



# Sindh Non-Formal Education Policy 2017

School Education & Literacy Department  
Government of Sindh





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School Education & Literacy Department  
Government of Sindh

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# Message from Minister for Education and Literacy

**H**igh number of out of school children and low literacy rates are of grave concern to the Government of Sindh. The Government recognises the importance of Non-formal basic education, as well as youth and adult literacy, as critical to the achievement of its education targets. The Sindh Non-Formal Education Policy provides a framework to structure the ongoing efforts into a common direction and addresses the challenges in governance processes. It guides towards achievement of the Constitutional requirements of Articles 25A and 37 (b) to ensure right to education and Pakistan's international commitments under Sustainable Development Goals, especially, SDG 4, its goal and targets. Most importantly, it is a step forward for our pledge on education and poverty eradication to the people of Sindh. The Government views education as a whole, and NFE and literacy specifically, as an important step towards fundamental entitlements and socio-economic development.

I congratulate the School Education and Literacy Department (SELD) for the vision to produce this Policy document, the first of its kind, which provides a path towards progress for education in Sindh. My special commendation to the Directorate of Literacy and NFE for preparation of the policy; I am grateful to all partners who contributed. Without their efforts we would not have been able to prepare such a comprehensive policy.

The challenge now lies in implementation to reach all children, youth and adults who remain out of the learning and literacy loop. We face a number of problems in delivery of quality education that must be matched by adequate and timely resources to help us move forward. The Government of Sindh is committed to its people and recognises the value of education in poverty reduction and elimination. We are firmly resolved to overcome the difficulties in implementation, ensure adequate financing and achieve the objectives and targets of the Policy and the overall education goals.

**Jam Mehtab Hussain Dahar,**  
Minister for Education and Literacy,  
Government of Sindh.



## Message from the Secretary - SELD

**S**chool Education and Literacy Department (SELD), Government of Sindh has embarked on a number of important reforms and innovations in the education sector in pursuance of the priorities set by the Government of Sindh. These include efforts that will improve quality of delivery and increase participation of children in schools. As part of the process, SELD recognises that a focus on formal schools will not be sufficient. Consequently, in recent years, the focus on non-formal education has been increased to provide opportunities of learning to out of school children and adults without literacy. Sindh Non-formal Education Policy has been developed as a very important part of these efforts.

Institutional and structured work in NFE, youth and adult literacy is a massive challenge. It has been historically placed on the margins of education policy and reform. Resultantly capacity is weak and institutional processes are not in place. With such a structure government could not allocate more than minimal finances. With increased support of our development partners, private sector and civil society, the SELD and the Directorate of Literacy and NFE have been able to introduce some vital reforms in NFE and Adult Literacy. These include revision of curriculum in NFE, development of standards, new learning material, teacher management and accreditation systems and many others. The Policy on NFE ties this work into a sustainable framework. It also comprehensively addresses core areas of our urgent needs and provides a sustainable framework to meet the objectives of Articles 25A and 37-b of the Constitution of the Islamic Republic of Pakistan and Sustainable Development Goal 4, in tandem with formal education.

I congratulate the Directorate of Literacy and NFE, all NFE Task Force members and sub-committees and the development partners who supported the preparation of the Policy. I look forward to the same level of commitment as we operationalize it urgently on ground, for the people of Sindh, with measurable outcomes.

SELD considers the Sindh NFE Policy as extremely important to its efforts. We will ensure that the Policy is implemented in the spirit in which it has been prepared.

**Dr. Iqbal Hussain Durrani**

Secretary,  
School Education and Literacy Department,  
Government of Sindh.



## Acknowledgements

**D**evelopment of Non-Formal Education (NFE) Policy for Sindh is the outcome of a yearlong process based effort by any province in Pakistan on crafting a comprehensive inclusive and equitable NFE system. Sindh Education and Literacy Department (SELD), being cognizant of the fact that almost 51 per cent of its children, adolescents and youth in the 5 to 16 years' age group are out of school, took this extremely important initiative which was also recommended in Sindh Education Sector Plan 2014-18. We could not have achieved this without the support of innumerable stakeholders whom we acknowledge profoundly for their valuable inputs.

The first acknowledgement is to the worthy members of the Task Force on NFE and all its sub- committees, especially on NFE Policy, who worked hard from the inception for policy development, held numerous meetings with rich feedback on multiple drafts of the NFE Policy.

The School Education and Literacy Department, Directorate of Literacy and Non-Formal Education and the technical team of USAID-Sindh Capacity Development Project (SCDP) are grateful to all officials of SELD and its attached departments- particularly Sindh Teacher Education Development Authority (STEDA), Sindh Education Foundation (SEF), Directorate of Curriculum, Assessment and Research (DCAR), Provincial Institute of Teacher Education (PITE), Sindh Textbook Board (STBB), Reform Support Unit (RSU) and Curriculum Wing, who contributed to the development of this document during various consultative meetings and Round Tables, they enabled us to complete this document.

The Directorate profoundly acknowledges the support of our development partners; the USAID's Sindh Reading Program (SRP) under the Sindh Basic Education Program (SBEP), Japan International Cooperation Agency (JICA), United Nations Children Fund (UNICEF) and United Nations Educational, Scientific & Cultural Organization (UNESCO) for their consistent support as a consortium of committed development partners.

We acknowledge with special mention the contribution of two prestigious academic institutions, AKU-IED and SZABIST, whose researchers provided valuable input to the policy document. Sincere thanks are also due to Director Operations- National Commission for Human Development (NCHD) Sindh for logistics and coordination support during field visits of the policy team to selected districts. We appreciate the Benazir Income Support Program (BISP) Provincial office Sindh and Sindh Technical

Education & Vocational Training Authority (STEVTA) teams for their inputs on potential linkages to the NFE Policy 2017 and its implementation.

We owe our profound gratitude to large number of NGOs and civil society organizations running literacy and NFE centres in the far flung areas of Sindh; in particular, Pakistan Institute of Labour Education and Research (PILER), Indus Resource Centre (IRC), Idara Taleem-o Aagahi (ITA), Bangladesh Rural Advancement Committee, BRAC, Strengthening Participatory Organization (SPO), Pakistan Fisherfolk Forum (PFF), Sindh Agricultural and Forestry Workers Coordinating Organization (SAFWCO) and many more serving selflessly for promoting literacy and NFE through dedication and innovations in remote rural areas.

The NFE Policy 2017 is the result of many champions, who persistently backed and guided the process, giving valuable ideas on all sections of the draft policy; without their vision this document would not have seen the light of the day.

We are pleased to have mobilized timely inputs from the Chairman and members of the Standing Committee on School Education, Sindh Assembly; Mr. Khurshid Ahmed Junejo is an avid spokesperson for the Committee on opportunities for youth, literacy, skills and livelihoods and out of school children.

The Sindh NFE Policy is fortunate to have had the unequivocal support of the Sindh Minister for Education and Literacy Jam Mehtab Hussain Dahar as a committed leader to ensure that NFE remain critical targets for service delivery for those most in need.

Last but not the least, I deeply appreciate my own team members at the Directorate of Literacy and NFE for their continued support to NFE Task Force sub-committees in particular, and Sindh NFE Policy and the SCDP team at every step of our journey.

**Director of Literacy and NFE**

School Education and Literacy Department,  
Government of Sindh

## List of Acronyms

ALP	Alternative Learning Pathways
BECS	Basic Education Community Schools
BISE	Board of Intermediate and Secondary Education
BISP	Benazir Income Support Programme
BOC	Bureau of Curriculum (renamed as DCAR)
CIF	Curriculum Implementation Framework
CW	Curriculum Wing
DCAR	Directorate of Curriculum, Assessment and Research
DLNFE	Directorate of Literacy and Non-Formal Education
DOS	Directorate of Schools
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
ECCE	Early Childhood Care and Education
EFA	Education for All
EMIS	Education Management Information System
EMO	Education Management Organisation
FPCCI	Federation of Pakistan Chambers of Commerce and Industry
ICT	Information Communication Technology
IRC	Indus Resource Centre
JICA	Japan International Cooperation Agency
LEG	Local Education Group
LSBE	Life Skills Based Education
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
NADRA	National Database & Registration Authority
NCHD	National Commission for Human Development
NEF	National Education Foundation
NER	Net Enrolment Rate

NFBE	Non-Formal Basic Education
NFE	Non-Formal Education
NF-EMIS	Non-Formal Education Management Information System
OOSC	Out-of-School Children
PITE	Provincial Institute of Teacher Education
PPP	Public Private Partnership
PSLM	Pakistan Social and Living Standards Measurement
SCC	Sindh Curriculum Council
SDG	Sustainable Development Goal
SEF	Sindh Education Foundation
SELD	School Education & Literacy Department
SEMIS	Sindh Education Management Information System
SESP	Sindh Education Sector Plan
STBB	Sindh Textbook Board
STEDA	Sindh Teacher Education Development Authority
STEVTA	Sindh Technical Education & Vocational Training Authority
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UNICEF	United Nations Children Fund
UNESCO	United Nations Educational, Scientific & Cultural Organization
USAID	United States Agency for International Development
WB	World Bank
WHO	World Health Organization

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# 1. INTRODUCTION



# 1. INTRODUCTION

**G**overnment of Sindh has prepared the Policy on Non-Formal Education as an alternative path to educate children, who have either dropped out of schools or have never attended school, and adult illiterates. Additionally, it also covers options for continued learning for all adults. The Government recognises that the education challenge faced by the province cannot be met through the regular (or formal) school system alone. Out of school children and adults who have missed out or dropped out, before completion of their primary or middle levels or those in need of continued education, cannot be ignored if the prevalent situation in education is to be improved and poverty reduced, on a fast track basis. Education is the top priority of the Government, which has already embarked on a set of reforms in the sector. This policy is a critical part of the effort.

The Policy, and its effective implementation will be crucial in meeting the needs of the province. It addresses important constitutional requirements and international obligations. The Constitution of the Islamic Republic of Pakistan, under Article 25A, stipulates education as a fundamental right for all children between ages 5 to 16. The Article requires provincial and federal governments to develop laws and policies in their respective domains. Similarly, Article 37 (b) of the Constitution of Islamic Republic of Pakistan calls for removing illiteracy and improving adult literacy.

The Sindh Assembly promulgated ‘The Sindh Right to Free and Compulsory Education Act 2013’ in order to fulfil obligations under Article 25A of the Constitution. The next step is of implementation to be completed successfully, in the shortest possible time.

