Situation Analysis Report of NFE and Alternative Learning Pathways in Sindh

Base Document for Policy Development

June 2016

Executive Summary

Sindh has a literacy rate of 56% (women: 43%, and rural women 21%) and, according to one study (Alif Ailaan 2014), 51% of its school-age children, aged 5 to 16, are out-of-school. Article 25A of the Constitution compels the state to provide free and compulsory education for all children in the age group 5 to 16. Given the obligations of the consequent provincial legislation and the Sustainable Development Goals (SDGs), the current effort needs to be re-evaluated.

In addition to the legal requirements and official plans, the ground realities of the consequences of such large numbers of out-of-school children have to be considered. These include continued poverty and creation of social problems including providing opportunities for extremism to capture these children.

In recognition of this, the Sindh Education Sector Plan (SESP) 2014-18 recommends a policy on 'adult literacy and non-formal basic education' as a priority. This report is a step towards the preparation of such a policy. It has been produced under the overall leadership of the Directorate of Literacy and Non-formal Basic Education, with the assistance of Sindh Capacity Development Programme (SCDP) supported by USAID. The report is presented as a situation analysis in preparation for the ALP Policy of SED.

The issues and debates highlighted will provide the basis for a policy on alternative learning pathways. As used in this report, the term ALP covers non-formal education, youth and adult literacy, where non-formal education covers pre-primary, primary and post-primary levels. It has been prepared through consultations with a large number of stakeholders, including professionals in the sector and visits to NFE and adult literacy centres in slum areas of Karachi and the districts of Khairpur and Jacobabad. This report is to be seen as work in progress.

There are many reasons for development of a policy on NFE and alternative learning pathways. These include the challenges in the education sector, the Constitutional and international obligations and the benefits of the specific policies. Challenges that have emerged in the situation analysis can be categorised into two broad categories: overarching challenges of the education sector and specific problems of the NFE and adult literacy sub-sectors. The report recognises that the problem of out-of-school children and illiteracy arises from the inefficiencies in mainstream school systems. These inefficiencies result from weaknesses of the professional human resource in the sector, expansion of schooling and poor governance. These issues are also relevant to a policy on Alternative Learning Pathways, as the sector cannot be improved in isolation from the overall education sector. In addition to the above, demand side factors that owe to the socioeconomic situation of the populace also need to be considered. Evidence links poverty with out-of-school children, especially, for girls.

Given the structural problems of mainstream education it cannot alone achieve the goals of Article 25 A and 37 b of the Constitution and the needs of Sustainable Development Goal 4. A specialised policy on ALP is necessary.

Specific challenges of the ALP sector begin with lack of prioritisation. It has been on the margins of policy and reforms for decades. As a result, among other consequences, government institutions responsible for the sector have poor capacity. These include the Directorate of Literacy and NFE, and its field formations. They have limited personnel who do not have any specialised training or background in either adult literacy or non-formal

education. The district formations are headed by District Officer (DO) Literacy and supported by Deputy Director Literacy. At present, of the 25 districts, 18 do not have a regular DO Literacy. The position is being given to the officers in the mainstream education formation as additional charges. None of these offices have not been actively involved in operations for many years due to lack of resources and targets. Even with the limited set no professionals trained in details of adult learning processes and NFE are available. There is very little recognition of the need for specialised expertise in the field to guide and implement programmes targeting NFE and adult literacy. The concept of lifelong learning has been elusive and programmes in the past have emerged as discrete, project based and one off interventions. Local context and motivational requirements of adult learners have not been adequately covered.

Capacity issues are not limited to government organisations only. Over the years, ALP programmes have been delivered through non-government organisations as implementing partners in programmes funded by the provincial and federal governments, Sindh Education Foundation (SEF) and donor agencies. There are major quality gaps in most cases. The majority of centres are poorly and unevenly run and do not appear to produce the requisite capacity. Moreover, differentials exist in approaches and material used. The issue of limited number of implementing partners with requisite capacity was also highlighted by SEF, with its greater experience in outsourcing to non-state partners as a semi-autonomous body.

