. Was the amount allocated enough to motivate you?

2.9. What do you think of the learning materials in terms of quality and quantity?

2.10. From what you observed, did learners like them?

2.11. How many supervision visits did you receive?

2.12. Were supervisors helpful?

3. Learners:

3.1. To what extent has RAYL fulfilled your learning needs?

3.2. Can you give us examples of needs that you satisfied by attending literacy and non-formal education activities?

3.3. How do you use the skills you have acquired?

3.4. Is there any aspect of the program that you were not satisfied with?

3.5. Which aspects did you like very much?

3.6. If RAYL has to be redesigned, what changes would you suggest?

=====End

of interview at (time): _____

on (date): _____

in (Place): _____

Appendix 2: List of persons met

	NAME	STATE/STRUCTURE	TITLE
	Abba Abubakar Haladu	NMEC	Executive Secretary
	Anene Magdalene Maidoh	FME	DPRD
	Ateh-Abang Alice	UNESCO/RAYL	Project Coordinator
	Auta Sabo And Colleagues	FCT/KARSHI LITERACY CENTER	Staff
	Barrister Ezan Ekwe	NATCOM UNESCO	Acting Head Of Education Sector
	Chioma Nwadei	NATCOM UNESCO	Executive Secretary
	Diawara Rokhaya	UNESCO	Program Specialist
	Gidado Tahir	Steering Committee	Chairperson
	Gimbiya Hannatu Nga	HIKMAH FOUNDATION	President
	Ifeyinwa Ukaegbuq	OSSAP-SDGS	Head of Education
	Inko-Tariah Rika	Skills and Entrepreneurship Development Centre (SSEDC)	Founder/CEO
	MBerth Onumaegbu	NATCOM UNESCO	Desk Officer, RAYL
	Moda Musa	DEC	President
	Ngozi Amanze	UNESCO	Program Officer

	Paiko Jibrin Yusuf	NMEC	Former Executive Secretary
	Peter, Karo Yao, Lamy Mohamed, Jibril Akoro, Auta, Haruna Musa	FCT/SAME	Staff Members
	Rasheed Aderinoye	NCNE	Executive Secretary
	Safiya Muhammad	UNESCO	P&G Coordinator
	Saidou Sireh Jallow	UNESCO	RAYL Supervisor & Senior Program Specialist
	Stephen Onyekwelu	RAYL	RAYL-Program Officer
	Ydo Yao	UNESCO	Director