The Government of Sindh is also committed to the new international agenda of Sustainable Development Goals (SDGs). Amongst these goals is SDG 4, which aims to achieve inclusive quality education for all. SDG 4 includes policy focus on out of school children and adult and youth illiteracy with an emphasis on skills based, equitable and lifelong learning.

The School Education & Literacy Department (SELD) recognises that achieving SDGs for education will not be an easy task. In its progress towards meeting the targets of Millennium Development Goals (MDGs) 2 and 3 and the goals of Education for All (EFA), Sindh, like the rest of Pakistan, was unable to achieve the targets. About 51% of children,

aged 5 to 16, are out of school in Sindh. Net Enrolment Rate (NER) for Secondary is 18 %. It needs to be 100% according to the requirements of Article 25A and SDG 4.1. Primary NER is only 61% for ages 6 to 10. The girl child and women in rural areas emerge as the most excluded groups as the female literacy rate for those who are 10 years and older is only 24%. Whereas the literacy rate for the population of the province aged 10 years and older is 60%. Adult literacy for 16 plus is 58%. Again rural women suffer the most with an adult literacy rate of 20%<sup>1</sup>.

The significant gaps in achieving these important targets have profound implications for spiraling poverty, while, to a great extent, out of school children are the result of poverty. On the other hand, continued low literacy rates contribute to persistent poverty. Data from Pakistan Social and Living Standards Measurements Survey (PSLM) 2012-13 shows a huge gap in enrolments and literacy rates across the highest and lowest income quintiles. No poverty alleviation program will succeed in the absence of effective strategies that address the educational needs of out of school children and the provision of meaningful adult literacy program and lifelong learning opportunities.

Even as major reforms have been initiated in the education sector, structural and institutional issues are unlikely to be adequately addressed in a short period of time. For targets of development and national constitutional requirements to be met, there is a need to accelerate the process through targeting out of school children and adult illiteracy. While, concurrently, enhancing enrolment and quality of education through formal education systems.

NFE interventions are not new in Sindh. The need to improve adult literacy rates and include out of school children in the education process has long been felt. Most interventions in the province have been funded as projects either by the development partners or the federal government. The efforts are commendable but the process has lacked cohesion and impact. These have been discrete interventions for NFBE and adult literacy. The Policy adds the dimension of lifelong learning and continued adult education.

Over the last two years, efforts to reinvigorate and organise the sector have increased with active assistance from a number of development partners. These include Japan International Cooperation Agency (JICA), United States Agency for International Development (USAID), United Nations Children Fund (UNICEF) and United Nations Educational, Scientific and Cultural Organisation (UNESCO). Major reforms have been

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<sup>1</sup> Source: Pakistan Social and Living Standards Measurements Survey 2014-15

initiated in the sector in the area of curriculum, learning material development and enhanced service delivery through opening and running of NFE centres in various districts.

As part of the reform process stated clearly in the Sindh Education Sector Plan (SESP 2014- 2018), the Government of Sindh felt the need for a more coherent framework and, through it, a structured and connected implementation network for more effective efforts. Such a framework would ensure sustainability of the current efforts as well as provide a long-term path for the Government to meet the challenges.

The Sindh Non-Formal Education Policy 2017 provides just such a coherent framework. It lays down the marker for fast-tracking the process to mainstream out of school children and achieve literacy among adolescents, young people and adults who, earlier in their lives, had not been able to access or adequately utilise the opportunities offered by the formal schooling system.

The Policy specifically targets out of school children of primary and post primary ages (9-16) with the principle that non-formal basic education centres should not replace existing schools. However, in view of the ground realities enough flexibility has been provided to include children of younger age (where schools cannot accommodate them for any structural reason) including those in need of early childhood education. Adult literacy age group begins at 16 with the sub-set of youth literacy being 16-29.

Sub-areas of the Policy have been treated as learning systems. In line with this treatment, the recommendations have been placed under the heads of quality, access and participation, and governance and management. Equity is a cross-cutting theme. A number of overarching issues have also been addressed. These include the total absence of regulation, e.g. standards, accreditation and certification. The policy recognises the current capacity limitations and recommendations for capacity development have been included for all relevant institutions, especially the Directorate of Literacy and NFE. The Directorate is also the custodian of the policy and has been given the role of coordinating implementation and monitoring its progress in addition to implementation of the areas directly in its purview.

Roles for different relevant institutions have also been mapped out whether in support of the Directorate of Literacy and NFE or for direct participation in implementation and cross-linkages have been delineated. The institutions include Sindh Technical Education and Vocational Training Authority (STEVTA), Sindh Education Foundation (SEF), Directorate

of Curriculum Assessment and Research (DCAR), PITE, Sindh Textbook Board (STBB) and the PPP Node of School Education and Literacy Department.

The policy has been based on the fundamental understanding that NFBE and adult literacy cannot be seen as detached from the overall education system and poverty reduction interventions. It supplements the work of the regular school education. In recognition of this, goals of the policy are subsumed into overall goals of the education sector. It works in tandem with the reforms in the formal school system to help Sindh achieve its targets of Article 25A, 37(b) and the requirements of Goal 4 of Sustainable Development Goals (SDGs).

While the policy document provides a path for Sindh to catch up on the basic indicators. It recognises the fact that the world continues to move on. Steps taken to improve participation in, and completion of school education and adult literacy may not be sufficient. Economic realities, technologies and the consequent marketable skills are changing more rapidly than ever before. School education, non-formal education and adult literacy and other education programs will need to meet new challenges. Education cannot be completed through one cycle of literacy and skill acquisition. Lifelong learning and continued adult education are a compelling necessity. These strands have been integrated in the policy as the Government of Sindh plans not only to meet the existing deficit but also prepare for emergent and future challenges.

## 2. FUNDAMENTALS OF THE POLICY



## 2. FUNDAMENTALS OF THE POLICY

This chapter lays out the fundamentals upon which the policy has been built. It begins with key concepts that include specific terms explicitly used, as well as, underlying themes, which thread through the policy. This is followed by an explanation of the framework. It defines the policy's approach towards the areas of non-formal education and adult literacy, including the sub-areas within each. Next, a delineation of the target population is made and the policy's goals and objectives are laid out. Finally, challenges and potential limitations for implementation have been discussed.

### 2.1. KEY CONCEPTS

The term non-formal education can be, and has been, used in any number of situations that are outside the regular or formal school system, with its sequential levels of progress and specialisation. At its core, NFE is flexible yet it follows formal principles of learning and accepted milestones signifying educational achievement. The target population for non-formal education includes children at risk in school, out of school children and adolescents, as well as youth and adults. NFE programmes scan feature across a variety of basic literacy interventions, including repackaged bridge or stand-alone primary, middle and secondary education programmes. Often, they may be combined with life skills improvement initiatives addressing vulnerable groups, or used as an extension to technical and vocational skill development programmes for improved livelihood opportunities.

Non-formal Education programs are not necessarily confined to the illiterate but also the literate adults who need 'lifelong learning' to continue to adapt to requirements of a changing environment where it is conceived that 50% of the current jobs will become redundant if skills are not upgraded by 2030<sup>2</sup>.

For the purposes of the Policy, NFE encompasses the two broad traditional areas of Non-Formal Basic Education (that target children of school going age) and Adult Literacy. As part of an adult literacy programme, need based and age specific courses may be offered for both youth and adults, in addition to basic literacy skills. NFE as mentioned above, also refers to continued adult education. The policy, as a whole, has

<sup>2</sup>The Learning Generation Report - 2016.

been **built on four conceptual strands**: non-formal basic education for out of school children (including those in school but at risk of dropping out), literacy for adults, lifelong learning and linkages of each with mainstream education.

### **2.1.1. Non-Formal Basic Education for Out of School Children**

The policy views Non-Formal Basic Education as the learning system that provides education to out of school children in settings other than regular or formal schools and through processes that do not, necessarily, replicate mainstream education. It provides options for customised learning pathways in order to ensure learning outcomes equivalent to those of formal education. One of the key outcomes of NFBE is to mainstream out of school children into regular schools.

The policy covers elementary (pre-primary, primary and middle) school education in its entirety for children who miss out on the opportunity to complete these stages at the conventional age levels. These include those who never attended school, as well as, the dropouts who are still of school going age. In future, the policy may be extended to cover the full scope of secondary education as well. The policy differentiates between pre-primary, primary and post-primary levels for non-formal education. In this sense, it is sequential, with clear transition boundaries.

### **2.1.2. Literacy for Youth and Adults**

The term adult literacy is the product of two independently defined terms: adult and literacy. The term literacy does not have a standard definition. Globally, and within Pakistan, definitions have come up in relation to measure adult literacy. Historically, the federal government announced the definition of literacy at the time of the population census, long overdue since 1998. It has not always met the standards of literacy required by the national curricula of the past. The situation has become more complicated now. In 2010, through an amendment in the Constitution of the Islamic Republic of Pakistan, education policy and curriculum, hitherto the domains of federal government have been devolved entirely to the provincial governments. The new mandate ought to include an enunciation of a definition of literacy.

As of yet, no province has defined literacy separately. Ideally, adult literacy must fit into an overall definition of literacy crafted by the province and negotiated nationally for purposes of the census<sup>3</sup>.

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<sup>3</sup> Defining 'literacy' may be proposed as the subject of the next Inter -Provincial Education Ministerial conference (IPEM-C) for consensus on a definition proposed by Sindh. This will be just ahead of the proposed census in March 2017.

The policy views literacy as a function of reading, writing and numeracy skills that integrate life skills and other relevant competencies, and is essential for individuals to access knowledge and information and participate in, and contribute to socio-economic development. As literacy development is primarily the foundation of learning, an exact definition will have to be prepared and approved by the School Education and Literacy Department. The same will apply for the usage and application of this policy.

To describe an 'Adult' the policy adopts the definition used by UNESCO where adults are aged 15 and older, instead of the less commonly used 10 and older. This also aligns with Article 25A as it calls for free and compulsory education for all children ages 5 to 16. The age for youth literacy has been defined in line with the range of 15 to 29 given by draft Sindh Youth Policy 2015.

### **2.1.3. Lifelong Learning**

The need for lifelong learning comes from the acknowledgment that the process of education does not begin and end with school. The rapidly evolving environment, locally and globally, create new literacy needs, and opportunities, due to changes in technology, and consequently, methods of economic activities. As a result, basic literacy, alone, may no longer suffice. For those who have completed basic levels of education, there would remain the need to upgrade and update learning and skills.