Part of the problem lies in the regulatory mechanism.. Amendments to the Sindh Public Private Partnership (PPP) Act 2010, in 2014/15, have enabled inclusion of 'services', but a framework to operationalise the relevant clauses is still in its initial phase. The PPP Node of the Sindh Education Department (SED) responsible for the framework and its eventual implementation remains sub-optimal, as a 'single person' operation. This is likely to improve with the recent approval of the Chief Minister's summary on the matter.

Other issues in the sector include the disconnect between ALP and other educational streams, representing a critical gap. These other streams include the regular school systems, as well as, technical and vocational education. At present, mainstream education has been the sole focus of organisations responsible for quality products like the newly formed Curriculum Wing, Sindh Textbook Board, Bureau of Curriculum (BoC) (now known as the Directorate of Curriculum, Assessment and Research (DCAR)), Provincial Education Assessment Centre (PEAC), Sindh Teachers' Education Development Authority (STEDA) and the Provincial Institute of Teacher Education (PIITE). The gap for provision of quality products for NFE and adult literacy has been filled through a diverse set of options with no standardisation. Information gaps such as lack of data, sensitivity to the socioeconomic diversity within the province and variations across learners also require consideration if an effective policy is to be developed.

Historically, the term non-formal basic education has been used to indicate coverage only of primary education. After the 18th Amendment, and given the ground realities of higher number of out-of-school children in the post primary level, the scope needs to be re-considered as must the ambitions of SDG 4 and its targets 4.1, 4.2 and 4.4.

As the discussion on policy begins to emerge, a few issues will be critical to address. Firstly, the matter of creating common ground on terminologies and definitions of important terms like mainstreaming, dropouts, catch-up/bridge programmes, alternative learning pathways, non-formal basic education and adult and youth literacy. Challenges of quality, delivery, planning, financing and political awareness also require a coherent response and adequate space in the policy. In terms of quality, the questions of curriculum, learning materials, teacher preparation,

pedagogy and assessment are central. For delivery and financing, capacity of the Directorate of Literacy and Non-formal Education will be important, as, even for outsourcing to partners, a base level of in-house capacity is essential. Though critical and central, the capacity of the Directorate alone will not be sufficient for effective implementation. Given the linkages with mainstream education, capacity of other organisations like the Curriculum Wing, Directorate of Curriculum, Assessment and Research, Sindh Textbook Board and Directorate of Schools etc. will also need to be enhanced to address the needs of the entire stream of non-formal education and literacy within a lifelong learning spectrum. The organic links between mainstream education and ALPs will have to be recognised, and responded to, within the policy and its implementation framework. This level of rigor is critical to the landscape of ALPs with many vibrant possibilities and opportunities emerging for the sector.

Most importantly, an effective regulatory framework for operationalisation of a standardised Public-Private Partnership model will have to be developed, with a well-established management information system (MIS) to capture the efforts and track targets and outcomes for various age groups. The framework will cater to financing as well as quality of delivery. Finally, bureaucratic and political awareness, will and ownership will be vital to bridging chronic gaps between policy and implementation. While the areas mentioned do not exhaust the scope of the final policy document, they highlight some of the core issues.

List of Acronyms

ALP	Alternative Learning Pathways
Alternative Learning Pathways	
ASER	Annual Status of Education Report
Annual Status of Education Report	
BECS	Basic Education Community Schools
BISE	Board of Intermediate and Secondary Education
BISP	Benazir Income Support Programme
BOC	Bureau of Curriculum
CW	Curriculum Wing
DCAR	Directorate of Curriculum Assessment and Research
DLNFBE	Directorate of Literacy and Non-formal Basic Education
DOS	Directorate of School
ECCE	Early childhood Care and Education
EFA	Education for All
EMO	Education Management Organisation
Education Management Organisation	
EU	European Union
GPE	Global Partnership for Education
IAEG	Inter-Agency Experts Group
IRC	Indus Resource Centre
JICA	Japan International Cooperation Agency
Japan International Cooperation	
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
NCHD	National Commission for Human Development
NEF	National Education Foundation
NER	Net Enrolment Rate
NFBE	Non-formal Basic Education
Non-formable Basic Education	
NIPS	National Institute of Population Studies
OOSC	Out-of-school Children
PFF	Pakistan Fisher folk Forum
PILER	Pakistan Institute of Labour Education & Research
PITE	Provincial Institute of Teacher Education
PPP	Public Private Partnership
PSLM	Pakistan Social and Living Standards Measurement
RSU	Reform Support Unit

