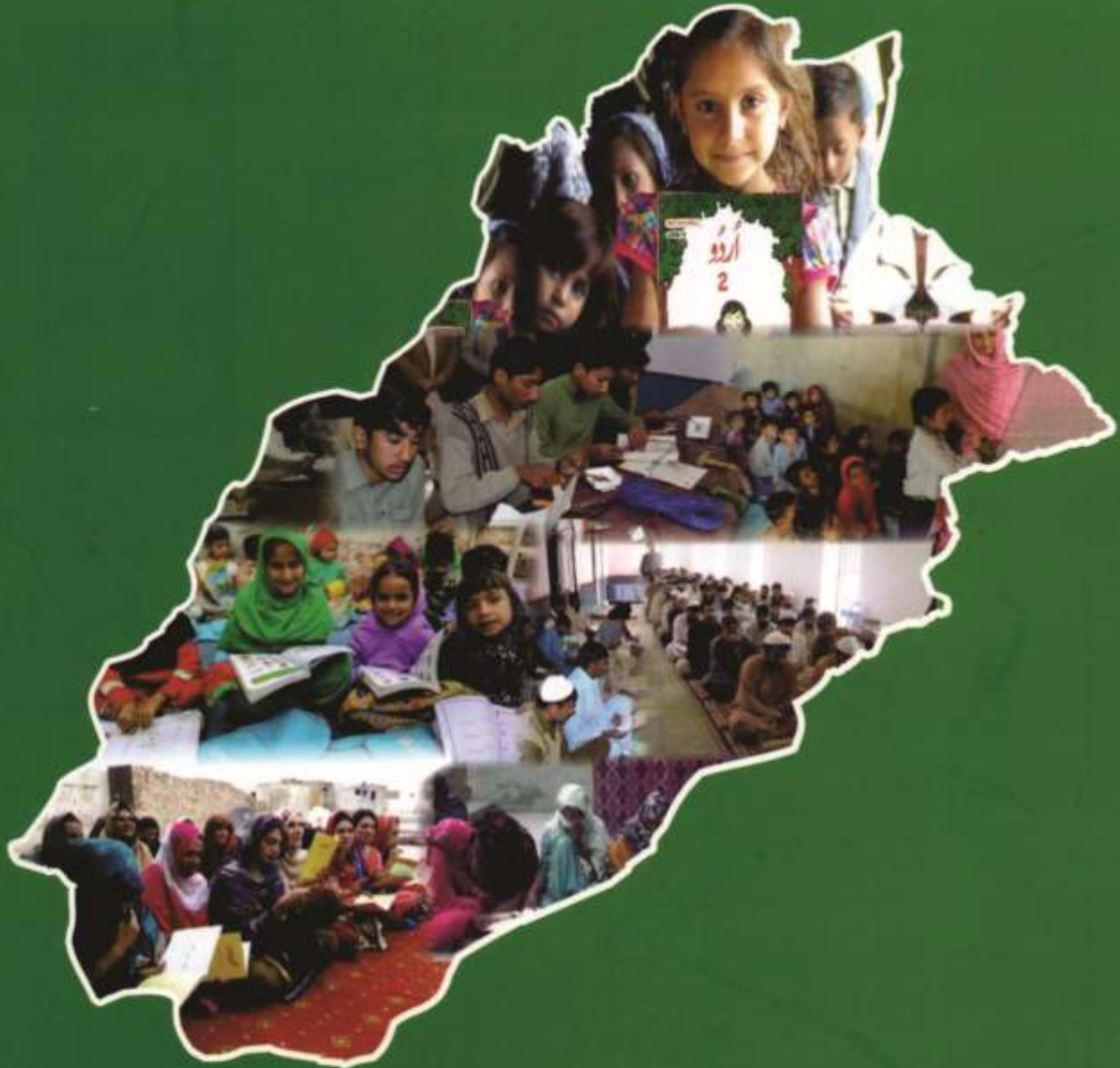




Punjab Literacy & Non-Formal Education Policy, 2019



Government of the Punjab

Literacy & Non-Formal Basic Education Department



Punjab Literacy & Non-Formal Education Policy 2019

**Literacy & Non-Formal Basic Education
Department**

Government of the Punjab



MESSAGE FROM CHIEF MINISTER OF PUNJAB

Education has been acknowledged as fundamental right of every child in the Constitution of Pakistan through insertion of articles 25-A and 37-B. Education along with health sector are top priority areas of PTI government. Prime Minister of Pakistan Imran Khan has repeatedly expressed his vision on education and its pivotal role in human capital development. Taking inspiration from his vision the government of Punjab is committed to devise policies in education sector to effectively transform this vision into reality. The policy formulated by Literacy and Non-Formal Basic Education department is first step in this regard. Twenty million out of school children across Pakistan, impose a big challenge but Prime minister of Pakistan is committed to provide equitable access to quality education to every child. No challenge is bigger than our resolve.

Every challenge entails opportunity which provides impetus to overcome this challenge. Our government under the guidance of Prime Minister is committed to exploit this opportunity by colossal transformation of education sector. This ambitious but deliverable target cannot be realize without provision of efficient and comprehensive governance framework at strategic level which is bedrock of this Policy besides paving the way for future targets with transitional milestones.

Role of non-formal education in dealing with the issue of out of school children and adult literacy, has been recognized at global level by educationists for its inherent flexibility to complement local needs, cost effectiveness and quick results. Hence, our government assigns top priority to this subsector in addressing the issue of out of school children and this policy framework befittingly demonstrates our resolve in this regard.

The policy is a result of yearlong deliberations and consultations of representatives of all groups of stakeholders, not only from public and private sectors but from global development partners as well. Based on three pillars of access, quality and governance, it covers all aspects of non-formal education as well as its related thematic areas. This will also assist in prioritizing areas for allocation of financial resources in future. The government will extend full support in achieving objectives envisioned in this policy by establishing permanent structures to ensure sustainability of NFE educational services.

(SARDAR USMAN AHMED KHAN BUZDAR)
CHIEF MINISTER, PUNJAB



MESSAGE FROM MINISTER

The solitary source of human capital development and having responsible citizens in any community is “Education”. Societies thrive when their educational systems thrive. Therefore, we strongly believe that it is essential to provide access to life-long learning opportunities for improving the quality of life of children and adults especially those who have missed formal education. Education is directly correlated with economic growth and stability. The government, thereof, recognizes that Non-Formal Education, by expanding literacy and continuing the education opportunities, especially to disadvantaged groups, can equip people with knowledge and skills to improve life and livelihood.

Our policy framework is based upon the active participation of all relevant stakeholders in Punjab and represents a consensus of stakeholders on the provision of Non-Formal Education. We hope that successful implementation of this policy framework will improve the quality and access to education provided to the down trodden community in Punjab. Our government is committed at providing Literacy & Non-Formal Basic Educational facilities for accelerating the current literacy rate.

I urge all of our partners to hold our hand and help us build a better society by implementing this policy. Implementation of Punjab Non-Formal Education Policy 2019 would pave way for strengthening of Literacy & Non-Formal Basic Education Department. I also appeal to support us in our noble undertaking of providing education to all.

(RAJA RASHID HAFEEZ)

MINISTER FOR LITERACY & NON-FORMAL BASIC EDUCATION,
PUNJAB

Foreword

Non-Formal Education (NFE) encompasses educational programmes that aim at basic education for out of school children (OOSC), adult literacy, and life and work skills for all. Non-Formal programmes are generally accelerated, flexible and serve as standalone certificate programmes to enable learners: return to formal education; carry on with higher out of school education; get literate through adult literacy programmes in the framework of life-long learning; be able to access training/technical and vocational skills on the basis of literacy acquired

NFE promotes life-long learning and provides opportunities to learners to acquire and update knowledge and skills before and after schooling and serves as an investment in human development.


According to Census 2017, the population of Punjab is 110 million out of which 30.7 million people are illiterate; and number of OOSC is 3.1 million. Increase in population swells the magnitude which has many implications for socio-economic development including meeting growing requirements for literacy and education.

The planners have been mindful of this spreading effect of illiteracy. There is increase of 1% in literacy rate for the last several years in Pakistan. However, with increase at the rate of around 2% in population growth, there is constant increase in the number of illiterate persons in the country including Punjab.

The literacy rate is worse in less developed districts, and in areas with specific challenges such as tribal belts, remote hilly and desert terrains, urban slums etc. The need for active and sustained effort to achieve the goal of literate and prosperous Punjab, is a priority for the government as well as the development, non-development and private sectors. The devolution of the subject of Education to provinces under the 18th Constitutional Amendment has provided them an opportunity to tackle the issue in their own context. By acquiring empowerment, the Literacy and Non-formal Basic Education Department (L&NFBED) led the efforts for formulation of a province-specific, comprehensive and composite Policy on Literacy & Non-Formal Education for Punjab.

A core group of renowned experts on education and literacy led by a consultant was constituted. They held comprehensive meetings with stakeholders including students, parents, NFE teachers and field staff and community members, to deliberate upon multidimensional aspects of the Policy and make recommendations for strategic framework and action plan. The Policy also benefited from NFE champions, from various sectors and sections of society, who consistently provided support to the policy formulation process. Punjab Literacy and Non Formal Education Policy 2019 is the first ever policy for the province of Punjab in this area since establishment of the Literacy & Non-formal Basic Education Department (L&NFBED) in the province in 2002. The Policy, thus conceived, is built on the principles of equity, volunteerism, efficiency and sustainability. It aims to create enabling environment and equitable opportunities for all children, adolescents and adults for life-long and life-wide education, literacy, life skills and livelihood skills, with special focus on adolescent girls and women, to eradicate illiteracy from Punjab. The formulation of the policy is seen as an enabler in building a socially and economically prosperous province, by 2030, through a three pronged strategy : a) widening access to education for every OOSC, adolescent, youth and adult; b) improving the quality of NFE teaching and learning , particularly in its dimension of being compliant to enacted school curriculum being followed by L&NFBED as well and with regard to the adult literacy curriculum, teaching and learning outcomes, which the L&NFBED devises and c) improving governance, by ensuring provision of required facilities as well as database development, effective planning, assessment, monitoring and evaluation.

The policy also provides window of opportunity through Alternate Learning Pathways (ALP) for marginalized sectors of the society including adolescent girls and women, to increase access; and for increasing quality of NFE, the policy recommends to introduce certificate and degree level programmers in universities, employ better qualified teachers develop flexible/ compressed curriculum and quality teaching-learning material and equipment, continuous professional development of teachers, assessment and monitoring framework and use of ICT.



The policy is based on integrated approach and is in conformance with Punjab Growth Strategy, School Reform Road Map, provincial policies/plans, national policies and international commitments such as SDGs. It requires integrated efforts of Government of Punjab's social sector departments and institutions, academic institutions, research and development organizations, development partners, non-governmental organisations, district governments and communities to be effectively implemented. Punjab Literacy and Non Formal Education Policy 2019 is a "living document" and may be revised for improvements whenever required. The challenge now lies in implementation to reach all children, adolescents and adults who remain out of the learning and literacy loop. L&NFBED has experienced a number of challenges in delivery of quality NFE programmes that must be matched by adequate and timely technical, capacity building, institutional, human and financial resources and support to move forward. The Government of Punjab is committed to its people and recognizes the value of literacy and education in poverty reduction and human development. Government of Punjab, will empower L&NFBED to meet the challenges it faces and to meet its objectives and the overall education goals in the back-drop of national and international commitments with particular emphasis on Articles 25-A and 37-B of the Constitution of the Islamic Republic of Pakistan and the targets of SDG 4.