### **2.1.4. Life Skills Based Education**

The policy calls for Life Skills Based Education (LSBE) to be embedded within NFBE and adult literacy programmes. The following World Health Organisation (WHO) definition has been used for LSBE:

*“Life skills are abilities for adaptive and positive behaviour that enable individuals to deal effectively with the demands and challenges of everyday life. In particular, life skills are a group of psychosocial competencies and interpersonal skills that help people make informed decisions, solve problems, think critically and creatively, communicate effectively, build healthy relationships, empathise with others, and cope with and manage their lives in a healthy and productive manner.”*

## 2.2. SYMBIOSIS ACROSS LEARNING STREAMS

Non-formal basic education, adult literacy and regular (formal) school systems target the same set of education goals through parallel pathways. The shared objectives require a symbiotic relationship and essential connections need to be made. It is necessary not only for optimal results but also economy of effort, resource saving and a comprehensive system development. The key elements of the symbiosis are:

1	2	3
A process to mainstream out of school education after development and demonstration of relevant competencies formalised through equivalency and certification structures.	Utilisation of the same set of base capacities (and organisations) for functions like curriculum and learning material development, teacher training and assessments.	Sharing of information and data to ensure effectiveness of linked work and measure progress towards common goals.

The policy includes recommendations relevant to all of the above, and other linkages, where required.

## 2.3. GUIDING PRINCIPLES

The policy uses the following guiding principles:

- (i) Non-formal basic education supplements the work of formal schools. It cannot, and should not, replace the latter. Without prejudice to the principle NFBE will remain flexible in acceptance of children of all ages where they cannot be accommodated in formal schools due to structural problems. These problems include non-availability of formal schools, prevalence of child labour or other socio-economic reasons for exclusion.
- (ii) Non-formal education and adult literacy programmes comprise of learning systems just like any other educational system. They are structured around the key components of access, quality, equity, and governance and management. These fundamental components also underpin the framework developed for this policy.
- (iii) Learning processes, objectives and structures for NFBE and adult literacy cannot be based on the same traditional approaches as used in mainstream (formal) schools. There is a need for more flexibility and greater diversity of content. These requirements will vary and evolve over time.

- (iv) In case of NFBE, given its objectives, fundamental inputs like curriculum, learning materials, teachers, standards, assessment, and the processes shaping and deploying them, would have to develop an inherent flexibility. Youth and adult literacy demands even greater flexibility in design, configuration and delivery. Given the greater variety of learning needs and circumstances of learners, the diversity of content would also have to be expanded.
- (v) All current work in the areas of curriculum, learning material development, teacher professional development, Non-formal Education Management Information Systems, and other, undertaken by the Directorate of Literacy and NFE will continue. These efforts will merge into the implementation process for this policy in order to ensure their sustained benefit.

Delivery mechanisms remain flexible and embedded, as far as possible, with the ability to be adjusted to local needs at the village, neighbourhood, taluka /sub-taluka and district levels.

#### 2.4. TARGET POPULATION

For the purposes of this policy, the age group for Non-Formal Basic Education at Primary and Post Primary levels is **9 to 16 years but flexible where required to include younger children including those in ECCE age group. Adult literacy age is 16 plus** with the age group for the subset of **youth literacy being 16 to 29**.

Adolescent learners can potentially be covered thereunder all interventions: Primary NFBE and Post-Primary NFBE, Youth literacy and Adult literacy. Deciding which of these interventions might be more suitable for a candidate who is an adolescent would depend on their age, prior qualifications and specific circumstances.

#### 2.5. GOALS AND OBJECTIVES

The Policy aims to meet the requirements of education as provided in the Constitution of the Islamic Republic of Pakistan in Articles 25A and 37(b), as well as, Goal 4 of the Sustainable Development Goals (SDGs) and Sindh Education Sector Plan 2014-18. **Goals for NFBE and Adult Literacy are wholly subsumed within the larger ones defined for education.** The policy recognises the role of NFBE and Adult Literacy as crucial in supporting mainstream education in attainment of its goals. These goals cannot be separated from the mainstream sector and defined for this sector alone. Specific objectives of the policy, though, have been defined. These objectives have been categorised into three sets: Those linked to overall education goals, cross-cutting objectives and those specific to NFBE and Adult Literacy.

### **2.5.1. Objectives Linked to Overall Education Goals**

Objectives that link directly into overall education goals can be seen to be overarching and all aims and efforts are directed towards achieving them. These overarching objectives are:

- (1) Support School Education and Literacy Department in meeting the targets of Article 25A and 37 (b) of the Constitution of the Islamic Republic of Pakistan, Sindh Education Sector Plan (SESP) 2014-18 and Goal 4 of Sustainable Development Goal, which include:
  - (a) Universal Primary school completion
  - (b) Universal Secondary school completion
  - (c) Universal Adult literacy
  - (d) Elimination of gender gaps in education at all levels, including Adult literacy
- (2) Develop a framework for formal institutional linkages between Non-Formal Basic Education and Adult Literacy and organisations responsible for delivery of education in regular schools directly through service delivery, preparation of inputs like standards, curricula, textbooks and other learning material, and collection and analysis of data.

### **2.5.2. Cross-Cutting Objective**

These objectives relate to purposes common to both NFBE and Adult Literacy. These aims are:

- (3) Institutionalise the NFBE and Adult and Youth Literacy sector in Sindh to ensure sustainability of on-going efforts and strengthen the institutional capacity of the sector in order to play an effective role in meeting the long-term goals of education.
- (4) Develop and implement a standards-based process for inputs, processes and outputs in the sector and accreditation of programs with a view to improve the quality of service delivery.
- (5) Establish an equivalence and certification regime in order to improve relevance of the programs to the lives and needs of learner.
- (6) Strengthen institutional mechanisms to create enabling and outcomes-based, flexible service delivery options for a diverse set of beneficiaries through partnerships.

- (7) Progressively increase resources/budgets for policy implementation to meet the targets, with robust tracking of outcomes by gender, ability and geography, on a periodic basis.

### **2.5.3. Non-Formal Basic Education**

- (8) In conjunction with regular schools and through community engagement ensure there are no out of school children in Sindh.
- (9) Provide out of school children opportunities to complete primary and post-primary education either entirely through NFBE programmes or through regular schools via a mainstreaming process.
- (10) Transfer technical and vocational skills in order to improve employability and opportunities for participants in NFBE programmes.
- (11) Institutionalise the process of curriculum development and revision, development of learning materials, formal assessments and continued enhancement of teacher quality for NFBE programmes.

### **2.5.4. Adult Literacy and Continued Education**

- (12) Provide opportunities for lifelong learning to all children, youth and adults for acquisition of literacy, numeracy, life skills and skill development for jobs and self-employment, with relevance to needs and possibilities in local and regional markets.
- (13) Ensure participation of adults in programmes through development of packages linked to local needs and enhanced quality of service delivery.
- (14) Institutionalise the process of curriculum preparation and revision, development of learning materials, formal assessments and continued enhancement of teacher quality for adult literacy programmes.
- (15) Enable linkages with other social development programmes in Sindh in order to enhance relevance of adult literacy programmes and add to the effectiveness of other social development efforts.

## **2.6. IMPLEMENTATION LIMITATIONS**

Large numbers of out of school children and low literacy rates result from a sub-optimal performance of formal schools. A critical assumption made in designing this policy is that it cannot succeed in achieving its long term targets without parallel improvement in the formal school system.

The implementation process for the policy will be protracted as, currently, systems, institutional capacities and structures are neither optimal nor fully functional. The limitations include quality of human resources, technical and organisational capacity, lack of infrastructure, and poor monitoring and support mechanisms. Results will be gradual, especially, in the initial period.

Lifelong learning, adult literacy, non-formal education and technical skills should be viewed as an inter-linked and strategic area in need of attention under the prevailing narratives. These subsets of NFE should not be treated as isolated and independent streams. Their potential and importance need to be clearly articulated and emphasised to ensure that the sector becomes an elevated policy priority to enable it to garner the requisite level of institutional and political support.

Political support and commitment is fundamental and critical to successful implementation, as without adequate political will, the policy will not get off the ground.

## **3. OVERARCHING AREAS**



### 3. OVERARCHING AREAS

**N**on-Formal Education, similar to other education systems, require focus on critical enablers for effective implementation. These overarching areas require specific attention of the policy and its implementers. These overarching areas are listed below:

i	Service Delivery and Regulation
ii	Innovations
iii	Capacity Development
iv	Finances
v	Management Information System
vi	Research

#### 3.1. SERVICE DELIVERY AND REGULATION

Service delivery in a learning system that consists of a series of discrete and linked processes that form a value chain. It includes, but is not restricted to, curriculum development, preparation of learning material, learning environment, teacher preparation, teaching, and management of the learning processes. The policy considers each one of these, or any combination thereof, to be subsets of service delivery with the objective of offering quality and adding value for all who participate (and inclusion of all eligible to participate).

Defining service delivery is not enough. In public sector systems, government needs to ensure achievement of best results through efficient and effective use of resources. A service delivery mechanism has to operate within a regulatory framework to produce, manage and sustain quality.

The starting point for a regulatory framework is a set of standards. These standards need to be implemented and monitored through a standards management framework for effective quality assurance and quality control. The former is used to manage implementation of standards for inputs and processes while the latter assesses the outputs and outcomes against defined benchmarks.

In short, for effective quality management, the following need to be defined:

- (i) Benchmarks or standards for each input, process and output that forms part of the value chain.
- (ii) A standards management system that ensures that all inputs, processes and outputs meet the relevant benchmarks and demands of quality assurance and quality control.

These standards apply to all delivery processes, whether, run by the government, the private/ non-government sector exclusively or through public private partnership. The Government of Sindh has the sole mandate to determine standards for all education delivery systems including NFBE and Adult Literacy.

An effective regulation mechanism in education (including NFE), necessary for quality and confidence of public, has four broad components. The four broad sub-sections for regulation are:



### **3.1.1. Standards**

Like all learning systems clearly articulated standards are necessary for adult literacy and NFBE programmes delivery systems. However, the task of defining them has never been undertaken before.

The project-based, piecemeal work at the provincial level, and ongoing programmes run by the Federal government, have lacked a comprehensive set of formally defined standards. Although the more recent efforts have included some standards, operated through government institutions, these cannot be scaled and sustained without well-defined, officially notified standards.