SBEP	Sindh Basic Education Programme
Sindh Basic Education Programme	
SCC	Sindh Curriculum Council
SCDP	Sindh Capacity Development Project
Sindh Capacity Development Programme	
SDG	Sustainable Development Goals
Sustainable Development Goals	
SED	Sindh Education Department
Education and Literacy Department	
SEF	Sindh Education Foundation
SEMIS	Sindh Education Management Information System
SESP	Sindh Education Sector Plan
Sindh Education Sector Plan	
SPO	Strengthening Participatory Organization
SRP	Sindh Reading Project
STBB	Sindh Textbook Board
STEDA	Sindh Teacher Education Development Authority
STEVTA	Sindh Technical Education Vocational Training Authority
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UNESCO Institute of Statistics	
UNICEF	United Nations Children's Emergency Fund
USAID	United States Agency for International Development
WB	World Bank

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1 Introduction

The Government of Sindh recognises that holistic education reform cannot be undertaken, and sustained, unless focused efforts are made to eradicate illiteracy and also ensure that no child is left without an opportunity to complete school. At present the province has almost 51% out of school children of ages 5 to 16 and a low adult literacy rate of 56%. Sindh Education Sector Plan 2014-18[1] recommended a policy on Non-formal basic education and adult literacy. The recommendation reflects recognition of the massive challenge of out-of-school children and poor literacy among adults, especially, youth. The need is also driven by the requirements of Articles 25A and 37 (b) of the Constitution the Islamic Republic of Pakistan, the subsequent Sindh Right to Education Act 2014, and now Goal 4 of the Sustainable Development Goals (SDG)[2].

This report lays the basis for an eventual policy on Non-formal education and alternate learning pathways. It analyses the current state of affairs, highlights critical areas that will need to be addressed in the Policy and raises critical questions. In the next stage, through discussions with the Task Force established in 2015 for NFBE/Literacy in Sindh and other stakeholders, a policy document will be prepared. Experts, professionals, civil society and other key stakeholders will be involved in the consultations at provincial and district levels.

This, pre-policy, Situation Analysis Report has also been prepared through consultations with various government officials across School Education Department, development partners, implementers and academia, visits to the field and review of international and national documents. Field visits included the slum areas of the megacity of Karachi and the districts of Khairpur and Jacobabad. This was done to develop a perspective encompassing the diversity on ground.

The scope of analysis, and the consequent policy, is not limited to simple acquisition of reading and writing ability for the illiterate. The concept of relevance of type of literacy to an ever changing environment has also been captured and introduced as 'lifelong education'. Essentially, NFE for children and alternate learning pathways are sub-sets of a lifelong education approach. The issue of exact terminologies will be settled in the final policy document. This report uses the term Non-formal education, non-formal basic education and alternative learning pathways. The terms Non-formal education and alternative learning pathways have been used interchangeably as inclusive of non-formal basic education, adult literacy and continued lifelong education. NFBE specifically refers to education of out of school children in non-formal schools.

The School Education Department (SED), of the Government of Sindh initiated the task with the assistance of Sindh Capacity Development Project (SCDP), funded by the United States Agency for International Development (USAID), through its Directorate of Literacy and Non-Formal Basic Education as the lead agency. SCDP is a constituent part of the Sindh Basic Education Program (SBEP).

 The report has been divided into four sections inclusive of the introduction.

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[1] http://www.sindheducation.gov.pk/Contents/Menu/Final%20SESP.pdf
[2] http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E

The second section explains the Rationale for a specific policy on NFBE and adult literacy. It describes the scale of the problem through data and outlines the constitutional and statutory obligations as well as the international commitments under the SDGs.

The third section describes the current institutional set up for education in Sindh. This is followed by a discussion of challenges in NFBE and Adult Literacy, highlighting some of the issues in the current service delivery in chapter 4.

The concluding section raises issues that will need to be addressed in articulation of the policy. The list is not exhaustive but a preliminary one, wherein, critical questions have been included to be addressed through the policy development process.