Sumaira Samad

Secretary

Literacy and Non-formal Basic Education Department
Government of the Punjab



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Abbreviations and Acronyms

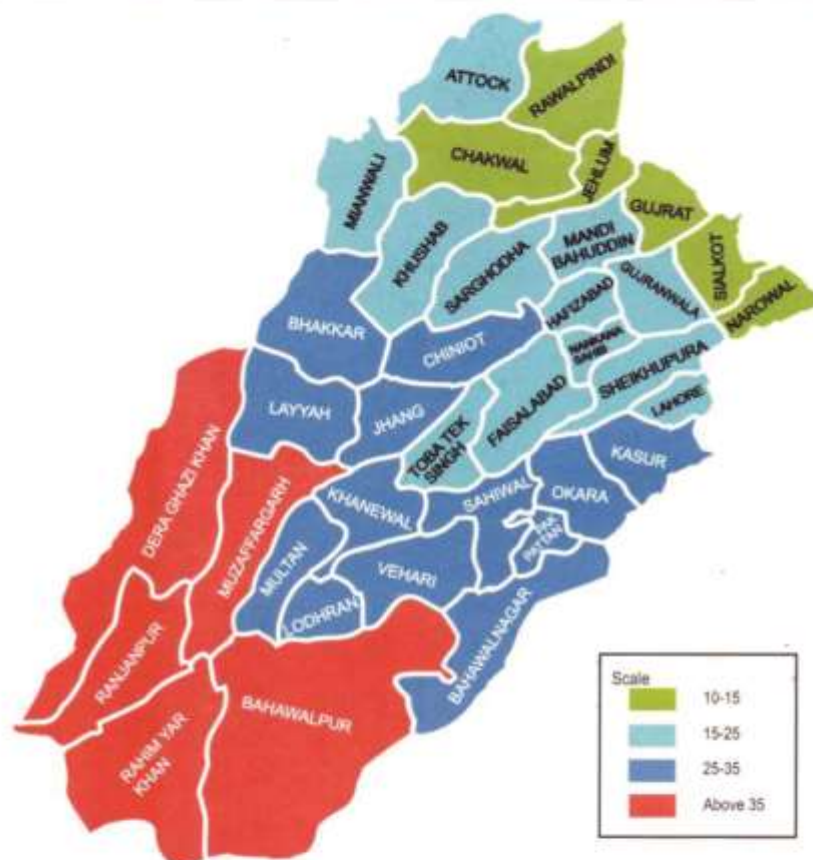
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|-------------------|---|
| ADP | Annual Development Plan |
| AEO | Assistant Education Officer |
| AIOU | Allama Iqbal Open University |
| ALC | Adult Literacy Centre |
| ALP | Alternate Learning Pathways/Accelerated Learning Programme/Alternative Learning Programme |
| CBO | Community Based Organizations |
| CEO | Chief Executive Officer |
| CFS | Child-friendly Schools |
| CLC | Community Learning Centre |
| DDEO | Deputy District Education Officer |
| DEA | District Education Authority |
| DEO | District Education Officer |
| DPI | Director of Public Instructions |
| ECE | Early Childhood Education |
| EFA | Education for All |
| EMIS | Educational Management and Information System |
| FS | Formal School |
| GCI | Global Competitive Index |
| GDP | Gross Domestic Product |
| GER | Gross Enrolment Ratio |
| GMR | Global Monitoring Report |
| GoP | Government of Pakistan |
| GoPb | Government of Punjab |
| GPI | Gender Parity Index |
| HDI | Human Development Index |
| HDR | Human Development Report |
| HRD | Human Resource Development |
| IBCC | Inter Board Committee of Chairmen |
| ICT | Information Communication Technology |
| JICA | Japan International Cooperation Agency |
| L&NFBE Department | Literacy and Non-Formal Basic Education Department |
| LM | Literacy Mobilizer |
| LSBE | Life Skills-Based Education |
| M & E | Monitoring and Evaluation |
| MDGs | Millennium Development Goals |
| MICS | Multiple Indicator Cluster Survey |
| MSP | Minimum Standard of Provision |
| NCHD | National Commission for Human Development |
| NEP | National Education Policy |
| NER | Net Enrollment Ratio |
| NPER | Net Primary Enrollment Rate |



| | |
|--------|--|
| NFBE | Non-Formal Basic Education |
| NFBES | Non-Formal Basic Education School |
| NFE | Non-Formal Education |
| NFEAC | Non-Formal Education Adolescent Centre |
| NFEFS | Non-Formal Education Feeder School |
| NFEI | Non-Formal Education Institution |
| NFEK | Non-Formal Education Knowledge |
| NFEL | Non-Formal Education Learning |
| NFET | Non-Formal Education Teacher |
| NFS | Non-Formal School |
| NGO | Non-Governmental Organization |
| NQF | National Quality Framework |
| NTEVTA | National Technical and Vocational Training Authority |
| OECD | Organization for Economic Cooperation and Development |
| OOS | Out of School Children |
| PCTBA | Punjab Curriculum and Textbook Authority |
| PDHS | Pakistan Demographic and Health Survey |
| PEC | Punjab Examination Commission |
| PERI | Punjab Economic Research Institute |
| PESRP | Punjab Education Sector Reform Programme |
| PISA | Programme for International Student Assessment |
| PLC | Project Literacy Coordinator |
| PMIU | Programme Management and Implementation Unit |
| PPP | Public Private Partnership |
| PSLMS | Pakistan Social and Living Standards Measurement Surveys |
| PLNFEP | Punjab Literacy & Non-Formal Education Policy |
| QAED | Quaid-e-Azam Academy for Educational Development |
| R&D | Research and Development |
| SC | School Council |
| SDGs | Sustainable Development Goals |
| SED | School Education Department |
| SLO | Student Learning Outcomes/Objectives |
| TEVTA | Technical Education and Vocational Training Authority |
| TLC | Temporary Learning Centre |
| TLO | Tehsil Literacy Officer |
| TNA | Training Needs Analysis |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNICEF | United Nations International Children's Emergency Fund |
| UPE | Universal Primary Education |
| WB | World Bank |

Challenge

| | |
|---|------------|
| In 2017, Number of illiterate ¹ persons in Punjab | 30,917,163 |
| In 2014, Number of out of school children ² (5-16 years) in Punjab | 7,541,000 |



Map showing district-wise rate of out of school children³(5-16 years) in Punjab in 2014

¹ According to Pakistan Economic Survey 2015-16, in Punjab, the literacy rate is 64 percent among the total population. The total population of Punjab, according to Pakistan Population Census-2017, total **110,012,442** (55,958,974 male, 54,046,759 female, and 6,709 transgender) people live in Punjab. Keeping in view the past trend; the total 10+ age population of Punjab is **85,881,009**.

² According to PERI (2017) report on 'What Restricts Children's Educational Attainment in Punjab? A Framework of Analysis', p-33. The data quoted in the report are of 2014. In 2014, total number of school age children was **28,366,000**; out of which **20,825,000** were in school.

³ PERI (2017) report on 'What Restricts Children's Educational Attainment in Punjab? A Framework of Analysis'. Lahore



1

Introduction, Overarching Challenges and Deficiencies in L&NFE Subsector in Punjab

1. Introduction, Overarching Challenges and Deficiencies in L&NFE Subsector in Punjab

1.1 Introduction and Rationale

The Punjab Literacy & Non-Formal Education Policy (PLNFEP) 2019 is the first ever policy for the province of Punjab, since establishment of the Literacy and Non-Formal Basic Education Department in the province in 2002. Almost all the National Education Policies, before the 18th amendment to the Constitution of Pakistan that declares Education as provincial subject, contain a chapter on the Literacy and Non-Formal Education. The chapter does provide guidelines on various aspects of the sub-sector but lacks comprehensiveness that resulted in the miscarriage of planned targets at provincial, national and international levels. The initiative of development of a comprehensive policy springs out due to three main reasons: after the 18th amendment, provincial Departments dealing with education have to have their own policy; secondly, Non-Formal Education (NFE) sub-sector remained deficient in increasing access and quality of educational opportunities; and thirdly, because of the international challenges like Sustainable Development Goals (SDGs), Millennium Development Goals (MDGs), Dakar Framework of Action Education for All (EFA) Goals, and the challenges triggered by globalization and nation's quest for becoming a literate society.

The purpose of the Policy is to chart out a provincial strategy for guiding NFE development in Punjab with the aim to promote and enhance long-lasting qualitative literacy practices among children, youth, adults and persons with learning difficulties. The success of the Policy will depend on the provincial commitment to the sub-sector. Already there has been a marked improvement in the area as the provincial government has raised the priority of education. This will now have to be matched with availability of resources and capacity enhancement for absorption of these resources to improve access to education for all people in Punjab. It is a long journey that has already begun. It is hoped that the policy document shall help to give a clearer direction to the efforts and support in institutionalizing the effort within a provincial paradigm.

The **framework** used for developing PLNFEP is that the policy should:

- a) have alignment with provincial and national policies, and international commitments;
- b) have provision of wider consultations with relevant experts and stakeholders;
- c) be based on primary and secondary (credible) data sets, reports and literature available;
- d) be compliant to L&NFBDE Department rules of business, and prevailing provincial and federal laws; and
- e) be integrated and based on the needs of the target population, L&NFBDE Department and key stakeholders.

The document is organized into six chapters. **Chapter 1** describes trends in the L&NFE, legal obligations of Government of Punjab, Pakistan's international commitments, the need for this policy development. It further highlights overarching challenges and identifies fundamental causes that results into the systemic deficiencies including commitment and implementation gaps. **Chapter 2** articulates the PLNFEP 2019 that includes, mission, vision, strategic goals and objectives of L&NFE in Punjab, along with overarching priorities, environment needed for carrying forward PLNFEP and resource mobilization for NFE in the province. **Chapter 3** provides

guidelines on how to bridge the implementation gaps pertaining to vision and existing situation in L&NFBE Department including structural divides, fragmented governance, low-quality of human resource and their compensations, and management and planning capacity issues. **Chapter 4** outlines reforms and policy actions to broaden the base of NFE in the province. **Chapter 5** advises how the quality of literacy and non-formal education can be enhanced. **Chapter 6** suggests a framework for implementation of the policy actions suggested in the document.

A policy document on its own will not rectify the situation but all the segments of the society will have to contribute in this endeavor. However, the document does recognize **three main pillars**; governance reforms, requirements to increase access and quality, and an implementation roadmap, which if redressed, the results envisaged under the Policy can be achieved.

Pillar 1- Governance Reforms: PLNFEP discusses the issue of inter-tier responsibilities wherein the respective roles and functions of the provincial-district governments continue to be imprecise. Confusion has been compounded, especially, at the provincial-district levels after the creation of 'District Education Authorities' mainly because the latter was not supported by a clear articulation of strategies for integration of formal and non-formal sub-sectors of education. The other issue identified for governance reforms is the fragmentation of provincial departments and institutions for management of various sub-sectors of education and, at times, within each sub-sector.

The policy document also enunciates ways and means to improve governance, which includes: a) strengthen of L&NFBE for its efficient and effective service delivery by creating right structural framework and evidence based planning; b) engaging all the stakeholders through public private partnership; family and community mobilization, and giving local ownership – charge of own improvements; and c) promoting volunteerism and non-monetary incentives by engaging students as internees, community members for participating in NFE activities and liaison with national and international organizations.

Pillar 2- Access and Quality: The policy document delineates essentials to increase access to literacy and NFE, which include providing adequate infrastructure, opportunity for NFE; early identification of children at risk of not entering the system, dropping out or falling behind, especially girls. The quality and relevant adult learning need introduction of a skill-based curriculum and in later years a strong life skills component with community involvement i.e. Community Learning Centres (CLCs). All the plan and activities entail Learner focused that could be achieved by building, developing, monitoring and upgrading the professional skills of those teachers already in the profession and by working with the Universities to have life-long learning centres and responsive pre-service curricula.

Pillar 3- Implementation Roadmap: The policy document includes a chapter that describes the implementation framework. The framework recognizes the centrality of the L&NFBE Department in implementation of the policy. The role of the Department will also be that of a coordinator and facilitator for other provincial departments so as to ensure achievement of targets set in the policy. For this, it has been recommended that an Inter Departmental Committee with the chair from Planning and Development (P&D) Department, shall be the highest body to oversee progress of NFE in the province.

It has also been proposed to make the document a "**living document**" that can be revised for improvements whenever any urgent requirement is felt. L&NFBE Department shall consider and approve all such improvements which could be proposed by any of the provincial departments, from time to time.



The vision of policy (85.5 percent literacy rate in Punjab by 2030) is based on a critical **assumption** that the results envisaged in policy cannot be achieved without parallel improvement in the formal school system in Punjab.

1.2 Background

Literacy is an important indicator of human resource development in a society. This fact is evident from the inclusion of 'Adult Literacy Rate' in the Human Development Index (HDI), introduced by the United Nations in 1990 for measuring social sector progress and pace of development of human resources in different countries and their ranking at global level. Later on, promotion of literacy was envisaged in various international development frameworks and declarations and rate of literacy was listed as one of the indicators for measuring progress. These included; Dakar Framework of Action for Education for All (EFA) and Millennium Development Goals (MDGs) for the period of 2000-2015, and now the Sustainable Development Goals (SDGs) for the period of 2016 to 2030.

1.2.1 Illiteracy, Poverty and Prosperity

Literacy is an important indicator of education because its improvement is likely to have an impact, in the longer run on other important indicators of welfare. Acquiring and improving literacy skills throughout life is an important factor to contribute as an intrinsic part of the right to education. The "multiplier effect" of literacy empowers people, enables them to participate fully in society and contributes to improve livelihoods. Hence, it helps to eradicate poverty, reduce child mortality, curb population growth, achieve gender equality and ensure sustainable development, peace and democracy.

There is a strong association among literacy, age and household income that leads to an unholy nexus between illiteracy and poverty; the one condition spurring the other in a vicious circle which becomes excessively difficult to break. The fact remains that the societies with lowest levels of literacy are also the poorest economically. Poverty is one of the factors hampering even the bare literacy and basic education. Illiteracy in return impacts the repose of society through aggression, militancy, crime and economic backwardness. Because of poverty the children are forced to work to earn livelihood rather than attending the school. These 'illiterate workers' are in turn forced to remain on the lowest levels of the work force and continue to suffer in abject poverty. This is high time to take stock of the situation and make all out efforts to eradicate illiteracy from the province.

1.2.2 Education/ Literacy Legislation

1.2.2.1 National Policies

Since the inception of Pakistan, every policy announced at national level has been focusing on the basic education and adult literacy. First Educational Conference (1947) considered it essential that a national system of education should be based on strong foundations and proposed separate pre-primary and primary education stages for children of ages 3-6 and 6-11 years. It also emphasized that the primary aim of the adult literacy campaign must not be merely to make adults literate but to keep them literate. *National Commission on Education (1959)* made 10-years education compulsory and focused on elimination of illiteracy. Education Policy (1970) focused

on decentralization of education and also on eradication of illiteracy. National Education Policy (1972) announced free and universal education upto Class –X for both girls and boys. National Education Policy (1979) focused on compulsory free education, promotion of science and vocational education through equal opportunities. It also emphasized that effective participation of community in literacy programmes be ensured. National Education Policy (1992) focused on promoting private sector to participate in enhancement of literacy. National Educational Policy (1998) focused on Universal Primary Education (UPE) and enhancement of literacy rate to 86 percent by 2015. Education Policy 2009 focuses on free & compulsory primary education, NFE & Adult Literacy, equity, access, quality, incentives for private sector and enhancement of educational allocation to 7 percent of GDP by year 2015. The National Education Policy⁴ (2017-2025) sets target for enhancing literacy rate in the country upto 90 percent by 2025.