#### **3.1.1a. Objectives**

- (i) Develop standards for NFBE and adult literacy programmes to ensure quality and relevance.
- (ii) Institutionalise a standards management system to ensure standards-based delivery of NFBE and adult literacy programmes.

### **3.1.1b. Policy Options**

- (i) Directorate of Literacy and Non-Formal Education will prepare the standards in collaboration with the Directorate of Curriculum, Assessment and Research (DCAR) and other stakeholders.
- (ii) DCAR will endorse and SELD will notify standards for inputs, processes and outputs of NFBE and adult literacy.
- (iii) These standards will be adapted from those developed in mainstream education, where relevant, and in case of adult literacy programmes, standards will be adapted from international practices.
- (iii) DCAR will be responsible for quality control through assessments of outputs and Directorate of Literacy and NFBE for quality assurance through ensuring implementation of standards for processes and inputs without dilution of its overall responsibility to produce output as per requisite standards.

For technical and vocational skills, components of programmes will be developed/adapted in consultation with the Sindh Technical Education and Vocational Training Authority (STEVTA).

Principles of equity, inclusiveness, LSBE, and global citizenship, among others, will be ensured in the standards regime wherever required.

### **3.1.2. Standards Management System**

Notification of standards is not enough. Effective implementation of standards is imperative for quality results. A comprehensive standards management system has never been designed in any of the provinces. Only partial processes have been notified. This is true, especially, in relation to development of quality products like curriculum, textbooks and learning material and teacher capacity. Unless a detailed standards management system is laid out, quality assurance (and eventually control) will not become functional.

#### **3.1.2a. Objectives**

Set up a standards management system that operationalises the implementation and ongoing review of existing standards.

#### **3.1.2b. Policy Options**

- (i) Rules will be developed to operationalise standards for all inputs, processes and outputs.

- (ii) Relevant officials of Directorate of Literacy and NFE and other organisations like STEDA, STBB, DCAR and PITE will be trained in standards, core principles and their operationalisation.
- (iii) Monitoring and feedback mechanism will be devised for quality assurance that will include:
  - a. Development of measurable indicators against all standards.
  - b. Documentation of processes and indicators on a regular basis.
  - c. Regular reports prepared with recommendations for improvement in implementation including revision of standards, if required.

### **3.1.3. Accreditation**

Accreditation mechanisms assist in standardisation of delivery processes within organisations and across them. It functions as a filter for quality service delivery. Observations from the field have revealed wide variations in quality of organisations delivering services in NFBE and Adult literacy programmes. Absence of official standards for inputs like learning materials and teachers' capabilities or for output measurements like assessments, are the primary reason for the highly variable quality. But standards alone will not be sufficient. An accreditation mechanism, as a subset of the standards management system, needs to be operationalised based on notified standards.

#### **3.1.3a. Objectives**

Prepare an accreditation mechanism as part of the quality assurance framework for standardised service delivery.

#### **3.1.3b. Policy Options**

- (i) Directorate of Literacy and NFE, in consultation with key stakeholders, will prepare an accreditation mechanism to ensure adherence of all programmes and organisations, to the extent of relevant programmes, to required minimum standards.
- (ii) The accreditation mechanism will apply to all service delivery processes i.e., preparation of teaching and learning materials including teacher guides, teaching and learning in the classroom, management of centres and summative assessments.
- (iii) The Directorate and/or procurement agency/mechanism will assess organisations for their ability to undertake the above processes and accredit them accordingly.
- (iv) Directorate of Literacy and NFE will develop its capacity to accredit programmes including capacity of organisations to implement relevant programmes.

- (v) For technical and vocational skills component of programmes, STEVTA will be consulted in development of the accreditation process.
- (vi) District formations of Directorate of Literacy and NFE will have capacity developed to understand and implement/oversee the accreditation process.

### 3.1.4. Quality Control: Equivalence and Certification

Accreditation is a standard management tool that targets institutions while equivalence and certification, also sub-sets of a standard management system, target individual learners for entry and exit into and out of a learning system. To elaborate, once learners complete a programme, the system needs to assess the learning outcomes. This assessment has a two-fold benefit. Firstly, the system tests its capacity to deliver quality, and secondly, the qualifying learner gets certified for meaningful addition to his or her academic credentials, life skills and/or work-oriented skills. In other situations, equivalence is required to allow enrolment in a programme, i.e. before entering the system. This normally requires assessments based on a standardised format.

Lack of effective quality control has been a major gap in the non-formal education and adult literacy work in the province. No worthwhile structure has been built to test the outputs of programmes and create options for children and other participants to either mainstream into regular education or find opportunities in the world of work. The policy proposes an assessment-based equivalence and certification process.

Recently, the Government of Sindh approved a three-package set for NFBE at primary level programmes as follows:

**Table 3.1: Approved NFBE Packages**

Packages	Equivalent	Certification
<b>Package A</b>	Up to Grade 1	2 types of certificates: Grade 1 (completion for those completing “Package A” internal assessment) Grade 1 (ongoing (during year))
<b>Package B</b>	Grade 2	Grade 2 (completion) Grade 2 (on-going (during year))
	Grade 3	Grade 3 (completion) Grade 3 (on-going (during year))
<b>Package C</b>	Grade 4	Grade 4 (completion) Grade 4 (on-going (during year))
	Grade 5	Grade 5 (on-going (during year)) Grade 5 (completion of grade 5 terminal competencies and certificate to be awarded by the SEC/examination body))

While these packages have been notified and are currently being piloted, the certification process has not been finalised. Other packages for the post-primary level will be developed later and they will be aligned to the sub-sectoral classification systems of educational attainment by level of learning.

### **3.1.4a. Objectives**

A standardised and assessments-based process of equivalence and certification in NFBE and adult literacy programmes for following:

- (i) Placement of participants within a particular package.
- (ii) Exit on completion.

### **3.1.4b. Policy Options**

- (i) An assessment-based certification process will be developed by Directorate of Literacy and NFBE, in consultation with Directorate of Curriculum, Assessment and Research (DCAR), Sindh Examination Commission (SEC) and other key stakeholders for post-primary NFBE and adult literacy.
- (ii) Assessment tools will be based on curricular standards and designed in the DCAR, in consultation with Directorate of Literacy and NFBE.
- (iii) Assessments will be undertaken at the decentralised level in districts and eventually school clusters, as capacity begins to develop, and overseen by Sindh Examination Commission (SEC) based upon standards notified by DCAR.
- (iv) Officials of Directorate of Literacy and NFE, at the district level and below, will oversee the integrity and other aspects of implementation of the process.
- (v) Sindh Examination Commission (SEC), in consultation with Directorate of Literacy and NFE, will select and train a group of assessors at the district level to develop a local pool. These assessors will be certified as local examiners who will be authorised to use the centralised item bank.
- (vi) Organisations with relevant capacity will also be accredited by the Directorate of Literacy and NFE to assess learners for equivalence and certification.
- (vii) All results of assessments, whether for placement or exit, will be entered into a central database as part of the NFEMIS.
- (viii) The mechanism for equivalence and certification will be reviewed after every five years for improvements.
- (ix) Directorate of Literacy and NFE and DCAR will add capacity to develop the equivalence and certification mechanism.

### 3.1.5. Service Delivery and PPP

Service delivery in education is normally seen as the teaching learning process in the classroom. The policy sees service delivery as the series of activities that develop the value chain in NFE. Each of these activities individually and/ or in combination with others forms the service delivery component. The following sets of activities constitute the broad outline of the value chain for both NFBE and Adult Literacy:

i	Curriculum development
ii	Preparation of teaching and Learning Material
iii	Teacher training
iv	Teaching and learning
v	Management of learning centres
vi	Assessments (summative)

Depending on the government's extant policy any of the above activities can be performed exclusively by the government or through a PPP approach.

NFBE and adult literacy programmes have been managed as disparate, parallel projects run by non-government organisations funded by development partners. Additionally, there are vertical programmes managed and funded by the Federal government. Until recently, each project or programme has followed self-contained processes of the above functions and filled the vacuum created by absence of systemic and institutionalised approaches. The institutions responsible for curriculum development, textbook preparation, teacher training and assessment etc. have not been part of these activities in case of NFE with the odd exceptions where specific projects solicited the assistance of these organisations. However, in last two years, Directorate of Literacy and NFE has developed Curriculum and learning material through regular institutional mechanisms of Directorate of Curriculum, Assessment and Research (DCAR), Curriculum Wing, and the Sindh Textbook Board. Under this policy, these initiatives will be institutionalised to ensure continuity and sustainability. Further details of these recommendations appear later in this document.

This section outlines the policy's response to the issue of outsourcing or in-house development and management of these processes by the Government's own organisation or use of a non-government entity – the scope of PPP. The scope of PPP

will not be limited to provision of technical and physical services. The private sector will also be allowed to bring in finances as part of the partnership.

### **3.1.5a. Objectives**

- (i) Define the Scope of PPPs in Adult Literacy and NFBE programmes.
- (ii) Outline the mechanism for PPP framework.

### **3.1.5b. Policy Options**

- (i) A Public Private Partnership framework will be developed in consultation with the PPP Node of the SELD.
- (ii) The following areas will be open to complete or partial outsourcing through Public Private Partnerships:
  - (a) Preparation of teaching and learning materials including teacher guides
  - (b) Teacher Training
  - (c) Teaching and learning in the classrooms
  - (d) Management of NFBE and adult literacy centres
  - (e) Summative assessments
- (iii) The Government of Sindh, through Directorate of Literacy and NFE, will have the option to outsource a combination of the above processes to one or more partners.
- (iv) Where approval of other organisations like DCAR, STEDA, STBB and STEVTA will be required for products developed through PPP, it will be sought as a mandatory requirement.
- (v) Directorate of Literacy and NFE can expand the scope of PPP as and when required.
- (vi) A minimum percentage (to be decided later) of centres, matched to capability and outreach, will be run by Directorate of Literacy and NFE directly.
- (vii) The PPP framework will be applicable to partnerships contracted by Directorate of Literacy and NFE for any of the processes included in the framework.
- (viii) Renewal of contract will consider performance in already completed programmes in the PPP mode.
- (ix) PPP Node of the SELD will be strengthened to ensure effective management of PPP contracts and delivery mechanisms.

### 3.2. INNOVATIONS

The challenge faced by the education sector as a whole, and NFBE in particular, cannot be met by continuing with business as usual. Innovations are necessary to reach the desired goals in shorter time and delivering higher quality. Innovations that use information communication technologies (ICTs) have many possibilities but not all innovations are ICT dependent or related.