2 Rationale:

Sindh faces the challenges of large number of out of school children and low levels of literacy. Both have a strong correlation with poverty (socio-economic development). Over the last decade and a half three sub-sectors in education have been on the margins of education service delivery: pre-primary education, out-of-school children of school-going age and illiterate youth and adults. Sindh, like the rest of the country, has followed a similar route. More recently, though these areas have received some additional attention in policies and plans in provinces.

Part of the reason for neglect has been the interpretation of, and response to, the targets of Education for All (EFA) and Millennium Development Goals (MDGs). These were seen only as access-related targets, to be achieved, primarily, through formal schools with greater enrolment in existing and/or new ones. Although EFA had quality related indicators these were not prioritised. Overall Pakistan failed to achieve targets of both MDGs and EFA.

The ambition of MDG 2 was limited to access, resulting in perhaps a greater number of school spaces with little or no emphasis on learning, adult literacy and only an indirect effort to target out-of-school children, especially the most vulnerable.

There has now been a shift in the approach at, both, domestic and global levels. Internationally, the Sustainable Development Goals (SDGs) emphasise quality very explicitly to counter the more implicit presence in the EFA mandate. Targets for SDG 4 (7 targets and 3 means of implementation) cater significantly to needs of out-of-school children and adult literacy through a lifelong learning continuum.

Poor educational outcomes result from a weak mainstream education system and vulnerability caused by poverty that raises opportunity costs of continuing education. However, the solution to the resultant problem cannot be found in formal school alones. Targeted, and specialised, non-formal education options for out of school children and illiterate adults are essential. Sindh has a literacy rate of 56% (women: 43% and rural women 21%) and according to one study (Alif Ailaan 2014) 51 per cent of its school age children of 5 to 16 are out of school. Low adult literacy rates result from large number of out of school children: a continuum of the same set of problems. Given the scale more focused attention is required on these issues than the past even as a concomitant improvement in formal schools is necessary.

A rigorous effort is needed to target out of school children and illiteracy among adults to enable the province to meet the Constitutional requirements and Government's ambitions of enhanced welfare for the people. Universal school education cannot be achieved in a short time without adequate improvements in adult literacy, especially, youth literacy and targeted programmes for out of school children.

This chapter presents the case for need of such a policy. It looks at the challenge, constitutional and international obligations and the benefits of a mainstream policy for NFE.

2.1 The Challenge of Out-of-school Children

According to a report by Alif Ailaan[3], 51% of school-age children in Sindh are not in schools. The report uses projections from the National Institute of Population Studies and data from the National Education Management Information System (NEMIS) and Pakistan Social and Living Standards Measurement Survey. Table 2.1 shows an inter-provincial comparison of OOSC.

Table 2.1: Out-of-school Children in the Provinces		
Province	Percentage	Absolute Number (millions)
Punjab	47%	13.099
Sindh	51.1%	6.197
Khyberpakhtukhwa	34.4%	2.459
Balochistan	66.1%	1.776
Source: Alif Ailaan. 2014. 25 million broken promises: the crisis of Pakistan's out-of-school children		

Sindh accounts for 25% of all out of children in Pakistan, for age group 5 to 16, adding up to a total of 6.1 million. Enrolment in schools managed by the School Education Department (SED) of Sindh is 4.5 million[4].

The report does not give a level-wise breakup for Sindh but provides the same at the national level. It will be safe to assume that the patterns would be similar for Sindh too. Table 2.2 gives the level-wise distribution of OOSC across the country.

Table 2.2: Level-Wise Out-of-school Children in Pakistan		
Level	Age	Percentage Out-of-school
Primary	5-9	22.5%
Middle	10-12	52%
Secondary	13-14	66.7%
Higher Secondary	15-16	84.8%
Source: Alif Ailaan. 2014. 25 million broken promises: the crisis of Pakistan's out-of-school children		

At higher ages the number of out-of-school children increases. This depends on a number of factors discussed variously in many documents[5]. This report , posits the lack of facilities and meaningful education as a very central cause that needs to be addressed. Demand side factors, like community approaches though critical are ,more often than not, grounded in the reality of the services provided by the state and resultant expectations built over decades.