1.2.2.2 The Constitutional Obligations

Education is the fundamental right of all citizens in any civilized and enlightened State. The Constitution of Pakistan promised to its citizens in Articles:

Article 2(A); "Wherein shall be guaranteed fundamental rights including equality of status, of opportunity and before law, social, economic and political justices, and freedom of thought, expression, belief, faith, worship and association, subject to law and public morality."

Article 22-3(B); "No citizen shall be denied admission to any educational institution receiving aid from public revenues on the ground only of race, religion, caste or place of birth."

Article 25-A; "The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law" and encumbers Governments to provide the same to its citizens.

Article 25-(2); "There shall be no discrimination on the basis of sex."

Article 37 (B); "The State shall remove illiteracy and provide free and compulsory secondary education within the minimum possible period; make technical and professional education generally available and higher education equally accessible to all on the basis of merit."

1.2.2.3 Literacy Act⁵ 1987

The important steps to eradicate illiteracy in the Literacy Act are as follows:

A passport other than Hajj passport, a driving or an arms license shall be issued only to literate persons; and

Only literate person shall be eligible for employment under local body or an establishment or institution under the control of the Federal Government.

1.2.2.4 The Vision 2025

Goal 1 of Pillar 1 of the Vision 2025, i.e. putting people first - developing human and social capital mentions that the first priority is to provide every citizen the ability to improve his/her choices and quality of life. The vision sets target of:

⁴ The policy has not yet been approved. It is still a draft for approval.

⁵ Literacy Act was enacted in 1987 but implementation is still pending because the enforcement date could not be announced yet by the Federal Government.

- 1) Increasing primary school enrollment to 100 percent and literacy rate to 90 percent by 2025; and
- 2) Improving primary and secondary Gender Parity Index to 1, and increase Female Workforces Participation Rate from 24 percent to 45 percent.

1.2.2.5 The Punjab Free and Compulsory Education Act 2014

The Act commits free and compulsory education to every child in the province. According to Chapter-II Clause-3 of the Act:

- 1) Every child shall have a right to free and compulsory education from class one to ten, non-formal education, vocational education or a combination of all or any of the two as notified by the Government considering the needs, capability and age of the child so as to ensure completion of education or specified education in a school in the neighborhood or the school allocated for the child.
- 2) The Government shall prescribe academic calendar for class one to class ten and for non-formal education, vocational education and special education.
- 3) For purposes of subsection (1), a child or parent shall not be liable to pay any kind of fee or charges or expenses for completing the education in a school mentioned in sub-clause (i) of clause (k) of section 2.
- 4) The Government shall, in the prescribed manner, provide or cause to be provided suitable education to a child suffering from disability or a special child.

1.2.2.6 The Punjab Growth Strategy

The strategy recognizes that "there are educational disparities based on gender and wealth that exist across districts, communities and schools within Punjab. The Government is cognizant of this and seeks to eliminate these disparities. In Punjab as in the rest of the country, people with the lowest levels of education are largely found in the poorest segment of the population, and children growing up in households whose members have low education levels are among the most excluded from education. This is a dramatic example of the inter-generational impact of poverty".

1.2.2.7 School Reform Road Map

The Government of Punjab has set objectives of Education sector in the shape of "Re -Launch of Chief Minister's Reforms Road Map Goals". Priorities of the education sector include 100 percent enrollment of all children of school going age, retention of all enrolled students up to 5-16 years, gender parity, an international standard infrastructure in schools, merit based recruitment of teachers, and incentives for good performance coupled with access to quality education.

1.2.3 International Commitments

The constitutional provision under Article 37 (B), also corresponds with **Article 26 (1) of The Universal Declaration of Human Rights** emphasizes that, "Everyone has the right to education. Education shall be free at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit."

Sustainable Development Goals (SDGs) directly relate with provision of Life Skills Education for youth.

SDG 3 (Healthy Lives) asks for universal access to Sexual and Reproductive Health (SRH) services, including Family Planning (FP); reduction in global maternal mortality ratio to less than 70 per 100,000 live births; and end of the epidemic of AIDS, TB, and neglected tropical diseases.

SDG 4 (Inclusive & Quality Education) prioritizing equitable quality education and promoting lifelong learning opportunities for all. This goal has seven targets and three means for implementation, covering all levels of education; from early childhood, primary to secondary, technical vocational for decent jobs, and university through formal, non-formal and technology enabled channels, conducive learning environments, adequacy of trained teachers and opportunities for scholarships to pursue continuous learning (more detail is given in Appendix 1).

Goal 5 (Gender equality and women's empowerment) asks to eliminate all forms of violence against all women and girls in public and private spheres, including trafficking, sexual and other types of exploitation; eliminate all harmful practices, such as child early and forced marriage and female genital mutilations; and ensure universal access to SRH and RR.

Commission on Population and Development 45th session on Adolescents and Youth in 2012. It states that young people should be provided 'with evidence-based comprehensive education on human, sexual and reproductive health, human rights and gender equality to enable them to deal in a positive and responsible way with their sexuality.

Millennium Development Goals Declaration (MDGs): MDG 2 and 3 relate to education and set the goals of achieving 100 percent enrolment and completion rate at primary level. Literacy rate among population of age 15 to 24 years was declared as one of the indicators of MDG 2 by the world community.

Dakar Framework of Action for Education for All (2000-2015): In April 2000, Pakistan committed to achieve Universal Primary Education (UPE) and enhance its literacy rate by 50 percent within next fifteen years. Furthermore "Life skills" has been included as a basic learning need for all young people under this framework.

Child Rights Convention Article 28 (Right to Education): All children have the right to primary education, which should be free. The Convention places a high value on education. Young people should be encouraged to reach the highest level of education of which they are capable.

PLNFEP 2019 provides a path for the Punjab to meet the national and international commitments.

1.3 Key Concepts

1.3.1 Non-Formal Education (NFE)

The term non-formal education is used in any number of situations that are outside the formal school system, with its sequential levels of progress and specialization. At its core, NFE is flexible yet it follows formal principles of learning and accepted milestones signifying educational achievement. NFE is any organized educational activity that takes place outside the formal educational system, whether operating separately or as an important feature of some broader

activity that is intended to serve identifiable learning clienteles and learning objectives. There is no specific target group for NFE; it could be children, adolescents or adults.

The target population for non-formal education includes children at risk in school (primary, elementary and high schools)⁶, out of school children and adolescents (who dropped out and/or never enrolled in any school), as well as youth and adults. NFE programmes can 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. There are various definitions of literacy and non-formal education. The policy has adopted following definition of Non-Formal Education⁷.

"Non-formal education is one such pathway characterized by a high degree of flexibility and openness to change and innovation in its organization, pedagogy and delivery modes, non-formal education caters to diverse and context-specific learning needs of children, young people and adults worldwide." (p.4) "The defining characteristic of non-formal education is that it is an addition, alternative and/or complement to formal education (FE) within the process of the lifelong learning of individuals. It is often provided to guarantee the right of access to education for all." (p.7)

1.3.1.1 NFBE for Out of School Children

The policy views Non-Formal Basic Education (NFBE) as the learning system that provides education to out-of-school children (OOSC) in settings other than regular or formal schools and through processes that do not, necessarily, replicate mainstream education. It provides options for customized or Alternate Learning Pathways (ALP) 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/formal schools.

1.3.1.2 Adult Literacy

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. Definition of Literacy has been evolving in Pakistan since 1951. The National Literacy Curriculum⁸ (2007), a document developed with consensus of all the provinces, adopted following definition of Literacy:

"The ability to read, write and calculate simple symbols, digits, words, sentences, texts, with understanding at normal speed, and tackle everyday life problems related to citizenship, gender sensitivity, health, ethics and technical know-how to improve life and ultimately the society."

Since the definition was officially approved, published and notified by the Curriculum Wing of Ministry of Education, Government of Pakistan. The policy adopts this definition.

⁶ Five Dimensions of Exclusion (UNICEF & UIS, 2011)

⁷ UNESCO and UNICEF (2014). *Non-Formal Education as a means to Meet Learning Needs of Out-of-School Children and Adolescents*. Montreal: UIS, pp 4&7.

⁸ Ministry of Education, National Literacy Curriculum 2007, Curriculum Wing, Islamabad, Section 2.2, page 15

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 of the Constitution of Pakistan, as it calls for free and compulsory education for all children ages 5 to 16.

1.3.1.3 Lifelong Learning

Lifelong learning "from cradle to grave" is a philosophy, a conceptual framework and an organizing principle of all forms of education. The concept of lifelong learning requires a paradigm shift away from the ideas of teaching and training towards those of learning, from knowledge-conveying instruction to learning for personal development and from the acquisition of special skills to broader discovery and the releasing and harnessing of creative potential. 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, creates 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.

1.3.1.4 Life Skills Based Education

The policy calls for Life Skills Based Education (LSBE) to be embedded within NFBE and adult literacy programmes. It adopts the definition of World Health Organization⁹ (WHO) skills for health:

"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, empathize with others, and cope with and manage their lives in a healthy and productive manner."

1.4 Overarching Challenges and Deficiencies in L&NFE Subsector in Punjab

The main source for acquisition of literacy in a society is its formal school system. Literacy rates are almost hundred percent in countries where all children have been going to school and completing elementary education. Size of illiterate population grows in societies where formal school system fails to cater the learning needs of all its children. Resultantly, the children missed out by the formal school system grow as illiterate citizens. In other words, literacy rate is also an indicator of the inclusiveness and effectiveness of formal school system in a country. Since the beginning of 20th century, developing countries have been launching special literacy programmes for out of school youth and illiterate adults with a view to catch up and make their population literate, and mainstream their excluded and disadvantaged groups on priority basis.

Despite all around improvement in school education in Punjab, there is a significant number of OOSC who are never enrolled, and are dropped out. Still, a good number of habitants do not have

⁹ WHO, Skills for Life, (Geneva: 2001, Pp.8), mentioned in UNICEF (2005). Life Skills-Based Education In South Asia; p-2)

access to primary schooling facilities properly. In view of large number of OOSC and un-served habitations, concerted efforts have been made across Punjab in the form of NFE.

Illiteracy is more pronounced in rural areas, especially among women and in under developed regions of the country. According to PSLM Survey 2014-15, compared with 70 percent literate males, only 49 percent females can read and write in Pakistan. Whereas 76 percent people living in urban areas can read and write, only 51 percent rural population is literate.

1.4.1 The Literacy Rate in Punjab

Studies on demographic trends reveal that economists have begun to focus on the impact of changing age structure of the population. As mentioned in section 1.2.1, the interest in relation between population change and economic growth has again caught light due to the demographic transition taking place in the developing countries, which offers potential economic benefit by changes in the age structure of the population during the demographic transition, owing to an increase in working age population and associated decline in the dependent age population.

Punjab is Pakistan's most populous province¹⁰, having 53 percent of the country's population and a number of important cities. According to Pakistan Economic Survey 2015-16, in Punjab, the literacy rate is 64 percent among the total population, whereas it is 54 percent among female population and 72 percent among male population. In rural areas, the count is 44 percent for females and 66 percent for males. And in urban area, it is 73 percent for females and 82 percent for males.

1.4.2 Out of School Children (OOSC) in Punjab

According to PERI (2017), number of OOSC (5-16 years) in Punjab is 7,541,000. The OOSC in urban and rural areas are 16.6 and 31.1 percent respectively. The OOSC in rural areas are almost double of the OOSC in urban areas. By component of OOSC estimates show that children that never attended school and children that dropped out are higher in rural areas. Similarly, the children that are attending school but not at the right-age is also higher in rural areas.

1.4.3 Adult Literacy

Adult Literacy and NFE is one of the important and significant sub-sectors of education. Nonetheless, most of the policy makers, educational planners, managers and other concerned are not aware of its importance. Moreover, they are not fully convinced and mobilized to assign it the priority it deserves. Resultantly, our literacy rates are very low. More than 64 million people are illiterate in Pakistan out of which about 31 million live in Punjab. Dropout rate at primary level is very high i.e. 34 percent. Dropout and left out children are a major cause/factor of ever increasing number of illiterates. Gender disparity is still a big challenge. Majority of illiterates and OOSC are female.

¹⁰ Pakistan Bureau of Statistics-Provisional summary results of 6th Population and Housing Census-2017

1.5 Setting Standards for NFE and Adult Literacy

There are four main difficulties with current literacy and non-formal learning programme in Punjab, which need to be addressed.

- 1) The quality of such programmes is variable as they are not regulated by some minimum quality standards. One of the key reasons for the often poor quality of the programmes is low quality of teachers, who are also not regulated.
- 2) A certification and accreditation regime is missing. There are no benchmarks or standards that can be used for assessing literacy programmes. As a consequence, it is difficult to link the certificate offered by these programmes to formal learning opportunities. Hence, graduates of these programmes find it difficult to enter into the formal sector.
- 3) Current literacy programmes are also not well-linked to employment opportunities.
- 4) Literacy programmes are often found to be effective if there is a follow-up programme of reinforcement, which is lacking at present.