Irrespective of the proviso, technology continues to expand the extent of outreach and quality in the education sector, including non-formal education. A number of experiments have also been undertaken in Pakistan. The key deficit in this regard has been a paucity of documentation for the processes, severely limiting the possibility of learning for those involved in the experiment as well as others. There is also a reluctance to introduce ICT both within the government and outside. Given the scale of the problem, the potential of ICT needs to be realised to help reach goals and objectives quicker and more efficiently. Part of the problem lies in the limited understanding of the potential of ICT among the Directorate and field staff, as well as amongst NGOs.

#### 3.2.1. Objectives

- (i) Encourage innovations in NFE and Adult Literacy and learn from vibrant and scalable examples of innovation.
- (ii) Expand the use of effective ICT in service delivery of Non-Formal Education (NFE) as well as for their monitoring.

#### 3.2.2. Policy Options

- (i) Innovations will be encouraged in both NFE and adult literacy programmes.
- (ii) Successful innovations will be expanded to other areas, to the possible extent.
- (iii) ICT options will be encouraged for innovations wherever possible.
- (iv) Directorate of Literacy and NFE, including the field staff, will be familiarised with use of ICT in service delivery.
- (v) Similar to general innovations, ICT based service delivery options will be evaluated to scale-up best practices.

### 3.3. PARTNERSHIPS WITH OTHER PUBLIC SECTOR ENTITIES

A number of other organisations, like NCHD and BECS, have years of experience in delivery of NFE. These parastatal organisations operate with their own infrastructure, human resource and field presence. They mostly work in isolation of each other thus greatly reducing possibilities for utilising and optimising synergies in areas like planning,

cross-learning, human resources, service delivery networks and even resource sharing. It will be of benefit to all organisations, including Directorate of Literacy and NFE, to have formal arrangements for coordination and communication to help optimise their efforts with a ‘working together’ approach.

### **3.3.1. Objectives**

Maximise the impact of the efforts by all public sector entities working for NFBE and Adult Literacy on reduction of OOSC and illiteracy.

### **3.3.2. Policy Options**

- (i) Develop and sign through the SELD, MOUs and other instruments of coordination and cooperation between Directorate of Literacy and NFE and federal and provincial government organisations working in the sector. These include, but are not limited to, Sindh Education Foundation, National Commission on Human Development (NCHD) and BECS, as well as relevant programmes of organisations like the agriculture and health departments, etc.
- (ii) Data of all NFE centres, whether run by the federal or provincial governments, should be shared and added to the provincial MIS for NFBE and adult literacy, linked to Sindh EMIS.

## **3.4. COMMUNITY MOBILISATION**

Community mobilisation in support of education has remained a massive challenge in Pakistan. While, this is especially true of mainstream education, the project-based approach of NFBE and Adult Literacy has heavily depended on community support. As stated earlier, lack of documentation has resulted in an unclear verdict on the outcomes. A few things clearly evinced through anecdotal evidence are that communities have shown a desire to participate in education. The key limitation is that of confidence in the delivery mechanism. Moreover, community approaches and needs vary across rural and urban areas, and even within rural areas. The current government capacity, at the district level and below, is inadequate for the task of identifying these needs and responding effectively.

### **3.4.1. Objectives**

- (i) Greater community ownership of adult and youth literacy programmes.
- (ii) Maximisation of community’s potential to support NFBE and adult literacy programmes.

### **3.4.2. Policy Options**

- (i) Prepare the community mobilization strategy.
- (ii) Field officers of Directorate of Literacy and NFE will be trained on community engagement and mobilisation.
- (iii) Awareness programmes should be run with communities, and with the inclusion of local government institutions like Union Councils, on importance of non-formal education and adult literacy programmes.
- (iv) Community-based oversight committees should be formed around a centre running NFBE and adult literacy programmes, with training of the committee members as part of the package of services offered by the centre.

### **3.5. CAPACITY OF DIRECTORATE OF LITERACY AND NFE**

Directorate of Literacy and NFE will have a central role in the implementation of various precepts of this policy. There are a number of urgent, concurrent work streams that the Directorate will need to handle and implement with the formal approval of the policy and after completing development of an implementation framework.

The key requirement is to strengthen the capacity and functions of the Directorate and its field outfits to implement the policy along with the implementation framework. For strengthening the Directorate, principles of capacity development outlined in the options below will apply.

#### **3.5.1. Objective**

Develop capacity within the Government of Sindh to effectively implement the NFBE and Adult Literacy Policy.

#### **3.5.2. Policy Options**

- (i) Assess the capacity needs within government for an effective implementation of the NFBE and Adult Literacy policy.
- (i) Prepare a capacity development plan to provide a roadmap for the desired capacity enhancement.
- (i) Ensure adequate financial, human and physical resources for the task as required by the policy and envisaged in the capacity development plan.

### **3.6. FINANCES**

For both adult literacy and NFBE programmes, funding has been difficult to procure. Historically, programmes run under both heads have been parts of different projects funded by development partners. While Directorate of Literacy and NFE was formed in 2001, it has never been provided a recurrent budget for its programmes. The outlay

provided for FY 2016-17 is 0.3% of the total education budget even though the target population for the Directorate matches that of regular schools. Critical and fundamental changes will have to be introduced:

### **3.6.1. Objectives**

Ensure adequate finances for the NFE and ALP programmes in Sindh.

### **3.6.2. Policy Options**

- (i) Recurrent budgets for programmes should be provided to Directorate of Literacy and NFE to manage running of programmes, getting material prepared and monitoring, etc.
- (ii) The budget for Literacy and NFE may gradually increase to, at least, 10% of the total education budget and provided according to the needs of the implementation process. This increase may be made conditional with the progress on ground by achieving targets in real terms through viable execution mechanism and result oriented approaches by meaningfully / properly utilizing the existing human resources and infrastructural facilities without resorting to unnecessary contractual appointments and creation of physical assets.
- (iii) Financing options should include seeking funds from the private sector, philanthropic giving by individuals and organisations, and any money potentially on offer from industry and businesses as part of their corporate social responsibility policies, programmes and activities.
- (iv) Development partners, eager to fund the sector, will align their support to the policy and its implementation framework.

### **3.7. NF-EDUCATION MANAGEMENT INFORMATION SYSTEM (NF-EMIS)**

Data deficiency has been a key limiting factor for adult literacy and NFBE programmes. There has been no record of learners enrolled, dropped out or successfully mainstreamed. There is no link with the regular EMIS either. With proper data documentation, in an automated database, not only will management improve but a clearer picture will appear of the impact of NFBE programmes on out of school children and mainstreaming. Similarly, various interventions on adult literacy have gone unrecorded over the last many years. While some documentation was undertaken, it cannot be found in the form of a database amenable to automated tools.

However, the scope of an EMIS cannot be limited to data on learners enrolled, dropping out or passing. Many more metrics for and components of an EMIS will need to be

defined and implemented over a period of time. It will essentially improve the management of various aspects of the Directorate's functioning, including monitoring of service delivery.

Key areas to consider when contemplating the scope of an MIS are:

<b>Horizon:</b>	Department or organisations to be covered
<b>Span:</b>	Geographic coverage (rural/urban)
<b>Depth:</b>	the various functions to be included, e.g. HR, finance, monitoring, base line data for planning, etc.

The policy review defines the limits for all three while leaving scope for future expansion.

### 3.7.1. Objectives

- (i) Develop a management information system for Directorate of Literacy and NFE that strengthens the management of various functions aimed at improving:
  - (a) Management and information of the service delivery system
  - (b) Research and planning
  - (c) Monitoring and evaluation

### 3.7.2. Policy Options

- (i) An NF-EMIS for Directorate of Literacy and Non-formal Education including learner profiles, details of learning centers, human resources and management will be developed which will cover within its 'horizon' all sections in the Directorate covering Sindh province.
- (ii) Directorate of Literacy and NFE covering Sindh province may revise the horizon, span and depth of the NF-EMIS.
- (iii) All officers and staff of Directorate of Literacy and NFBE, including field staff, will be trained on use of data and NF-EMIS.
- (iv) All officers of the SELD, RSU and Directorate of Literacy and NFBE will be provided access to the NF-EMIS with clearly defined authorisations.
- (v) Implementing partners and external stakeholders will be provided access under protocols developed to determine appropriate levels of authorisation.
- (vi) Recurrent finances for maintaining NF-EMIS will be a regular feature in the budget allocated to Directorate of Literacy and NFE.
- (vi) NF-EMIS will be integrated with Sindh EMIS.

### **3.8. RESEARCH**

Non-formal education and adult literacy are complex areas and have been poorly researched in the country overall. As is the case with all new systems, there will be a learning curve to climb while the policy is in early stages of implementation. Good quality and reasonably detailed documentation will help negotiate the learning curve successfully. Without research, systemic improvements cannot be quickly identified and implemented. A strong research function remains imperative to success and sustainability of NFE and Adult literacy programmes.

#### **3.8.1. Objectives**

Develop research-based policy, planning and implementation in NFE.

#### **3.8.2. Policy Options**

- (i) Directorate of Literacy and NFE will sponsor research on various aspects of NFE, especially, pedagogy and pedagogical material development.
- (ii) To whatever extent possible, local level interventions will be researched in to with a view to assessing relevance of programmes to local needs and circumstances.
- (iii) Implementing partners will be encouraged to introduce innovative programmes based on researches and lesson learners.
- (iv) Scale-up the successful innovations with the consent of the innovating party as per the terms and conditions agreed.

# 4. NON-FORMAL BASIC EDUCATION



## 4. NON-FORMAL BASIC EDUCATION

The complexity of targeting out of school children through non-formal education delivery can be gauged by considering the layers of age groups and varying learning needs from adults to youth and across the wide range of out of school children. The latter group can be broadly categorised into:

- |     |  |
|-----|--|
| i   | Children who never attended school                   |
| ii  | Children who dropped out during primary              |
| iii | Children who dropped out after completion of primary |
| iv  | Children who dropped out in middle school            |

The above four categories do not exhaust the layers as, among other factors, they do not include children at risk of dropping out at primary and post-primary levels. Each category has representation from different age groups, which need to be disaggregated to make clear the gender disparity. The level of schooling completed, or not completed, age and gender are important considerations for successful interventions. Aspirations and incentives will also differ across males and females, rural and urban areas and between the poor and the ultra- poor.

Complications, complexities and the scale of the problem are not addressed or accommodated within current programmes, nor were they by those in the past. Current programmes in the field mostly focus on primary level courses, irrespective of age, and very few skill-based programmes are implemented. These huge gaps mean that a new paradigm needs to be defined.

### 4.1. ACCESS AND PARTICIPATION

Enrolment of out of school children in non-formal programmes must overcome three major obstacles: information on out of school children at the local level, setting up enough functional centres to cater to the need, and removing demand side obstacles. At present, information on out of school children is in the form of broad estimates for the province as a whole. Local level, specific information is not available. The situation has been further complicated by a failure to register childbirth. Reliable birth data is central to planning the spread of services. Demand side issues like poverty and social attitudes also need to be

addressed. Partly, the demand also links into low expectations of people from mainstream education delivered by the state. These views can only be improved through better quality of services.

Under the Constitution all children aged 5 to 16 should be provided free education. It would be typical, easier and better for this provision to be made use of within the regular school system. However, as NFBE approaches are used to help out of school children, strict age compartmentalisation may not be practical and cannot always be followed.

NFBE programmes will be package-based for primary and post-primary levels where existing competencies of the learners will be accounted for through the equivalence mechanism explained in the previous chapter. The overlaps and trajectories of progress may not be uniform for all learners. These will be determined partly by choices made by the learners. Which may, among other factors, be determined by the age at which a participant enters a specific programme.

#### **4.1.1. Objectives**

- (i) Fill critical information gaps and develop requisite policy limits for effective operationalisation of NFBE.
- (ii) Provide opportunities to all out of school children to re-enter the education stream.
- (iii) Mainstream out of school children into regular schools or technical and vocational education streams.
- (iv) Identify and undertake measures that will lead to eliminating gender gap in enrolments in the NFBE programmes.

#### **4.1.2. Policy Options**

- (i) Survey of out of school children of ages 5 to 16 will be conducted at union council and village/town level to determine the numbers and distribution of these children (across gender, household income and geography)<sup>4</sup>.
- (ii) The Government of Sindh will coordinate with NADRA and Local Government Department in a bid to enhance child registration and to facilitate NADRA in issuance of Child Birth Registration Certificates.
- (iii) Non-formal education centres will be set up for out of school children to bring them into the fold of mainstream education.

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<sup>4</sup>This has also been provided for in the draft rules for Sindh Right of Children to Free and Compulsory Education Act 2013.

- (iv) Preferably, no child below the age of 9 will be admitted to a non-formal education centre if a regular school is operating and functional in the vicinity, within a range of 1.0 km.
- (v) Where children cannot attend school due to employment or domestic activities, NFBE options, including evening classes, will be provided irrespective of age and school availability in the vicinity. This category includes girls engaged in household chores and domestic child labour.
- (vi) Directorate of Literacy and Non-Formal Education and/or the institutional apex body will have the authority to revise access/programme criteria relevant to the ground realities of Sindh and its diverse regions, each with its unique needs.
- (vii) Children who have already completed or demonstrate primary level learning will be offered middle level courses. Children who have not completed or do not demonstrate primary level learning will be first required to complete the fast-tracked primary programme. Children above the age of 14 will be admitted to adolescent, youth, or adult literacy programmes, as may be suitable.
- (viii) Maximum duration of the post-primary (middle) level programme will be 24 months. Children who can demonstrate requisite competencies can complete the programme in a shorter period and may be mainstreamed through an iterative process.
- (ix) Community awareness programmes will be conducted to create demand for education in out of school children, especially, school age girls.
- (x) Incentive-based programmes which include middle/secondary school stipends/vouchers as in formal schools, especially, for girls, will be encouraged while ensuring that incentives do not displace children from regular schools.
- (xi) Agreements will be made with existing, and future, social safety net programmes e.g. BISP -Waseela-e-Taleem, that includes support to education of children from poor and ultra-poor families and households.

#### 4.2. QUALITY

Delivery of quality education is a challenge faced by all education systems in the province. Non-formal centres face even greater challenges than regular schools. Being on the margins of education delivery, NFBE centres have weaker endowments than regular schools in terms of standards, learning material, teachers and other important quality factors. The disadvantage is exacerbated by the added challenge involved in teaching and learning in multi-age groups. Pedagogic needs and teacher capacity

requirements are greater for teaching these multi-age groups, compared with regular schools. The mixed age group also poses questions about what type of learning material and pedagogic and assessment approaches might best suit such a setting. Currently, these requirements have neither been evaluated nor included in the teaching process. Some existing programmes, relatively nascent, may be included in a stock-taking exercise for quality interventions for the policy and programme strands.

#### **4.2.1. Curriculum**

The mixed age group challenge has to be first addressed in the curriculum. While the primary purpose of an NFBE curriculum is to help the learner complete the requisite level of education, in line with the objectives of the formal curriculum, other considerations are relevant and equally important for older participants. Imparting of skills that might improve employability, in particular, and a set of life skills are integral parts of an NFBE curriculum, irrespective of the equivalent school level it is trying to emulate.

Curriculum development for NFBE must ensure that learning objectives of the regular curriculum are covered, with skill development (as a subset of LSBE) options included. Yet the expectation is for the learning process to be completed in the minimal possible time. This makes it a specialised and complex area making tough demands and offering difficult challenges for programme designers as well as teachers. The challenges faced in Curriculum development require continued efforts to prepare curricula for all requisite levels, institutionalise the capacity and process for curriculum development and ensure implementation of the prepared curricula through a Curriculum Implementation Framework.

The Directorate of Literacy and NFE recently prepared a specialised curriculum at primary level through an approach that included the regular institutions like the DCAR and the Curriculum Council. This is in line with the proposals for this policy. Prior to this effort, curricula were developed at the project level and in isolation of the mainstream organisation. However, to sustain the current work, the process needs to be institutionalised through development and notification of relevant rules and capacity.

##### **4.2.1a. Objectives**

- (i) Prepare need-based curricula for NFBE streams that include Life Skills-Based Education for the adolescent age cohort.
- (ii) Institutionalise the process of curriculum development and revision.
- (iii) Develop a curriculum implementation framework for NFBE and Adult Literacy.

#### **4.2.1b. Policy Options**

- (i) Integrated curricula will be prepared for each level (primary and post-primary) that includes learning objectives of regular school curricula, life skills-based education and ability to impart general skills to improve employability.
- (ii) Social cohesion themes will be included in the curricula.
- (iii) Only curricula approved by the competent authority of the Government of Sindh will be implemented for non-formal programmes in Sindh.
- (iv) Skill-based components of the curricula will be developed keeping in view the relevance to the economy and market needs of a given district, following defined standards.
- (v) Institutional capacity of Directorate, DCAR and other relevant stakeholders to prepare, approve and revise curriculum will be developed.
- (vi) A curriculum implementation framework (CIF) for NFE will be developed to ensure effective implementation of approved curricula.

#### **4.2.2. Learning Material or Teaching-Learning Materials (TLMs)**

Learning material needs for NFBE flow from the formal curriculum design. They need to be able to support condensed time frames, help realise provision of opportunities to learn employability-enhancing skills and feature LSBE components in line with the overall pedagogy. This requires a more specialised comprehension of NFBE and requirements of a mixed age group with greater diversity of personal and social circumstances. The challenge of developing employability-enhancing skills will be the most challenging as needs will change across regions and over time.

The Directorate of Literacy and NFE recently prepared learning material for the primary level through an approach that included participation from regular institutions like the Sindh Textbook Board (STBB), DCAR and the Curriculum Council. This is in line with the proposals for this policy. Prior to this effort, learning material were developed at project levels and in isolation from these mainstream organisations. However, to sustain the current work the process needs to be institutionalised through development and notification of relevant rules and capacity development.

#### **4.2.2a. Objectives**

- (i) Develop quality learning material for NFBE programmes that cater to learning needs of diverse participants.
- (i) Institutionalise the learning material development and approval process.

#### **4.2.2b. Policy Options**

- (i) Learning material for NFBE will be developed by the Directorate of Literacy and NFE in consultation with relevant institutions and may be printed by STBB.
- (ii) Private publishers and experts will be provided with opportunities to prepare material for NFBE and participate in a transparent competitive process.
- (iii) Learning material prepared by private partners will be used only after approval by the Directorate of Literacy and NFE, Sindh Textbook Board and DCAR.
- (iv) All learning material developed will be field-tested before final approval can be granted.
- (v) Where learning material targets skill development, STEVTA will be consulted.
- (vi) It will be ensured that relevant learning material is available for non-Muslim students as per the curriculum.
- (vii) Capacity of STBB/DCAR/CW will be developed for preparation and approval of learning material for NFBE systems.

#### **4.2.3. Teachers and Teacher Training**

Teaching in NFBE systems faces a two pronged challenge. Firstly, pedagogic requirements for these classes are more complex than regular schools. No specialised training is offered that is geared towards preparing 'teachers' for NFBE. Secondly, there is a present and growing gap between teacher demand and supply. Even in the regular school system, more than 50% primary schools have only one teacher for all five grades. In NFBE classes, teachers are selected from the community who, often, do not even have rudimentary training for teaching.

The above situation stems from a number of factors. Firstly, teachers in NFBE programmes, traditionally, have been underpaid. Secondly, the expectations of qualifications are lower, and, finally, even if the pay and qualification threshold are raised, it will be difficult to attract top tier teachers to NFBE- at least in the short to medium term.

STEDA has recently approved a teacher management system called 'NFE facilitators management framework Sindh'. The framework deals with a number of issues ranging from recruitment to standards. It forms the basis for any work that will be undertaken under this policy.

**4.2.3a. Objectives**

- (i) To improve the quality of teaching in NFBE classrooms.
- (ii) Gradually move away from the makeshift, low quality teacher arrangement to a more standard-based, institutionalised system that will make better qualified teachers accessible to NFBE.
- (iii) To develop a sustainable mechanism for continuous up-gradation of teachers' management and capacity building.

**4.2.3b. Policy Options**

- (i) A strategy to enhance teacher quality for NFBE will be prepared jointly by the Directorate of Literacy and NFE, PITE and STEDA, building on the already developed NFE facilitators management framework.
- (ii) Sindh Teacher Education Development Authority (STEDA), in consultation with the Directorate of Literacy and NFE, will develop an implementation plan for the NFE facilitators management framework.
- (iii) Standards, including minimum qualifications, will be revised maximum after five years or earlier if required.
- (vi) Standards and qualification criteria to be approved by STEDA under the NFE facilitators' management framework will also apply to private sector providers.
- (v) Specialised modules on NFBE teaching will be introduced in all pre-service programmes run by the Government.
- (vi) For vocational and technical skill development programmes at post-primary levels, STEVTA will provide the service through its institutions.