The key deficit is absence of clearly articulated minimum standards for most L&NFE interventions and their outcomes. Even where these are established, there is no measurement or structured follow up. As a result, impact of the interventions remains subject to anecdotes or speculation and the true picture never emerges.

1.6 Leveraging International Donors and Development Partnerships

Donors and international development partners like UNESCO, UNICEF and JICA, are providing generous support to NFE, in Punjab. Each donor has different focus in terms of programmatic emphasis and geographical coverage. However, at times their projects overlap in an unbefitting manner or their programmatic focus and emphasis bring limited value addition to the objectives of the Government. Getting optimum value from these investments has become a challenge in the absence of institutionalized mechanisms for donor coordination.

1.7 Major Deficiencies

A brief description of major issues/deficiencies of the literacy and NFBE in Punjab, are given below:

1.7.1 Clear Understanding of the Flow of the In and Out of Education

While addressing OOSC, it is important to understand the flows or movements in and out of education over time. These movements include several factors: whether children will have access to primary education; whether they are expected to enroll on time; what is their chance of grade repetition; if children will complete a full cycle of primary education; whether there are enough space in elementary/high schools to accommodate the population of primary school leavers; and so on. In this respect, there is a dual relationship between the dimensions of exclusion¹¹ and the characteristics of the educational system. These characteristics are poor

¹¹ Five Dimensions of exclusion (UNICEF & UIS, 2011)



quality teaching and regular grade repetition, either of which can push children out of school and increase the chances that children in Dimension 4 or 5 (at risk of dropping out) could end up in Dimension 2 or 3 (out of school).

1.7.2 Non-Availability of Accurate and Updated Data Concerning OOSC and Adult Literacy

There is acute dearth of availability of reliable, accurate and updated data on OOSC and Adult Literacy. For example, estimate of the number of OOSC in Pakistan is derived from a variety of data sources. These data sets have some common but at the same time also have different sources to calculate the estimated number of OOSC in Pakistan. It shows the difficulty, given the current data regime, of determining any accurate number of children in Pakistan who need to be brought into the schooling system. This finding also agrees with the finding of PERI (2017) report on "What Restricts Children's Educational Attainment in Punjab? A Framework of Analysis". Similar case is with Punjab, as no authentic sources of data set available on OOSC and illiterate adults, except the data available with Programme Monitoring and Implementation Unit (PMIU)-Punjab Education Sector Reform Programme (PESRP), SED-GoPb about the student enrollment in the private and government schools operating in the province.

1.7.3 Commitment Gap

Except Allama Iqbal Open University (AIOU), no other university/institution is offering courses in Adult Literacy and NFE in Pakistan. The people dealing with NFE have neither the experience of the sector, nor have strong understanding of the sector. Similarly, most of the decision makers and planners in public sector lack awareness about the need and usefulness of literacy and NFBE approaches for the country. Public representatives and senior bureaucrats due to other priorities, do not come forward to provide leadership and mobilize masses for active participation in these NFE programmes, which is a precondition for success of such initiatives.

An immediate solution to bridge the gap, is absorption of the existing field staff (already trained workforce) of L&NFBE Department in a phased manner, as regular staff of the Department, in various programmes to be initiated under the policy.

1.7.4 Organizational and Coordination Gap

L&NFBE Department is working at provincial level with its representation in the form of District Education Officer (DEO) Literacy at district level, who are working under the District Education Authorities (DEA) that has been established under PLGA, 2013, and currently managed by SED, GoPb. The DEO is answerable to both the Departments i.e. SED through its Chief Executive Officer (CEO) Education, and L&NFBE Department. Both the Departments have their own priorities, and also lack coordination at provincial level, resultantly the DEOs (Literacy) are not in position to have necessary facilities and completely comply with the instructions of L&NFBE Department for discharging her/his duties.

L&NFBE Department is lacking in efficient and suitably staffed organizational structures to plan and implement literacy and NFBE programmes that leads to coordination gap within the Department, as well. Neither any clear mechanism, nor a statutory platform or regular forum exist for coordination among the L&NFBE Department, SED and its field formation, other district level government institutions, and NGOs working in the sub-sector.

1.7.5 Financial Gap

Limited budgetary allocations and uncertainty about continued funding is another reason for poor performance of the country in the field of literacy and NFBE. In Punjab, L&NFBE Department is also facing similar challenges because of shortage of budget. Instead of increasing the financial resource allocation for the Department, it is decreasing since 2014-2015 and for the current financial year, it is also at the same position where it was five years before. The current allocation is 2.1 percent of the Formal Education (i.e. of SED) budget, which is half of the minimum amount of 4 percent of the FE budget committed in the NEP 2009, and even less than half of the minimum ceiling of 5 percent of the formal education budget recommended in the NEP 2017-25.

According to data provided by the L&NFBE Department, the 'budget allocations' have been further decreased, during 'revised allocation' and on the top of that another cut has been observed even on the 'revised allocation' at time of 'release of budget' to the Department. The 'budget utilization' by the Department is remarkably good that is around 97 percent on average for every year.

1.7.6 Low Quality Teachers and Facilities at NFEIs

The low financial allocations for L&NFBE Department has also resulted into offering low wages (honorarium) for the teachers working in Non-Formal Education Institutions (NFEIs) in the province that is even one-third of the minimum wages set by the government for an ordinary worker. These teachers use their own houses/places and its facilities for operating NFEIs and do not have any compensation for these things from the Department. Similarly, the Department cannot support even mobility of its DEOs for field activities and they have to wait for the mercy of CEO-DEA in this regard and/or has to manage his/her transport at his/her own.

1.7.7 Quality Assurance Gap

Monitoring and evaluation are critical for building a strong, global evidence base around NFE and for assessing the wide, diverse range of interventions being implemented to eradicate illiteracy from the province and for development of NFE programmes. L&NFBE Department has dearth of M&E framework and hence data on NFE providers (other than the Department), efficiency and impact of its own and others projects/programmes. Although there is a data base available at the Department, but it did not capture activities of other than the Departmental initiatives that resulted in duplication of activities among the Department and NGOs, and within the NGOs.



2

Punjab Literacy & Non-Formal Education Policy 2019

2. Punjab Literacy & Non-Formal Education Policy 2019

2.1 Mission, Vision, Goals and Objectives of the Policy Goals

Vision

Provide quality learning opportunities to all illiterates and out of school population in Punjab through non-formal means by 2030, to transform Punjab into productive, progressive, peaceful and prosperous province.

Mission

Develop literate, learned and prosperous Punjab through elimination of illiteracy and provision of lifelong learning opportunities.

2.2 Goals and Objectives

2.2.1 Policy Goals

- 1) Create enabling environment and equitable opportunities for all children, adolescents and adults to impart life-long and life-wide education, literacy, lifesaving and lively skills, with special focus on adolescent girls and women, to eradicate illiteracy from Punjab and to contribute in building socially and economically prosperous province, by 2030.
- 2) Strengthen capacity of L&NFBE Department through creating structures within the Department to run its programme in a regular mode for ensuring policy implementation by 2020.

2.2.2 Policy objectives

2.2.2.1 Access

- 1) Create opportunities for equitable access to quality literacy and NFBE, for all illiterate women and men and out of school girls and boys population of all ages in Punjab and for decreasing gender and regional disparity in the literacy rate through generating a workable partnership system with relevant provincial and federal government departments working in Punjab, donors and civil society.
- 2) Motivate and mobilize families, communities and other stakeholders for creating a learning family/society through rights and equity based communication, advocacy and awareness interventions.

2.2.2.2 Quality

- 1) Design and execute quality and relevant NFBE programmes including alternate learning paths for OOSC and launch new initiatives to enroll and retain them within

minimum possible time for reducing their number especially disadvantaged and deserving children and those excluded from the mainstream schooling with special focus on girls.

- 2) Design and deliver quality, dynamic and skill oriented adults' literacy programmes with special focus on interventions for poor, rural and female segments of illiterate population through collaborating with other Government departments, autonomous bodies including universities, NGOs and private institutions.
- 3) Strengthen NFBE and ensure quality learning at NFEs through launching teacher education and training programmes in the sub-sector, use of ICT, developing condensed curriculum, creating reliable assessment, monitoring and supervision systems, building capacity of the L&NFBE Department staff in the aforementioned areas.

2.2.2.3 Governance

- 1) Ensure availability of reliable, relevant and up-to-date data for planning and managing NFE in the province through developing a broad based data warehouse at L&NFBE Department, and encouraging universities in conducting research in the NFE sub-sector, especially to identify the reasons for rapid increase in drop outs particularly among girls.
- 2) Create structures within and under L&NFBE Department at provincial and district levels, and equip them adequately for implementation of the policy actions.

2.3 Overarching Priorities: Increasing Access through and Nurturing Quality of NFE

NFE is one of the means to spread literacy and employable skills to the people and it can cover larger audience than the formal system of education. NFE in Punjab is designed to assist the OOSC, youth and adults who have been deprived of formal education with special focus on low-performing districts on various indices particularly Gender Parity Index¹² (GPI), within the province. At present in Punjab over all Gender Parity Index is (0.92) in Public Schools and for Private schools, GPI is (0.88). There may be varying reasons for this low-performance. It may include the economic, social and geographical limitations which have hindered the path of literacy and employable skills. It is imperative to identify and, possibly define, the touchstone for development of each person as a member of society.

The foregoing articulations of the economic and social goals are taken by the Policy as an appropriate basis for defining the priorities for NFE Policy. They lead to two overarching priorities. Given the important role of education as a key driver of economic growth and social advancement, the first policy priority is to widen access to education for every OOSC and

¹² Pakistan has a Gender Development Index value of 0.546, ranking it 130 out of 159 countries in the 2015 index. In the country, 25.5 percent of adult women have reached at least a secondary level of education compared to 46.1 percent of their male counterparts. Women's participation in the labour market is 24.3 percent compared to 52.2 for men (UNDP, 2015).

illiterate. Improving the quality of NFE, particularly in its dimension of being relevant to the needs of the society, becomes the second strategic priority.

This Policy document identifies policy actions in pursuit of these two priorities that are divided into policy actions required at the system level and actions pertaining to NFE.

2.3.1 Policy Actions

2.3.1.1 Pertaining to Access

- a. GoPb through SED shall affirm, the goal of achieving universal primary education (UPE) by 2020, devise measure to ensure zero drop-out till the completion of grade 5 by 2025, particularly focusing on low-performing districts and marginalized segment of society especially girls, and inclusiveness¹³.
- b. L&NFBE Department and SED in coordination with P&D Department shall develop plans for achieving these targets, including immediate enrolment and retention targets and estimates of the required financial, technical, human and organizational resources required for both FE and NFE. The plans shall provide greater opportunities to marginalized groups of society, especially girls.
- c. L&NFBE Department shall launch social mobilization campaigns through electronic and print media, cell phones, and other communication means, and evolving Village Education Committees to motivate illiterates of all ages in their neighborhood, to get literate/ primary education.
- d. The universities shall be approached through Higher Education Commission/ GoPb to launch each-one-teach-one programme for every department in universities and declare it a pre-requisite for award of degree at graduation level.

2.3.1.2 Pertaining to Quality

1. Special measures shall be adopted to ensure inclusion of OOSC, youth and adults in mainstream education as well as in literacy, and customized technical- vocational training and education programmes.
2. Provincial standards for NFE inputs, processes and outputs shall be determined for basic education, literacy and other components to be covered with help of NFE.
3. Monitoring and inspection systems to ensure quality of NFE service delivery in all NFEIs shall be established at provincial and district levels.
4. Universities shall also be encouraged to develop centres for Lifelong Education, particularly in the faculty/Institute/Department of Education; offer degree programmes in

¹³ States Parties recognize the right of persons with disabilities to education. With a view to realizing this right without discrimination and on the basis of equal opportunity, States Parties shall ensure an inclusive education system at all levels and lifelong learning directed to: a) The full development of human potential and sense of dignity and self-worth, and the strengthening of respect for human rights, fundamental freedoms and human diversity; b) The development by persons with disabilities of their personality, talents and creativity, as well as their mental and physical abilities, to their fullest potential; and c) Enabling persons with disabilities to participate effectively in a free society. (Article-24 of the CRPD- Convention on the Rights of Persons with Disabilities)

NFE and conduct imperial researches/studies in the sub-sector to generate knowledge, and inform decision making and planning process in the sub-sector.

2.4 Environment Needed to Carry Forward PLNFEP in Punjab-Improving Governance

Following are the key enablers for implementation of the policy to achieve its goals:

2.4.1 Institutional Development and Strengthening of L&NFBE Department

L&NFBE Department is charged with the statutory responsibility of enhancing literacy rate, promotion of adult literacy and life learning skills. The Department has its rules of business, chalked out the strategy for implementation of the programmes, and honed the details in policy at strategic, operational and tactical level. Nonetheless, the existing structures would be unable to support the implementation of the policy and even its present mandate at grassroots level. Presently, the Department has neither its own purpose-built building nor has any separate directorate to handle managerial issues at provincial level and/or at district level independently. The Department is managing a few project-based activities with financing from GoPb developmental budget and/or donors' assistance. Most of key management-level staff has been borrowed from other Government Departments, and except DEOs (Literacy), entire field staff is project-based. These factors are major hurdle in the strategic level thinking, research-based planning in the Department and its implementation, and even retaining the institutional memory. The departmental interventions coupled with a number of policy and management reforms and inputs undertaken through the non-development budget would help: a) implement the Policy Actions, b) achieve SDG 4, and c) comply with the legal obligations at provincial and federal (constitutional) levels.