**4.2.4. Assessments**

Assessments have been another weak link in the education sector. Similar to regular schools, NFBE programmes have not had standardised assessment processes. Indeed, the situation in the case of NFBE programmes is even worse than that for regular schools. Most teachers involved in NFBE programmes are not trained to assess learning. Also, as these are project- based interventions, centralised assessment processes to evaluate quality of learners and programmes do not exist. To ensure standardisation and relevance of the NFBE learning process, regular and institutionalised assessments are necessary.

A detailed assessment system has been prepared by the Directorate of Literacy and NFE which targets a number of key points in the assessment process. It addresses the needs

of both formative and summative assessments. The system forms the basis of recommendations for this policy.

#### **4.2.4a. Objectives**

- (i) Ensure assessments as a mandatory component of NFBE programmes.
- (ii) Improve the quality of assessments.
- (iii) Ensure use of assessments for improvement of the teaching and learning process.

#### **4.2.4b. Policy Options**

- (i) DCAR, SEC and the Directorate of Literacy and NFE will prepare an implementation plan for NFBE Assessment System developed for Sindh.
- (ii) Regular assessment mechanisms will be introduced and made mandatory in all programmes, following the NFBE Assessment System developed for Sindh.
- (iii) Results of formative and summative assessments will be entered into a database for analysis and evaluation.
- (iv) NFBE assessment system will be revised maximum after five years or earlier if required.
- (v) The terminal level assessment of primary and post-primary will be carried out by the Sindh Examination Commission based on standards provided in the NFBE curriculum.

#### **4.2.5. Language Policy**

NFBE programmes will need to make a choice on languages used for teaching and learning. There will have to be a balance between the right medium of instruction that suits the language endowments of the participants and local and regional market needs. Academic research has established the fact that mother tongue is the best medium for teaching and learning for early and primary level courses and that additional languages can be added later. In case of skill-based programmes, functional courses may include terminology in English language, if it is found to be in accordance with market needs and expectations. A research-based choice will need to be made, however, at the time of curriculum development.

#### **4.2.5a. Objective**

- (i) Have a learner-centred language policy for NFBE.
- (ii) Provide functional knowledge of languages required for skill acquisition and improved employability.

**4.2.5b. Policy Options**

- (i) Develop basic learning material in the mother tongue, in line with local requirements.
- (ii) Where learning material has already been developed in another language, it should be translated into the vernacular/mother tongue.
- (iii) English and Urdu languages should be taught as per requirements of the regular school curriculum, with necessary adaptations.
- (iv) Specialised language needs for skills-based programmes will be assessed and included in the curriculum.

**4.2.6. Linkages with Mainstream**

One of the key objectives of NFBE programmes is to mainstream children into regular schools. Overall, both NFBE and regular schools target the same set of objectives. They cannot work as parallel and disjointed processes. Strong linkages of NFBE with the regular school system occur at multiple levels. The first step is to explicitly recognise common goals and targets, and also create linkages between different databases too. At the process level, quality products like curriculum, learning material, assessments and teachers should have as much congruence as possible across the two strands in terms of standards and learning objectives. As these initial steps are taken, stronger and more detailed linkages will develop as a result.

**4.2.6a. Objectives**

- (i) Coordination of education design and efforts with mainstream schooling process for maximum results.

**4.2.6b. Policy Options**

- (i) Joint targets in formal and non-formal streams for reduction of out of school children and children at risk in the district and the province will be developed.
- (ii) Database for each sector will be linked together with the ability to track movement of children from NFBE to mainstream and vice versa.

**4.3. EARLY CHILDHOOD CARE AND EDUCATION**

Mainstream schools and SELD have been slow to pick up ECCE. Many children are deprived of quality early childhood education and childhood development. NFBE programmes cannot exclude these children. Already some schools have ECCE classes run by implementing partners, within their regular premises. These are being integrated

in the Sindh School Monitoring System (SSMS) data regimes for the first time since 2016 with attendance/enrolment data for each class/grade and each government facility.

Early Childhood Development programmes need to be coordinated with the Department of Health, especially, linked to the Local Health Workers (LHWs) to ensure monitoring and adequate nutrition and overall healthy growth of the child.

#### **4.3.1. Objectives**

- (i) Fast-track the expansion of early childhood care and education programmes in Sindh through support for existing schools in development of strong early childhood programmes.
- (ii) Help develop a strong health and learning base for children from an early age.

#### **4.3.2. Policy Options**

- (i) As part of the ECCE policy, SELD may allow non-government partners to run ECCE programmes for children aged 3 to 5, in regular schools with space, or in non-formal community centres.
- (ii) SELD will coordinate a joint ECCE programme with the Directorate of Schools and the Department of Health that includes implementing partners to expand coverage.
- (iii) Implementing partners will be encouraged to prepare local low cost material for ECCE classes that can be introduced in regular schools.
- (iv) Parents will be educated on early childhood care and Education through implementation of ECCE programmes.

# 5. ADULT LITERACY AND EDUCATION



## 5. ADULT LITERACY AND EDUCATION

**A**dult literacy consists of two components: overall adult literacy and youth literacy. Adult literacy can be seen as a subset of adult education. The latter considers continued learning opportunities for adults who may have acquired literacy but never completed school.

Adult education programmes for adults who cannot complete basic education have been very rare in Sindh. The concept of lifelong learning is even more marginalised as no major programme has ever been developed to assess ongoing learning needs of adults. The concept is being introduced in this policy with the assumption that it will take a little longer to find anchor in mainstream delivery processes than simple adult literacy.

Adult literacy programmes will be categorised as per the Table below:

S. No.	Age cohort	Relevant Adult Literacy programme	Remarks
1.	16-29	Youth literacy followed by income generation and pre-vocational training programmes	Illiterate young people within this age cohort to be offered basic literacy, numeracy, life and income generation and saving skills, followed by relevant pre-vocational course. Both illiterate young men and women are among the target groups, however, focus will be on rural youth, because they have the least opportunities and incentives for acquiring education.
2.	29+	Adult literacy followed by income generation and pre-vocational training programmes	Illiterate adults within this age cohort to be offered basic literacy, numeracy, life and income generation and saving skills, followed by relevant pre-vocational course. Illiterate men and women both will be offered such programmes, with special focus on rural women.
3.	All adults	Continued education and training	This will be open to literate adults who need to increase the relevance of their skill set to a changing and evolving market.

Programmes for all these streams will be developed using relevant criteria for their environment.

## **5.1. PARTICIPATION**

Attracting adults to a literacy programme poses even greater challenges than children that are out of school. Adults are already settled into a routine of either earning money or household affairs; the latter being the case for most female participants. In the past, adult literacy programmes have seen low attendance and high dropout rates because of low incentives and lack of relevance of learning outcomes to the actual needs of the adults. The important part of the problem is that adult learners require more relevance of the courses to the demands of their life and circumstances. For retention of adults into these programs and the success thereof, it is highly essential that these programs are designed in such a way that they are relevant to their current working conditions, and shall resultantly help them enhance their productivity and earning potential.

Therefore, greater and true participation of adults in literacy and continued education will mainly depend upon the quality and relevance of these training programs.

Identifying relevance will, however, be a major challenge as it may differ across various districts and regions, and may keep on changing from time to time. Hence, greater research into relevance and the quality thereof will be required. Furthermore, as demand for adult literacy is successfully enhanced, the number of programmes offered will have to be increased accordingly.

### **5.1.1. Objectives**

- (i) Maximise participation of adults in literacy and continued education programmes.
- (ii) Ensure high female participation in adult literacy programmes.

### **5.1.2. Policy Options**

- (i) Survey of illiterate adults including youth will be conducted at the district level to determine the numbers and spread.
- (ii) Youth and adult literacy centres will be set up running multiple programmes with flexible timings.
- (iii) Adult literacy programmes combined with locally needed skills to attract new entrants.
- (iv) Incentive-based programmes, especially for females will be encouraged.

## 5.2. QUALITY

Quality has been the most significant challenge in education programmes. - Adult and youth literacy programmes are no exceptions. There is barely, if any, expertise in management of quality adult literacy programmes within and outside the government. There are many gaps that need to be covered in all quality inputs: curriculum, learning material, teachers and assessments. The adult literacy programs have never been systematically linked to other critical social development programmes, which would have improved the effectiveness of these programs by many times. If all these programs are aligned and well-coordinated, these can assist in obtaining objectives of other programmes and help in alleviation of poverty.

### 5.2.1. Curriculum

In 2007 a curriculum for adult literacy was prepared but it was never systematically converted into learning materials and other implementation processes. In any case, centrally prepared curricula do not adequately cover relevance issues for diverse communities in any jurisdiction. Sindh is gifted with great diversity, wherein a single curriculum, especially for skills-based programmes, will not be relevant for many potential participants and most prospective areas.

Development of curriculum or a set of curricula with a view to establishing and maintaining relevance will be a challenge due to limited capacity to undertake the task. Agencies responsible for curriculum development have not been involved in preparation of curricula for adult literacy till date. Neither the Directorate of Literacy and NFE nor the Directorate of Curriculum, Assessment and Research has undertaken this task in the past. Therefore, it is necessary that these institutions develop their capacities before embarking upon this task.

#### 5.2.1a. Objectives

- (i) Prepare standardised and relevant curricula for various adult literacy streams.
- (ii) Develop capacity of the various agencies and field units to prepare adult literacy and skills-based curricula.
- (iii) Develop a curriculum implementation framework for adult literacy.

#### 5.2.1b. Policy Options

- (i) Curriculum will be prepared by the Directorate of Literacy and NFE for Adult Literacy in consultation with Directorate of Curriculum, Assessment and Research (DCAR) and other relevant stakeholders.

- (ii) Local level needs and relevance will be included in the curricula.
- (iii) Curricula will have the flexibility to accommodate the following:
  - (a) Youth age group that has never been to school.
  - (b) Youth age group that has not completed primary.
  - (c) Youth age group that has completed primary but not middle.
  - (d) Adults of age 29 years or above.
  - (e) Any other age bracket that may need to be categorised.
- (iv) Only curricula approved by the competent authority of the Government of Sindh will be taught in adult literacy programmes.
- (v) Curriculum will include Life Skilled Based Education (LSBE) for employability in the market.
- (vi) Specialised additional units will be developed for females catering closely to their needs.
- (vii) Units for both males and females will include components on maternal and child health and specialised courses on early childhood development.
- (viii) Vocational and technical skill development component of the curriculum will be prepared in consultation with the Sindh Technical Education and Vocational Training Authority (STEVTA).
- (ix) Learning material on health, population planning, disaster management and other aspects of Life Skills Based Education will be prepared with active engagement of development and private sector actors in Sindh.
- (x) Directorate of Literacy and NFE and DCAR will develop relevant capacity.

### **5.2.2. Learning Material**

Learning material on adult literacy has been prepared in a sporadic and disjointed manner, as in case of NFBE. Dissimilar material taken from separate individual organizations is being taught at different adult literacy centers; hence, causing irregularity and disparity in the quality of outcomes. Most of this material was prepared for various projects over the years. There is no consistency and quality is highly variable as they were developed with little oversight and no coordination. Also, capacity has not been built in any particular organisation, especially within the government sector. In the absence of institutional continuity, development of learning material has not evolved.

**5.2.2a. Objectives**

- (i) Develop learning material that is relevant to adult learning needs and processes. The consistency and quality of the learning materials shall be taken into account, so that the results can be assessed and compared.
- (ii) Develop institutional capacity to develop learning material for adult literacy and education programmes.

**5.2.2b. Policy Options**

- (i) Specialised learning material for adult literacy and education will be prepared by the Directorate of Literacy and NFE in consultation with Sindh Textbook Board and Directorate of Curriculum Assessment and Research (DCAR).
- (ii) Capacity of STBB will be developed for preparation of learning material for adult literacy.
- (iii) Learning material on health, population planning, disaster management, social cohesion and other aspects of Life Skills Based Education will be prepared.
- (iv) Learning material development process will be gradually localised at the district level.
- (v) Female learning needs will be separately analysed and material prepared accordingly.
- (vi) Learning material will ensure balanced gender depictions and language.

**5.2.3. Teachers and Teacher Training**

Similar to NFBE programmes, teachers for adult literacy have mostly been selected from the community and training provided after recruitment. Most have low qualifications and there is very little knowledge of andragogy in the sector. The challenge of quality teaching in case of adults has to be addressed within these limitations.

In these situations, a teacher from within the community can be employed provided adequate training has been provided. It is important to have a set of teacher trainers and professionals who have a good understanding of andragogy.

The more complicated part of learning is the skill development process. Linkages with the market and technical and vocational institutions become more imperative, requiring more specialised inputs.

**5.2.3a. Objectives**

Provide quality teaching in adult literacy and education centres in requisite numbers.

### **5.2.3b. Policy Options**

- (i) A strategy to enhance teacher quality for adult literacy will be prepared jointly by the Directorate of Literacy and NFE in consultation with STEDA and other key stakeholders.
- (ii) Sindh Teacher Education Development Authority (STEDA) will prepare standards for training and basic qualifications for teachers in adult literacy programmes after consultations with the Directorate of Literacy and NFE.
- (iii) Teacher qualifications will be revised periodically as quality continues to improve in the sector.
- (iv) Minimum qualification for teachers for Adult literacy classes, irrespective of delivery mechanism, will be determined keeping in view local education resources and notified by the Directorate of Literacy and NFE, regionally, after approval of STEDA.
- (v) Specialised modules on adult literacy teaching will be introduced in all pre-service programmes run by the Government.
- (vi) STEVTA will provide the service through its institutions for skill development programmes wherever available., .
- (vii) Teachers from public and private sector technical and vocational institutions will be employed part time for the skill component wherever possible.

### **5.2.4. Assessments**

There is a need to standardised or develop a clear system for adult literacy program. There is no systematic process of centralised summative assessments, which can generate standardised data to create a useful information. The whole area will need to be reviewed with practical approaches that are substantively mapped to specific skills in a bid to obtain sustained results from the programmes.

#### **5.2.4a. Objectives**

Prepare and institutionalise an effective assessment process in adult literacy and education programmes.

#### **5.2.4b. Policy Options**

- (i) DCAR, SEC and the Directorate of Literacy and NFE will prepare an implementation plan for adult literacy Assessment System developed for Sindh.
- (ii) Regular assessment mechanisms will be introduced and made mandatory in all programmes, following the NFBE Assessment System developed for Sindh.

- (iii) Results of formative and summative assessments will be entered into a database for analysis and evaluation.
- (iv) Teachers will be trained on assessments.
- (v) Periodic assessments will be conducted by a central body overseeing the quality of these centres.

### **5.3. LINKAGES WITH OTHER SOCIAL DEVELOPMENT PROGRAMMES**

The policy recognises interdependence between various social development programmes and adult literacy interventions. Programmes in the health sector require a basic level of literacy to succeed as do those in disaster management, population planning and poverty alleviation. These programmes can be used to assist in literacy development as the interventions through these programmes will be considered more directly relevant by the community. As there is mutual benefit, there is a need for information sharing and coordination.

#### **5.3.1. Objectives**

- (i) Optimise the impact of social development programmes.
- (ii) Use the relevance of social development programmes to enhance literacy.

#### **5.3.2. Policy Options**

- (i) All social development programmes in Sindh will analyse aspects of literacy that can be included in implementation.
- (ii) The Directorate of Literacy and NFE will keep a record of all social development programmes proposed by other government organisations and development partners to pursue options for inclusion of literacy programmes.
- (iii) Specific modules on health and hygiene, population planning ,climate change, social cohesion and disaster management/DRR will be developed in consultation with relevant departments.
- (iv) Other modules will be developed after a detailed survey of possibilities of merging literacy programmes with specific relevant areas of policy.

### **5.4. CONTINUED ADULT EDUCATION AND TRAINING**

Given the changing environment, previously obtained literacy and skills is likely to become redundant. Many adults with simple literacy skills cannot add much to their productivity. Others with basic education and skills begin to be excluded from a changing world of work, and commerce. Another category is of the men and women with the ability

to read and write but not the capacity, opportunity or understanding to apply the learning to useful outcomes. While in a low literacy province the need to provide basic skills of literacy and numeracy takes precedence, this policy provides an opportunity to introduce education for adults who are already literate with a view to increasing their productivity, employability and empowerment. This can initially be done on a small scale and, to begin with, may be rolled out in urban centres only.

#### **5.4.1. Objectives**

- (i) Explore and develop opportunities of continued education for adults in Sindh.
- (ii) Develop the basis for a long term adult education policy and process.

#### **5.4.2. Policy Options**

- (i) A survey of continued education needs for adults will be undertaken and a dynamic model prepared with the assistance of STEVTA and Federation of Pakistan Chambers of Commerce and Industry.
- (ii) At least one programme per district will be piloted for continued education for adults who have qualified primary level education.
- (iii) Post-literacy skill development programmes will be designed as part of the lifelong learning framework.

## **6. IMPLEMENTATION AND OVERSIGHT**



## 6. IMPLEMENTATION AND OVERSIGHT

This section outlines the oversight and implementation process, which will be elaborated in a detailed implementation framework prepared for effective operationalisation of the policy.

To effectively oversee and implement the policy, the following main functions are required:

i	Coordination
ii	Implementation
iii	Technical support
iv	Monitoring and evaluation
v	Oversight
vi	Feedback and Revision

As a number of agencies will be involved in implementation, a central custodian will be required to coordinate the effort. The next step will be to monitor the progress on an ongoing basis, including periodic evaluation. An oversight function will be required at a high level where progress reports prepared through monitoring can be presented. Finally, feedback from monitoring and the oversight body will need to be incorporated into the implementation process. The following organisations will be responsible for the above functions:

**Directorate of Literacy and NFE will coordinate** and function as the custodian of the policy. To undertake this task it will:

- (i) Prepare an implementation framework in consultation with other agencies within SELD, including the PPP Node, Department of Finance, STEVTA, SEF and other relevant bodies. The implementation framework will include responsibilities, costs and timelines.
- (ii) Ensure follow up of the implementation framework.
- (iii) Coordinate meetings.

**Each concerned organisation will be responsible for implementation** of its components. In case there is need for external support, the organisation will coordinate with the Directorate of Literacy and NFE.

**Directorate of Literacy and NFE will be responsible for collection of monitoring data** against the indicators identified in the implementation framework. Additionally, each organisation will also monitor its own progress in implementation of the policy.

SELD may seek to expand the scope of its Directorate General Monitoring and Evaluation (DG M&E), currently working on the Sindh School Monitoring System through an intensive independent approach to include M&E of the NFBE /Literacy programmes as well. Each district has a Chief Monitoring Officer (CMO), hired on merit, who is working from the District Commissioner's office along with Monitoring Assistants who collect monthly real time data from all public sector schools on smart phones.

Given its successful implementation since 2016, the DG M&E option may be explored for expanding its scope of work to include the NFBE/Literacy initiatives of the SED under the current policy implementation.

**Task Force on NFE, with revised members relevant to the approved policy, will be the primary oversight body for reporting on progress** towards operationalisation of the policy with members co-opted from Finance and Planning & Development Departments. The Task Force will authorise changes in the implementation framework, or the policy, on an annual basis. However, the first changes in the policy, as deemed necessary, will be reviewed and inserted after a two-year period. Before presentation of progress to the Task Force, the Directorate will present the findings in the Sub-Committee on Policy and incorporate its suggestions in the report to be presented to the Task Force. The Task Force will meet at least twice a year to review progress on implementation of the policy.

**Standing Committee on Education of the Sindh Assembly will be the highest oversight body** that will review progress, at least, once every year.

**Directorate of Literacy and NFE will be responsible for incorporation of feedback** into the implementation framework and the policy document.

# ANNEXURE



# ANNEXURE: SDG 4: GOAL, TARGETS AND MEANS OF IMPLEMENTATION

## SDG 4: “Ensure inclusive and quality education for all and promote lifelong learning” Targets of SDG 4

- 4.1. By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and Goal-4 effective learning outcomes
- 4.2. By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education
- 4.3. By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university
- 4.4. By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship
- 4.5. By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations
- 4.6. By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy
- 4.7. By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture’s contribution to sustainable development

## Means of Implementation of SDG 4

- (1) *Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, nonviolent, inclusive and effective learning environments for all*
- (2) *By 2020, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing states and African countries, for enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries*
- (3) *By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing states*

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