2.4.1.1 Policy Actions

1. GoPb shall amend Rules of Business of L&NFBE Department, and establish a Provincial Directorate as an attached department of it for managing the field operations.
2. L&NFBE Department shall develop Job Description for each of the above position and shall recruit personnel for the position in the light of GoPb prevailing Recruitment Policy. Qualification and experience required for selection of various categories of staff will be clearly spelled out that are commensurate with their job requirements.
3. Experts and senior managers of Literacy and NFBE functional units and projects will be selected on merit, preferably through Public Service Commission, with a view to retain talent and ensure continuity of experience and maintaining institutional memory through providing sense of job security.
4. L&NFBE Department shall establish a professional development centre for the management and field staff working for NFE.
5. ICT based systems shall be developed for educational, administrative, operational, financial, human resource, research and development systems at L&NFBE Department.

2.4.2 Mobilizing Resources for NFBE

The need for a higher level of allocation of funds comes from the fact that both the volume and the quality of provision have to be improved simultaneously. The report 'Pakistan Vision 2025' puts it forthrightly, "We target public expenditure on education to reach 4 percent of GDP by 2018". L&NFBE Department is also facing challenges in delivering its mandate because of shortage of budget and weak structures. Instead of increasing the resource allocation for the Department, it is in fact decreasing since 2014-2015. In addition to this, the Department also faces a number of problems such as non-availability of qualified/trained human and material resources, customized curriculum for the sub-sector, and lack of coordination among the various NFE programmes offered by the federal and provincial governments, and those given by NGOs, and between the government's and NGO's programmes, still prohibit NFE programmes from achieving the set goals. As mentioned by both DEOs (literacy) and NFE teachers from various districts, there are a number of problems NFE programmes encounter. The problems indicated by these officials, include lack of coordination among SED and L&NFBED, funding and materials, shortage of trained teachers, and lack of related trainings in the sub-sector.

2.4.2.1 Policy Actions

1. GoPb shall allocate a minimum of 5 percent of its education budgets for literacy and NFBE programmes.
2. Recently, the relevance of NFE is realized and various authorities have started directing their attention to it. There is political will for resource mobilization. L&NFBE Department shall put its all efforts to capitalize on it and attract financial, technical, educational and human resources, from concerned department of GoPb – Administrative Department, SED, HED, Special Education Department, Finance Department, P&D Department, Social Protection Institutions, Labour Department, legislative, executive etc., – private and international donors and agencies, to prioritize advance and sustain the cause of L&NFBED.
3. L&NFED shall explore ways to increase the contribution of the private sub-sector through developing Public Private Partnerships (PPP) by using the learning from Punjab Education Foundation (PEF) models in this regard.
4. GoPb shall establish Basic Education Endowment Fund, exclusively to finance literacy and NFBE programmes in the province. GoPb may establish this Fund by transferring a sizeable amount to its account. International donors and corporate sub-sector may be formally requested by the GoPb to contribute certain portion of their assistance to this Fund. The Fund may be managed by an autonomous body that may consist of public representatives, representative of L&NFBE Department, educationists, media, and representatives of Punjab Chambers of Commerce and Industry.
5. L&NFBED shall channelize resources available with various federal organizations in terms of human, finance and/or infrastructure for NFE. These institutions include but not limited to; Prime Minister Internship Programme, NCHD, and National Education Foundation.

6. For NFEIs other than those that are developed by the Department, only monitoring and assessment shall stay with the L&NFBE Department and rest of the functions, like mobilization and motivational tasks, shall be allowed to stakeholders to work as a vast network.
7. The cost estimates for serving as the basis for educational allocation shall assume more comprehensive definition of the concept of "free" education. The term include all education related costs including expenditure on stationery and school bags, which are, in general, not covered at present, and shall be applied as a basis of allocating funds.
8. Total resources for NFE sub-sector shall be further augmented by developing strategies for inviting and absorbing international contributions. L&NFBE Department shall develop consensus on needs and priorities for foreign assistance in NFE sub-sector through development of comprehensive sector plan for engaging the donors.
9. A system for donor harmonization and improved coordination between development partners and L&NFBE Department shall be developed.
10. L&NFBE Department shall approach, may be through legislation, to large scale industrial units to sponsor literacy programmes for their illiterate labour force and communities in their catchment areas.
11. L&NFBE Department shall strengthen planning and implementation capacity to improve utilization of resources.

The following sections delineate actions under the three major pillars – governance, access and quality of NFE – required to implement the policy.



3

Filling the Implementation Gap: Ensuring Good Governance



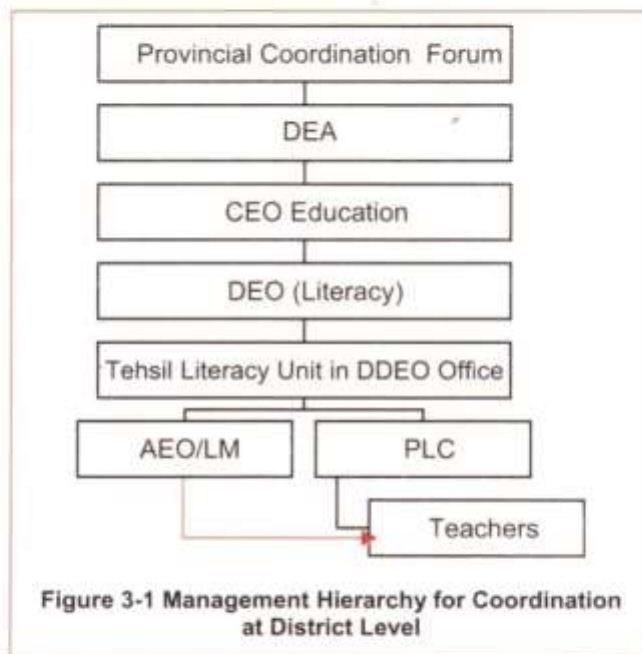
3. Filling the Implementation Gap: Ensuring Good Governance

3.1 Developing a Whole-of-Sector View and Overcoming Fragmented Governance and Structural Divides

Although L&NFBE Department and SED have a 'kind of coordination' on different forums like P&D Department, the essence of result orientated coordination is missing between the two departments working for the same cause in the same area and for the same community, both at district and provincial level. There is no joint planning at any stage nor collaborative implementation processes in place to maximize the gains from the inputs made by the departments. GoPb has its "School Reform Road Map" for School Education Sector, but L&NFBE Department has no defined role in *per se*. Similarly, formal forum for coordination between Technical Education & Vocational Training Authority (TEVTA) and L&NFBE Department is not available at the level where both the organizations can complement and supplement each other's' functions, particularly for promotion of adult literacy in the province through need-oriented skill development.

3.1.1 Policy Actions

1. P&D Department shall devise mechanism for coordination among all the government departments working on children education, and adolescent, youth and adult literacy at provincial level for planning and implementation of educational reforms in the province and achieving the targets set by GoPb for the education and literacy. A provincial coordination Forum headed by the Chairperson P&D Department shall be established. The forum shall have representation from each Department/Authority not less than rank of Secretary/Chairperson.
2. L&NFBE Department and SED shall ensure strong coordination at district level through the DEA. Presently, SED has Assistant Education Officer for every 10 formal schools. L&NFBE Department shall be allowed to use her/his services for supervision of NFEIs located in her/his jurisdiction, or a mechanism could be sustained through hiring Literacy Mobilizers (LMs) in a phased manner. A proposed structure for the district level coordination is given in Figure 3-1.
3. L&NFBE Department shall provide a synergy to SED Enrolment Drive; and shall provide a viable source of "catchment of dropouts" from Formal Education System.



4. Sustainability of Adult Literacy and NFE programmes shall be ensured by strengthening organizational structure, coordination and enhancing budgetary allocation for NFE. L&NBED shall provide separate budget to its formation at district level.
5. L&NFBE Department should have strong coordination with social welfare, labour, women development and technical and vocational education departments and autonomous bodies in order to use their capacities to impart literacy to the adults through developing targeted linkages.

3.2 Promoting Public-Private Partnerships

Public Private Partnership (PPP) is important especially for strengthening and outsourcing adult/adolescent literacy programmes, to make them more successful. Bench-marks for such programmes shall be developed; and learning outcomes of learners shall be validated as per devised bench marks through verification of successfulness of learners. Vocational education provision programmes may be introduced by embedding the same with literacy programmes to make them viable and sustainable especially for the poor illiterate men and women.

Here outsourcing through PPP, means more than just the procurement of services as per standardized Standard Operating Procedures (SOPs). These SOPs are necessary to achieve the targets and finding a partner organization, establish a bilateral relationship and having the partner undertake relationship-specific investments so that it becomes able to give desired services that fit the particular needs of the programme. Often, but not always, the bilateral relationship is governed by a contract to ensure that the partners will conduct the promised activities with the same care that the procuring agency would use itself if it were to perform the tasks.

3.2.1 Policy Actions

1. L&NFBE Department shall develop detail protocols for hiring of services for various programmes/projects and get it vetted from PPRA before their implementation.
2. All efforts shall be made to encourage and engage public-cum-private sectors in outsourcing of (a) core service delivery process of L&NFBE Department i.e. primary education to OOSC, adolescent and adult literacy and (b) ancillary activities including functional literacy, community learning, post literacy activities.
3. L&NFBE Department shall establish a registrar wing in its proposed provincial directorate for formal registration of NGOs and other organization to regulate and monitor their working in literacy and non-formal education sector in Punjab.
4. L&NFBE Department shall develop literacy programmes and commission these programmes to public organization having large human resource and vast out reach. These may include; Pak Army, Railways, WAPDA, Agriculture and Livestock departments etc. to run. Furthermore, corporate sector shall also be approached to run these programmes and ensure that their workers are literate and sufficient skills to perform their jobs.
5. L&NFBE Department shall hire individuals, local or national Non-Governmental Organizations (NGOs) and Community Based Organizations (CBOs) under a separate policy /PPRA and allocated areas to run literacy programmes. The Department shall share per learner cost with them upon successful completion of each cycle. The same process



will be carried for the provision of primary/elementary education to QDSC. However, per learner cost will be linked with L&NFBE Departmental assessment of the learner.

6. The Department shall evaluate the performance of the hired individuals/ organizations through assessment of learner by using its own M&E protocols and/or through a third party, as per requirement of the programme, to continue the collaboration.
7. L&NFBE Department shall develop/adapt various models of outsourcing, and after 2 years, the Department will analyze learning from these models and thereafter more result oriented and cost-effective model shall be finalized for future use.

3.3 Human Resource Development

Stringent selection process for hiring personnel and their development programmes are necessary for everyone in an organization including managers, supervisors, teachers and monitors to understand their job responsibilities and that they are equipped with skills and instruments needed for successful delivery of the organizational mandate. Presently, the Department has a rudimentary arrangement for hiring and training of its field staff including teachers; but a robust and formal structure for human resources development is missing within the Department.

3.3.1 Policy Actions

1. L&NFBE Department staff at provincial and district levels shall be
 - 1.1 Recruited on approved standards and merit based competitive processes.
 - 1.2 Employed as pre-requisite strengths.
 - 1.3 Professionally developed on regular basis at pre-engagement and post-engagement stages, and
 - 1.4 Retained on performance after evaluation.
2. Criteria for minimum qualification shall be developed, notified and followed for selection of teachers of Literacy and NFBE centres. Preference shall be given to the teachers with high qualification and having training in pedagogy and andragogy.
3. Steps shall be taken to ensure that teachers for adult learners and NFBE are properly trained and have a well-defined career structure allowing them for upward mobility.
4. L&NFBE Department will develop a mechanism for continuous professional development (CPD) of teachers working at literacy centres and NFBE schools, managers and field functionaries of these programmes, from both public and private/NGOs sectors, by establishing a formal structure in this regard.
5. L&NFBE department shall retain its trained human resources, under various projects, through hiring them in phased manner, to support implementation of its ongoing and future programmes.

3.4 Building Management and Planning Capacity

GoPb has not access to any authentic and reliable data-base to determine exact number of illiterate persons and OOSC in Punjab, neither has properly identified potential target areas for literacy and NFBE interventions. L&NFBE Department has also scarcity of experts in its team to develop plans for the sector based on empirical evidences. There is dire need of developing in-house expertise in planning and management.

3.4.1 Policy Actions

1. L&NFBE Department shall launch province-wise surveys augmented with secondary sources of data to identify the potential geographical areas for NFE interventions and map resources available in these areas to support the interventions. These surveys should identify OOSC and children who are enrolled in schools (both formal and non-formal) but at the risk of dropout, in certain age group, gender, demographic trends, and parent's background regarding their interests in educational programmes.
2. A planning-wing shall be created within the L&NFBE Department and engage experts to develop gender segregated empirical data driven plans for achieving the targets set in the policy.
3. A dynamic data-base shall be developed within the Department to monitor the progress on the implementation of the policy and tracking indicators to be reported to provincial, national and international partners.
4. Survey studies shall be conducted to create database to ensure availability of reliable and valid data for policy development, planning and managing the sub-sector.

3.5: Monitoring and Evaluation

It has been acknowledged in the draft National Education Policy 2017-2025 that Pakistan has a history of developing detailed and well-designed education policies since 1947 but has fallen short of implementing them. Number of times, goals of free and universal basic education, quality higher education to produce innovative knowledge, skills and competencies and scholars committed to doing that in an ethical manner, have been set. It is a point now where good plans have to be implemented through a well- defined monitoring and evaluation system of accountability.

Non-formal Education Institutions (NFEI), being part-time establishments in private premises strewn across the province in inaccessible areas, are prone to the scourge of ghost and dysfunctional establishments. As such, after creation of NFEI, the main challenge is to maintain it at optimal functional levels. Consequently a holistic monitoring system, compulsorily based on continual surprise/uninformed inspection, is essentially required. The system shall be (i) multi-tier, (ii) independent of service delivery personnel, and (iii) rooted in a specialized IT component entailing real-time web based surveillance.

3.5.1 Policy Actions

1. Detailed web based database for managing NFEI, NFE teacher (NFET), NFE learner (NFEL) and other initiatives shall be developed, maintained and actively utilized to access efficacy of service delivery. The data base shall have provision of tagging of children/learners in NFE system and will have synchronization with SED database to avoid any overlapping.
 - 1.1 A separate and new data base for Non-formal Education programmes, e.g. numbers of NFBE Centers, lists with their addresses, enrolments, teacher's names, and pass outs, shall also be established and up dated regularly.
2. A 'real time' monitoring system based on the L&NFBE Department's M&E framework covering all the Policy Actions, will be instituted in the Department. Data relating to literacy and NFBE programmes offered by any organization in Punjab shall also be collected and tabulated by the Department and disseminated to all stakeholders as part of their regular annual statistical reports.
 - 2.2 Evaluation shall be made through the proposed Research & Development Wing of L&NFBE Department along with through analysis of continuous data collection/reports generated on daily basis through Real Time Monitoring (RTM) regime.
3. L&NFBE Department shall provide tablets or similar devices to NFE teachers for their support and monitoring of the NFEIs.
4. Pro-bono monitoring by district authorities and accredited private organizations/individuals shall be actively solicited and got conducted as per standard operational procedures of L&NFBE Department.

3.6 Getting Stakeholders Involved

Keeping in view role of key stakeholders in various initiatives, all means will be employed to involve them in the NFE programme planning and implementation. These stakeholders include but not limited to the policy makers, community, parents, children, religious segments and development partners. There is a need to stimulate them for affirmative actions – fulfilment of constitutional obligation, establish structures for NFE, advocacy, sensitization of community, ownership by the people and to do continued efforts to carry out all aforementioned action. Active involvement of all stakeholders for requisite enrolment, retention and subsequent mainstreaming of primary level NFEL into formal stream or continuing their education in NFE setting up to elementary/secondary level education, provision of NFEK, delivery of effective tuition and provision of 'retention premiums', like monetary incentives/nutritional supplements, stipends where possible and admissible directly by the L&NFBE Department or by connecting/linkages with such programmes.

3.6.1 Policy Actions

1. A close liaison with all accredited and actively participating/contributing stakeholders shall be established. These stakeholders include but not limited to:
 - 1.1 Parents of OOSC and community notables having positive influence on illiterate adolescents and adults for establishment and optimal functioning of NFEI;

- 1.2 SED for catchment of miss-outs and drop-outs, mainstreaming of NFEL and essential inputs from its allied bodies like PCTB, PEC, QAED and PMIU;
 - 1.3 Other government organizations like, P&D Department, Finance Department, Labour and Human Resource Department, PITB and PSPA;
 - 1.4 Divisional, District and Local Government Authorities/Bodies;
 - 1.5 Public and private academia and educational institutions;
 - 1.6 Social Welfare Organizations, especially those providing financial support and microcredit like Benazir Income Support Programme (BISP), Bait-ul-Mal, National Rural Support Programme (NRSP), Punjab Rural Support Programme (PRSP) and Akhuwat Foundation;
 - 1.7 Accredited non-governmental and community based organizations including volunteers, local groups, national and international organizations;
 - 1.8 Participating businesses and industries;
 - 1.9 Religious institutions;
 - 1.10 Organizations executing programmes for early childhood education, family education, community learning, functional literacy, post-literacy and lifelong learning,
 - 1.11 International donor agencies, philanthropists; and
 - 1.12 Technical/ livelihood earning/basic vocational skills imparting public and private institutions including: TEVTA, PVTC, NEVTEC and Punjab Skill Development Fund (PSDF) for promoting cause of 'functional literacy' in depressed rural and urban slum contexts.
2. A 'Non-Formal Education Council' shall be constituted to: a) develop and ensure implementation of NFE standards, b) provide a platform for sustaining the established partnerships, and c) developing more partnerships for increasing access and quality of NFE.
 3. International development partners, community and private sector involvement in awareness programmes, content, design and availability of facilities, shall be mobilized.
 4. GoPb shall develop and enforce minimum quality standards for organizations involved in literacy in the form of literacy certification and accreditation regime. The literacy providers shall be required to offer the literacy programmes according to the specified standards.
 5. Literacy should be a campaign and L&NFBD to become a campaign manager. It shall establish and operationalize a robust community mobilization system in rural areas and urban slums to motivate populace therein towards primary and elementary education for OOSC and education/literacy for adolescent and adult levels.
 6. Local governments shall be involved in planning and management of literacy campaigns and NFBE centers at district and grass root levels.



4

Broadening the Base and Expanding Access to Literacy Programmes and Non-Formal Basic Education

4. Broadening the Base and Expanding Access to Literacy Programmes and Non-Formal Basic Education

L&NFBE Department, by its nature, provides education to most marginalized, most disempowered and the poorest of the poor as including impoverished living in relatively non-accessible rural areas and urban slums, rural females, minorities, nomad, trans-genders, disabled, labourers, along with their children, disadvantaged youth and prison inmates, and all religious, ethnic, genders/ groups residing in Punjab. NFE is to adapt strategy to cater to decrease contact between teacher and student i.e. outside institution learning (home learning), flexible curriculum and methodology of teaching, capable to adapt needs and interests of students and contingent upon the students' convenience. It caters who are **OOSC** (missed-outs, dropped-outs, never gone to school), male/female/transgender, brick kiln or other labourer/or their children, belonging to any ethnic, deprived, religious community aged 04 – 14 years; and **illiterate adolescents** are of age 15 – 17 years and **illiterate adults** are of age 18 – 50 years.

4.1 Literacy Training and NFE

Literacy training and non-formal learning can be two different types of activities although with a large overlap. Non-formal learning can take the form of literacy training but it also includes a variety of other types of learning activities such as on the job skill training and traditional apprenticeships. In Pakistan's context, literacy programmes generally consider adults and young people who are out of school. The non-formal learning includes these categories but also other on the job learning that youths and adults might participate in, which may not have raising literacy as its objective.

4.1.1 Policy Actions

1. Along with population projections, L&NBE Department shall conduct demography mapping, mapping of educational facilities and migration patterns due to seasonal crops and weather, for ascertaining the current and future needs of NFEIs.
2. Literacy rate shall be increased up to 85.5 percent by 2030 through up-scaling of ongoing programmes of adult literacy and non-formal basic education in Punjab.
3. SED schools along with L&NFBE shall initiate NFE stream for child labourers. Children involved in various jobs or work shall be brought within the ambit of NFE system with need-based schedules and timings.
4. Arrangements shall be made to use school buildings (where available) for adult literacy after school hours.
5. After studying national and international practices, L&NFBE Department shall develop three models for literacy programme based on different durations (in terms of number of hours). These models shall be piloted in three districts: the most developed, medium level developed and least developed (as per PSLSM indicators), and a finalized 'duration' for literacy programmes in Punjab.

6. L&NFBE Department shall start a programme to engage families in literacy and learning¹⁴ by using a 'whole family' approach¹⁵ to address literacy challenges with a focus on the creation of literate environments that will promote cooperation using flexible funding streams and reporting approaches. The department shall link literacy and learning to other services for disadvantaged families and shall use family literacy and learning to break the intergenerational cycle of low education levels.

4.2 Expanding Access to Literacy Programmes

Literacy and adult education programmes aim to provide safety net for bringing positive social change in the knowledge, attitude and practices of learners, by equipping them with life skills. Information about health, civic education, religious, ethnic, and social harmony, peace, tolerance, and human rights are inculcated in the basic literacy primers and supplementary readers.

Linkages of literacy programmes with skill training, income generation and income saving skills and technical and vocational training need to be established for enabling the neo-literates to improve their livelihood and employability. It is very easy to start from anywhere but it is not readily attractive for the poor men/women involved to earn for their families. They are least interested in getting literacy classes without any financial incentive. Infusion of technical/vocational stream in literacy will generate results to mainstream adults in the society and it will be more viable if such programmes be linked with some income support programmes.

4.2.1 Policy Actions

1. L&NFBE Department shall develop and GoPb shall approve Plans of Action to achieve 75.0 percent literacy rate by 2025 and 84.5 percent¹⁶ by 2030 in the province.
2. Priority shall be accorded to imparting literacy to girls, women, rural population, under developed districts/areas, and minorities; and focus of literacy programmes shall be on young population of age 16 to 25 years.
3. Buildings of public sector schools, colleges, training institutes, and agriculture and livestock related offices shall be utilized for running literacy classes in the evening.
4. SED shall start evening classes for adolescents (14-17 years) in schools.

¹⁴ Research evidence reveals the considerable benefits of family learning for both children and adults. Fostering a culture of learning within the family can help prevent school failure and drop-out among children while helping parents in ensuring their children are school-ready and supporting them with their homework. The desire of parents to better support their children at school is often a critical motivator for them in re-engaging with learning. In this way, family learning overcomes the barriers between home, school and community, breaks the intergenerational cycle of low education and literacy skills, and thus helps address the persistent challenges of disadvantage, inequality and exclusion.

¹⁵ For detail on the subject, please consult; Hanemann, U., McCaffery, J., Newell-Jones, K. & Scarpino, C. (2017). Learning Together Across Generations-Guidelines for Family Literacy and Learning Programmes. Hamburg: UNESCO Institute for Lifelong Learning

¹⁶ The policy is not dreaming of 100 percent literacy rate by 2030 in Punjab due to more than one reasons, those include: historically increased in literacy rate has never cross 1.0 percent per year in Punjab and the current population growth rate 1.8 percent. This means number illiterate persons is swelling with higher rate than the literacy rate, resulting in continuous increase in illiterate persons in Punjab.

5. DEAs shall engage community for hiring leaders (imam/father/guru etc.) of religious place (Masjid, Church, and Temple etc.) for imparting adult literacy in their vicinity.
6. L&NFBE Department shall establish NFEAC (Non Formal Education Adolescent Centers) to provide basic literacy skills (reading, writing & arithmetic) and Life-Skills to illiterate adolescents along with ALC (Adult Literacy Centers) for illiterate adults.
7. District, tehsil and UC levels service delivery structures shall be used as tool to increase literacy in the respective district.
8. Micro-credit scheme shall be attached with the literacy programmes.

4.3 Expanding Access to Basic Education

NFE is best alternate source to bring back OOSC in the main stream and increase literacy rate in the province. Non-Formal Education Schools (NFES) including NFBE school can be opened everywhere without any major financial implication. Furthermore, equality in education is achieved when students are all treated the same and have access to similar educational resources. Equity is achieved when all students receive the resources they need so they graduate /prepared for success after completion of schooling.

4.3.1 Policy Actions

1. Non-formal basic education programmes, Alternate Learning Pathways (ALPs), as well as Open and Distance Learning (ODL) opportunities shall be offered to OOSC of age 3 to 16 years, especially providing a window of opportunities through ALP for marginalized sectors of the society including adolescent girls and women.
2. L&NFBE Department shall establish and operationalize NFEIs (Non Formal Education Institutions) including:
 - 2.1 NFBES (Non-Formal Basic Education Schools): Provision of primary level Class 0 – V education to OOSC. NFBES may also be extended for imparting elementary /secondary level education;
 - 2.2 NFEFS (Non-Formal Education Feeder Schools): Provide class 0 – III level primary education to OOSC;
 - 2.3 NFEAC (Non-Formal Education Adolescent Centres), catering to illiterate adolescents and Adult Literacy Centres (ALC), catering to illiterate adults; and
 - 2.4 Any other model like Community Learning Centres¹⁷ (CLCs).
3. Scope of the on-going NFBE programmes shall be enhanced gradually from primary to elementary (middle) and secondary level education.

¹⁷ A community learning centre is a local educational institution, usually set up and managed by local communities to provide various learning opportunities with the support of the government, NGOs, and the private sector. Literacy, post-literacy, income generation, life skill programmes and basic education are typically offered at CLCs. As of now, as many as 24 countries have established CLCs. In the Asia-Pacific, there are an estimated 170,000 CLCs and NFE Centres (at <http://www.un.org.th>, visited on 25th Dec 2017)



4. Physical, human, and organizational resources available in the public, private, and NGO sectors and local communities shall be utilized fully for the organization of NFBE classes.
5. L&NFBE Department shall collect and analyze demographic data to reduce the achievement gaps in access, learning needs of children and ensures that the needs are equitably served.
6. L&NFBE Department shall takeover low performing public schools through PEF under its Public School Support Program (PSSP) to run NFBEs and NFEFS along with literacy centres over there.
7. Religious education institutions, including Mosques, Madrassas, Churches, and Temples shall be offered support for organization of NFBE centres. Buildings of formal schools can also be used in the afternoon for NFBE classes.
8. After establishing viability of mobile NFES, L&NFBE Department shall design and implement mobile schools for NFEIs.

4.4 Community Mobilization

In order for people to effectively participate in the development, implementation and evaluation of social and economic policies and programmes, they must be aware of and informed about the issues affecting them and choices available to them. As with civil and political rights, education and organizing for educational rights go hand-in-hand. Stimulating others into action on human rights concerns necessarily involves education. Likewise, the resources devoted to educating people about their rights lacks potency if the new knowledge is not put into action and people do not have channels for participation.

Community mobilization in support of education and literacy has remained a massive challenge in Pakistan including Punjab. Maximization of community's potential to support NFBE and adult literacy programme is essential to support the implementation of L&NFBE Department's initiatives. Therefore community mobilization strategies shall be robust and continuous, as community approaches and needs vary across rural and urban areas, and even within rural areas.

4.4.1 Policy Actions

1. Community shall be stimulated by L&NFBE Department field staff as provided with requisite mobility allowance/means, accredited and results delivering community organizations, and other accredited stakeholders.
2. Demographic diversity and regional variations shall be accommodated to address inequality.
3. Community-based oversight committees shall 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.
4. Awareness programmes shall be run with communities, and with the inclusion of local government institutions like Union Councils, on importance of NFE and adult literacy programmes. In this regard, a media cell may be established in each DEA.

5. Awareness campaigns shall be run for parents in vulnerable, far flung areas, river belts and tribal areas explaining the importance and value of education. Such campaigns be initiated continuously in collaboration with the School Education Department at Provincial and District Education Authority level.

4.5 Identification of Sites for NFEIs

Proper identification of sites for NFEIs is very important indicator for the carried out NFE activities in the vicinity and its sustainability in terms of quality of NFE imparted over there. Currently NFEI sites are provided by NFE teachers and/or local community free of cost or paid (rental) by as per convenience /need of the learners/community.

4.5.1 Policy Actions

1. L&NFBE Department shall develop criteria, keeping in view the learning from its experience in this regard, for selecting venues for setting-up an NFEI. The criteria shall include, availability of basic amenities (ample safe/secure space, airy, easy to access, having water/sanitation facility for the learners), very near to and easily accessible for NFEI, secure, clean and sans communal issues. Furthermore, it will also include parameters that will provide basis for selection of rental venue for NFEI activities.
2. Separate criteria for opening of NFBES/literacy centres shall be developed for very remote/closed areas like inside river, river belt, *Potohar* and tribe. The criteria may include less number of students.
3. The Department shall give preference to select appropriate public buildings including existing SED schools, office, mosque and other such space/ building arranged by the elders/inhabitants of locality after consultation, for NFEIs.
4. NFEI shall be established purely on temporary basis as part-time temporary institutions in areas where they are needed. After one to three cycles they may be terminated and re-established afresh in other needy locality. Various indicators / Indexes including population, households, gender, illiteracy, poverty, nutrition, income groups will be taken into account while developing any program for NFE sub-sector.

4.6 Use of Information-Communication-Technology (ICT)

The use of ICT in education lends itself to more learner-centred learning settings. But with the world moving rapidly into digital media and information, the role of ICT in education is becoming more and more important. The most vital contributions of ICT in the field of education is- Easy Access to Learning. The flexibility ICT has heightened the availability of just-in-time provision of learning opportunities for many more learners who previously were constrained by other commitments.

4.6.1 Policy Actions

1. L&NFBE Department shall develop and deploy specialized software, in close collaboration with Punjab Information Technology Board (PITB) and other accredited IT organizations, for tuition, monitoring, assessment and database development processes.

2. Tablets and/or other such instruments shall be provided to NFE teachers for sharing student learning material and teacher support material, and monitoring of the NFEIs working.
3. L&NFBE Department shall increase use of ICT in its management and programme delivery through: a) Linking with electronic (television and radio) and print media, cellular phones, and worldwide web; and b) Utilization of available public private resources like academic institutions, museums and libraries.

4.7 Linking Formal and Non-Formal Education

Mainstreaming, in the context of education, is the practice of educating students with special needs including OOSC for any reason, in regular classes during specific time periods based on their competencies, skills and learning levels. This means regular education classes are combined with NFE classes. Schools that practice mainstreaming believe that students with special needs who cannot function in a regular classroom to a certain extent belong in the special education/NFE. NFE environment could be mainstreamed into public and private (where possible) in primary/elementary/secondary level schools by creating equivalence¹⁸ among various curriculum.

4.7.1 Policy Actions

1. Mainstreaming and inclusiveness shall be given priority. It shall be at all grades 0 to X levels and would be a continuous process. It shall provide NFEL with an opportunity of continuous learning. Special remedial measures for less talented children shall be taken for their mainstreaming.
2. Primary to secondary level NFE learners, at each class 0 – X- levels, shall be considered equivalent to their counterparts in the formal system because curricula, syllabi and textbooks in both streams are exactly the same. However, during mainstreaming, such equivalence shall be subject to any entry assessment of NFEL by the receiving formal education school, which shall have a right to place the mainstreamed NFEL at any appropriate/equitable grade level on basis of said testing.
3. A system shall be developed to mainstream the students of non-formal programmes into regular education system, and a system of equivalence shall be developed to permit such mainstreaming. New literates shall receive formal certification so as to facilitate their entry into government schools.
4. Linkages between formal school system examinations and NFE will be further strengthened to facilitate mobility and acceptance of learners on both sides.
5. A comprehensive system of equivalence for various levels of literacy and NFE will be introduced in consultation with Punjab Curriculum and Textbook Authority (PCTBA) and Inter Board Committee of Chairmen (IBCC) Punjab.

¹⁸ Equivalence is level of education which represents a broad section of the education "ladder", that is, the progression from very primary to secondary level learning experience, embracing all learning outcomes that may occur at that particular stage of the progression.



5

Raising the Quality of Literacy and NFE

5. Raising the Quality of Literacy and NFE

Research and Development (R & D) in any field including literacy and NFE, is a key to raise quality of the field at delivery, outputs and outcomes levels. Since, this kind of specialized function is not available with L&NFBE Department, to begin with, existing institutes of formal education system may be designated and assigned these professional tasks by providing additional financial and human resources to these institutions. R&D will be an overarching function for developing Literacy and NFE materials, learner assessment, teacher professional development etc.

Quality of delivery at NFEIs also entails availability of quality of teaches; standardized but flexible curriculum including assessment for and of learning; appropriate provision of materials including teacher chair/table, floor mat, easel and black or white board, students chairs or benches, writing materials (markers), textbooks / reading books based on prescribed curriculum/SLOs and approved by PCTB or other accredited such bodies, enrollment and attendance registers, set of library books with racks. NFEIs, especially for feeder schools, environment needs improvement through provision of materials on early childhood education development and sign boards.

5.1 Research and Development

Efforts shall be made to execute formal scientific research on all relevant issues of L&NFBE by engaging accredited research organizations including universities, in the public and private sectors. Well researched and on-ground workable propositions shall be actively solicited, holistically analyzed apropos to L&NFBE Department operational-cum-regulatory framework and on-ground realities. Feasible service delivery systems shall be piloted on-ground. Consequently, better service delivery methods shall be adopted.

5.1.1 Policy Actions

1. An R&D wing shall be created in the proposed directorate under L&NFBE Department to inform the following aspects of quality and management of NFE in the province:
 - 1.1 Training of NFE teachers in close collaboration with and in full operational cover of QAED and SED, and life-long learning centres in the universities.
 - 1.2 Development and implement assessment of NFE student and staff in close collaboration with and in full operational cover of PITB and Punjab Examination Commission (PEC).
 - 1.3 IT based real time monitoring of NFEIs and field based project staff in close collaboration with and in full operational cover of PITB.
 - 1.4 Regular internal performance audits and evaluation of service delivery and on-ground results achieved shall be a prime consideration for continual improvements.
 - 1.5 Generate annual performance report of the Department

- 1.6 Generate and update research repository of the researches conducted by the universities, donors, development partners, and commercial organizations on the NFE.
2. Proactive consideration would be meted out to collect and analyze data to get relevant variables as including:
 - 2.1 Gender- with special focus on female educational deprivations;
 - 2.2 Social context- with special emphasis on the marginalized;
 - 2.3 Economic deprivation- with focused attention on the poorest of poor;
 - 2.4 Religion- with due concern for minorities;
 - 2.5 Language- Urdu with auxiliary instruction in regional languages wherever essentially required & operationally permissible; and
3. Culture- with respect for diversity. International best practices would also be considered herein, after adaptation to the local milieu.
4. University and other degree-awarding research institutions shall be encouraged to ask their students to conduct researches on various aspects of NFE, by facilitating their access to and support them in data collection from NFEIs.
5. Engage other institutions for independent (as third party) evaluation of L&NFBE Department programmes and interventions.

5.2 Matching with the Labour Market

NFE models rely on three major factors: a) initial interest level and motivation of students; b) the quality of NFE materials capable of upholding motivation level and efficient in meeting their expectations and needs; and c) the scheme to provide students with institutional support. This requires the creation and implementation of NFEI preceded by careful planning and followed by an adequate execution and control. Available data on adult literacy interventions in Punjab, inform that people lose their interest in reading and writing soon, if the course they attend, is not embedded with some future gains related to their profession and employability.

5.2.1 Policy Actions

1. L&NFBE Department shall impart literacy and numeracy among illiterates through providing training to them in various trades¹⁹ for generating self-employment, employment in industry and/or commercial organizations, by selecting trades/ disciplines identified and accredited by TEVTA, PVTC and/or NTEVTA as per local needs, keeping in view the available facility of the institution where training is to be imparted to the students enabling them to generate income for their sustainability in

¹⁹ The trades/skills could be selected for illiterates include motor winding, refrigeration, welder, plumber, fabricator, steel fixer, tailoring, shoemaking, beautician, hairdresser, machinist, cook, butcher, embroidery, mason, tunnel farming and motorcycle mechanic.

society. However, horizontal and vertical linkages with various such organizations imparting technical/vocational trainings to adults shall be developed.

2. Linkages of non-formal education with industry and internship programmes shall be developed to enhance economic benefits of participants.
3. Horizontal linkages between schools and vocational/skills training centres shall be established.
4. L&NFBE Department shall prepare or cause to be prepared necessary 'Life Skills' related material having a holistic scope, keeping in view the different demographic and cultural conditions. Having acquired the requisite life skills, NFEL shall become a source of dissemination of same in the local community and in society at large.

5.3 Improving Teachers Quality and Increasing their Compensations

Currently, in L&NFBE Department, NFE teachers are identified and recruited from the community after mobilization and sensitization. The identification is also based on the space/venue to be made available by the teachers in most of the cases. The qualification of these teachers is not standardized as in case of SED has; though these teachers need more professional skills (multi-grade and multi subject teaching) to deliver as compared to the SED teachers.

Although salary/compensation should be compared for more than one reasons, including a large gap between their qualification and experience. Teachers' salary/compensations in formal system are linked with the government pay scales and revised every year either through grant of annual increment(s) and/or revision (increased) in the basic pay scales in the Provincial or Federal Government's Annual Budget. However, this is not the case with teachers providing services to the non-formal education (NFE) sub-sector. Teachers, working NFE Schools and Adult Learning Centres (ALC), are receiving PKR 5000 and PKR 4000 per month, respectively, as their stipend/compensation, since 2010. These amounts also include the rent of venue/space and the utilities, a teacher uses to operate the school/centre.

It is noticeable that the amount paid to a teacher is even less than the minimum wage that has been fixed by the Govt. of Punjab for year 2017-18, i.e. PKR 15000 per month. Keeping in view this benchmark and considering reduced number of hours that a teacher spends at NFE schools and ALC in comparison to formal schools teachers, stipend needs revision. In the present scenario, it should not be less than PKR 10000 and PKR 6000 per month for NFE and ALC teachers respectively.

5.3.1 Policy Actions

1. L&NFBE Department shall develop a qualification framework of NFE teachers and approach to universities through GoPb and/or HEC to develop and offer course/degree programme for NFE teachers.
2. The current lot of employed NFE teaches shall be passed through an intensive training programme to be organized by L&NFBE Department with assistance of SED-QAED or other institute of repute, until the Department develops its own professional development centre.

3. The Department shall prepare and update database concerning NFE teachers and shall make replacement when required under prescribed guidelines developed by ongoing/upcoming literacy or NFE project/programme.
4. L&NFBE Department shall select teachers as per approved criteria (preferably science educated/qualified) which shall include minimum qualification and access to teaching premises.
5. L&NFBE Department shall develop a corps of volunteers, like peace core, Salvation Army or army ex-personnel's' services registration units etc., to register them. It shall have a system of certification (1-month, 2-months, 3-months or above) for recognition of volunteer's working in the sector and it must be available on the website of the department for verification/authenticity.
6. The Department shall encourage identification and selection of NFE teachers through volunteerism offered by the community, academia, students of undergraduate programmes and O/A levels, new graduates (looking for internships), boys scouts/girl guides movements, non-governmental organizations, individuals, retirees (from education, army, health, academia.), public representatives (local, district, provincial, national etc.) under prescribed mechanism (approved by the government). For retired army personnel, District Armed Boards can be taken into loop as they have the entire data of these personnel. As mentioned earlier, verifiable certificates shall be issued to the volunteers especially the students that could help them in their admission in higher education and/or support them for their any future endeavors.
7. The Department should encourage SED retired teachers to take part in increasing the literacy rate within the area of their residence by giving them monetary incentives or any other incentive that has wider acceptability among them.
8. L&NFBE Department shall increase stipend of NFE/ALC teachers and shall link it with minimum wage set by the Govt. of Punjab.
9. The minimum stipend shall be for those teachers who will have minimum academic qualification among the selected group of the teachers, working in NFE institutions, in a districts. To attract better qualified persons, teachers with higher qualification shall comparatively be given higher stipend.
10. To facilitate children and adults learning, additional compensations shall also be provided to teachers for usage of her/his property and utility bills.
11. Once the NFES is established a bond from the teacher should be get signed that she/he will serve the school for at least one-year

5.4 NFE Curriculum Standards and Improve Quality of Learning Materials

To make NFE more meaningful and attractive, its curriculum needs flexibility that could be created with the help of employers and educational providers, while at the same time maintaining standards. In such a way that it is linked to work experience of the student at the workplace. Curriculum development for literacy should emphasize both occupational standards and

academic standards. It should address economic, social and individual goals. The curriculum and teaching materials should not be gender biased.

Learning and teaching materials (LTM) are critical for literacy outcomes; learning to read, developing reading as a habit, reading to learn and access to information, and reading for pleasure and enrichment. Literacy LTMs would include relevant and interesting books, levelled readers, newspapers, informational pamphlets, and other materials printed in mother-tongue and instructional languages reflecting local customs and concerns.

LTMs impact what students read, how they read and how well they read and learn. Supplementary LTMs can include reference books, games, work cards, activity books, teachers' aids (flash cards, vocabulary cards, assessment items, etc.), maps, wall charts posters, poster card, marker pens and paper.

5.4.1 Policy Actions

1. A separate wing shall be created under L&NFBE Department for working exclusively on NFE standards, curriculum and LTMs to make its programmes more effective, acceptable and alive.
2. To begin with, SED's approved academic standards²⁰ for primary, elementary and high levels, shall be adopted for NFE but these standards shall be customized for future use keeping in view the societal, emotional, physical and lingual needs of the students. For specialized adolescent/adult literacy standards shall also be formulated, tested and implemented in all adult literacy and adolescent educational programmes.
3. L&NFBE Department shall develop a literacy curriculum²¹ and identify the instructional material, teacher training modules and professional development programmes to support the curriculum. The curriculum shall be skill-development driven, so as to facilitate assimilation of trainees into mainstream economic activity, by imparting skill training as per local needs and market trends. The material should also contain contents on safety and protection of children particularly girls, and women.
4. Students shall be provided a range of reading materials in order to differentiate and meet all students at their reading level. The materials should not be gender biased. L&NFBE Department, for development of such material, shall create and provide requisite human, technical and financial resources. Help from sister Government organizations, development partners/NGOs and private concerns shall also be solicited. All materials so produced would be implemented after holistic analysis²², detailed on-ground piloting and approval of competent forums.

²⁰ Along with standards, benchmarks and as per lowest hierarchal layer of the learning expectations associated with learners i.e. SLOs

²¹ National Literacy Curriculum 2007 had been developed with active participation of all provinces to standardize quality of literacy programmes throughout the country. L&NFBE Department will adapt 2007 curriculum according to its emerging needs.

²² All efforts shall be afoot to prevent use of materials inimical to Islam, Pakistan nationalism, communal, ethnic, religious harmony, public morality and recognized educational standards. Material inimical to these shall be proscribed.

The material produced shall inculcate Pakistan Ideology including endeavours of heroes of Pakistan Movement as including Quaid-e-Azam Muhammad Ali Jinnah and Allama Muhammad Iqbal, national integrity, social responsibility, moral values, self-discipline and esteem, sensitivity for diversity & capacity of tolerance (special pedagogic and

5. Supplementary reading materials shall be developed on income generation and life skills, including civic education, gender equality, human rights, peace education and social harmony. NFBE Learning packages based on Accelerated Learning Approaches shall be developed. Materials on Functional and Vocational Literacy shall be prepared using graded vocabulary.
6. L&NFBE Department shall develop and implement curricula, textbooks and assessment materials in close collaboration with and in full operational cover of PCTB, PEC and PITB. The curriculum and teaching materials should not be gender biased
7. Following scheme shall be followed for various levels and types of curricula:
 - 1.1 For **Primary, elementary and high school level education** by PCTB standards curricula, syllabi and textbooks but these may be condensed /compressed /customized as per students' needs and requirements of Student Learning Outcome(SLOs) duly approved by the competent forums and bodies; and
 - 1.2 For **adolescent and adult literacy**, Taleem-e-Balighan textbook, life skills materials (to be developed by the L&NFBE Department or by other competent organizations) approved by PCTB shall be used.
 - 1.3 For **Vocational Skills Programmes** linked with the adult/adolescent education programmes, learning materials/ modules/books shall be used as prescribed by the TEVTA, NAVTEC or from other approved accredited bodies having legal rights/ provisions to function/ introduce such programmes in the province.
8. Universities, PCTB, language authorities, and private sector publishing agencies shall be invited and selected on competitive basis for development, field testing, and production of exemplary LTMs, including basic literacy primers, post literacy readers, and manuals on income generation skills.
9. Use of Information and Communication Technologies (ICTs) in literacy and NFBE programmes shall be promoted, including use of cell phones for post literacy. The use of cellular phones for student learning, teacher support and monitoring of the Non-Formal Programs shall be encouraged.

5.5 Improving Student Assessment

There are set theories and objectives for evaluation in the formal system of education. Though NFE is said to be supplementary to formal education, at the primary stage its aims, objectives and structure differ. It cannot adopt the same evaluation system like formal education; it has to be done according to different criteria. There is greater flexibility in NFE regarding attendance, curricula and learning experiences. Evaluation leads to an assessment of what was covered or achieved. It helps to identify shortcomings (gaps or weakness) and helps to plan better for the future. If things are not properly evaluated, the programmes are likely to fail.

andragogic measures to mitigate banes of caste, ethnicity, gender bias, disability discrimination and sectarian divides), civic sense, physical fitness & healthy behaviours, awareness for health, nutrition and environment.

The material shall promote critical thinking, investigation and problem solving, communication skills, hard work, awareness of role of science and technology in development and zest for continued learning.

5.5.1 Policy Actions

1. Minimum standards for literacy and NFBE, keeping in view the National Education Qualification Framework, shall be developed and put in place.
2. L&NFBE Department shall develop a uniform system, with enough flexibility to cater the local leaning environment, for assessment, examination, certification and accreditation of literacy programmes. The system will be applicable both for public as well as NGO/private sectors.
3. For formative assessment, L&NFBE Department shall develop IT based systems devised with PITB assistance, or IT service providers hired on competitive basis /need basis.
4. Assessment of non-formal education learning (NFEL) shall be made through routine manual protocols of L&NFBE Department field staff and centrally managed field assessors duly provided with requisite mobility allowance/means.
5. Elementary level NFEL's terminal examination will be encouraged to take PEC examination at grade V and VIII examination, and at secondary level through Board of Intermediate and Secondary Examination, and/or Technical Boards.
6. The Department shall develop adolescent and adult literacy tests/assessments and shall conduct itself or outsource to credible organizations. For programmes offered through public private partnership (PPP) models, Third Party Validations/Assessments shall be introduced in order to pay per successful student cost and to judge their learning levels as per standards devised by L&NFBE Department for the purpose.

5.6 Sports and Co-Curricular Activities

Co-curricular activities²³ have wide horizon to cater to the cultural, social, aesthetic development of student. In these activities, students assume responsible positions of leadership; students' spontaneous interests and immediate needs determine affiliations and experiences; and the teacher is often a mentor or guide rather than an instructor. The activities enhance and enrich the regular curriculum during normal school days. Currently, no such activity is being carried out at NFEIs, owing to non-availability of enough required space, and scarcity of time and other resources available to NFE teachers.

5.6.1 Policy Actions

1. L&NFBE Department shall promote co-curricular activities at NFES, Adolescent Centres, ALCs for physical and psychological development of NFE Students for inculcate healthy competition, attitudinal skills, character building, physical growth, moral values, creativity, etc.
2. Special funds shall be allocated to support co-curricular activities at NFEI.

²³ These includes sports, debate, art, music, drama, debate and discussion ,story writing competition, essay writing competition, art craft, recitation competition, folk songs, folk dance, flower show, school decoration, fancy dress competition ,preparation of chart & models, album making, photography, clay modelling, toy making ,basket making, organization of exhibitions, celebration of festivals & national days.



6

Implementation Framework



6. Implementation Framework

Implementation shall be the function of L&NFBE Department. Allocation of requisite financial resources to be caused from development and non-development budgets of GoPb and other appropriate sources including donors. Educational, operational, financial, administrative, procurement and human resource flows shall be in consonance with all vital considerations²⁴, economy of expenditure, ease of execution, compatibility with existing operational environment, on-ground efficacy, flexibility, inclusivity, protection of ideological borders of Pakistan and its society, all germane Laws, Rules & Regulations especially Rules of Business of L&NFBE Department and SOPs, manuals and other instructions of GoPb.

6.1 L&NFBE Department to Oversee Progress

A number of agencies will be involved in implementation, L&NFBE Department will be the central custodian of the all these efforts. 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 highest level of monitoring of implementation of the policy shall be by P&D Department. The Provincial Coordination Forum (as mentioned in the policy) shall be the highest body to oversee and guide literacy and NFE development in Punjab. Technical level teams, within the L&NFBE Department shall support the forum. The forum shall ensure full ownership of the policy by District Education Authority for smooth implementation of the policy actions related to the field formation. Internal, external (third party) and statutorily mandated audits of work flows and financial flows of L&NFBE Department shall regularly be conducted.

6.2 Role of Partners

6.2.1 Role of Community

The focus of the programmatic activities shall be learning together across generations. It refers to creating and providing local ownership so that families and communities could take charge of their own improvements, supporting each other for improving their lives. Intensive campaigns shall be designed and run at local levels, to achieve this end.

The community role shall further be augmented through promoting the concept of volunteerism and offering non-monetary incentives for engaging university students and community members for participating in NFE activities.

²⁴ Merit, equity, transparency and financial propriety in departmental operations



6.2.2 Local and National Partners

L&NFBE Department shall appropriately interact with all concerned Government Departments²⁵/ Organizations, Divisional/District Authorities and all other accredited and effectively contributing stakeholders for the requisite implementation operations as per standard operating procedures.

6.2.3 Donors and Development Partners

The effectiveness of a donor's assistance is affected by the nature of the institutional framework for its relations with the partner government and with other donors, and by its own internal rules and culture. A system for donor harmonization and improved coordination between development partners and L&NFBE Department shall be developed.

6.3 Policy as a Living Adaptable Document

In recent decades a tradition of time bound policy documents has been established. This contradicts the reality of education which is an ongoing and living process. To reflect this reality, provision has been made to revise it after when there is an emerging need. Such a review should be made, where a concern is raised, trigger an M&E report on the efficacy of the strategy, together with suggested next steps.

Therefore, the policy shall be subject to changes as and when ground realities demand review of specific area or areas discussed in the document. Time frames would be determined by the implementation plans and not by policy except where Pakistan/Punjab is committed to national/international agreements/commitments. The policy will be revised as per need identified through feedback from the key stakeholders including the field force of the Department.

²⁵ Like SED, Population Welfare, Labour and Human Resource, Local Government and Community Development, Women Development, Youth Affairs, Sports, Archaeology & Tourism, Social Welfare, Auqaf and Religious Affairs, Bait-ul-Maal.

Appendix 1. SGD 4

SGD 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

Following are the targets, timelines to achieve the targets and indicators to measure success of the targets, under the SGD 4.

| Targets | Indicators |
|---|--|
| 4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes | 4.1.1 Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex |
| 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 | 4.2.1 Proportion of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being, by sex |
| | 4.2.2 Participation rate in organized learning (one year before the official primary entry age), by sex |
| 4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university | 4.3.1 Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex |
| 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 | 4.4.1 Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill |
| 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 | 4.5.1 Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict-affected, as data become available) for all education indicators on this list that can be disaggregated |
| 4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy | 4.6.1 Percentage of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex |
| 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, | 4.7.1 Extent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in: (a) national |



| Targets | Indicators |
|---|---|
| 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 | education policies, (b) curricula, (c) teacher education and (d) student assessment |

Following are the means of implementation the targets under the SGD 4, and indicators to measure successful implementation process.

| Means of implementation | Indicators |
|---|--|
| 4.A. Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all | 4.A.1 Proportion of schools with access to: (a) electricity; (b) the Internet for pedagogical purposes; (c) computers for pedagogical purposes; (d) adapted infrastructure and materials for students with disabilities; (e) basic drinking water; (f) single-sex basic sanitation facilities; and (g) basic handwashing facilities (as per the WASH indicator definitions) |
| 4.B. 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 | 4.B.1 Volume of official development assistance flows for scholarships by sector and type of study |
| 4.C 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 | 4.C.1 Proportion of teachers in: (a) pre-primary; (b) primary; (c) lower secondary; and (d) upper secondary education who have received at least the minimum organized teacher training (e.g. pedagogical training) pre-service or in-service required for teaching at the relevant level in a given country |



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