In terms of a situation analysis, it is important to note that within the limited provision of NFBE options for out-of-school children, especially, girls of post-primary ages are the most neglected. Structurally, these are the most vulnerable out-of-school children. According a Report by UNICEF[6], in Pakistan, the variables of poverty, geography and gender predict higher number of out-of

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[3] Alif Ailaan. 2014. 25 million broken promises: the crisis of Pakistan's out-of-school children. Islamabad: Alif Ailaan. x+70 pp.

[4] "Pakistan Education Statistics 2014-15", NEMIS, AEPAM, Ministry of Federal Education and Professional Training, Government of Pakistan, January 2016.

[5] PSLM and ASER are examples of documents that point to reasons for children dropping out of school.

[6] Global Initiative on Out-of-school Children, A Regional Study on South Asia, ', UNICEF, January 2014.

2.2   Adult Literacy

Adult literacy efforts, especially, those that target youth, function as recovery work to redress failure of the school system. Sindh has failed to acquire adequate literacy rates. Table 2.3 shows an overall literacy rate of 56% only for population of 10 plus age, skewed sharply by the indicators of the megacity of Karachi, and actually highly depleted in rural areas, with large gender differentials.

Table 2.3: Literacy Rates in Sindh for 10 Plus							
	Rural			Urban			
	Male	Female	Total	Male	Female	Total	Overall
Literacy Rates	53	21	37	80	63	72	56
	Source: Pakistan Social and Living Standards Measurement Survey 2013-14						

The worst results are for rural females (21%). The rural male figure is 10 points below urban female: 53% and 63%, respectively. The situation clearly underlines the need for taking up this neglected sub-sector on an urgent basis. Overall goals in education will be delayed if adult literacy continues to be a low priority for the education sector.

2.3   The Poverty Threat

 Low literacy rates have a strong positive correlation with poverty. Poor socio-economic indicators are both a cause and effect of low literacy rates. Parents from poor families have a lower incentive to send children to school and even lesser to retain them once they cross primary levels. Poverty increases the opportunity cost as these children are seen as earning hands.

Box 2.1: State of Multidimensional Poverty

The headcount ratio (H) of multidimensional poverty in Pakistan is 38.8 percent. In Sindh overall, it is 43.1% (75.5% in rural areas and 10.6% in urban areas of Sindh). The district-wise multidimensional poverty in seven target districts Sindh Basic Education Program is highest in Kashmore (74.9%) and lowest in Sukkur (39.5%), as is evident from the following:

1. Dadu   51.4%
2. Jacobabad   71.3%
3. Kamber Shahdad kot 72.0%
4. Kashmore   74.9%
5. Khairpur   51.6%
6. Larkana   42.0%
7. Sukkur   39.5%

Source:http://www.pk.undp.org/content/pakistan/en/home/library/hiv_aids/Multidimensional-Poverty-in-Pakistan.html

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Table 2.4 below shows a clear relationship between weak education indicators, poverty and inequality. For each of the indicators the value for the highest or 5th income quintile is at least double in rural areas and, also, for urban areas barring middle net enrolment rate (NER) .

Table 2.4: Education Indicators for the Highest and Lowest Income Quintiles in Sindh								
	NER Primary		NER Middle		NER Secondary		Literacy 10+	
	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban
1st Quintile	32	28	7	21	3	7	27	44
5th Quintile	68	81	17	35	12	23	65	86
Source: Pakistan Social and Living Measurements Survey 2013-14								

In case of literacy rates both rural at 27 % and urban at 44% for the poorest quintile income group ,are below the provincial rate. Low parental literacy rate has a strong correlation with poor schooling outcomes for children. The latter ensures continued poverty.

Poverty and low literacy suppresses growth of other indicators that add to vulnerability. Table 2.5 shows the state of children's health indicators, a direct outcome of poverty. It reveals an infant mortality of 82 per thousand live births and an under 5 mortality of 104 per thousand live births. Underweight and stunting prevalence are also high in Sindh.

Table 2.5: Key Indicators of Child Health and Well Being in Sindh	
Indicator	**Value**
Infant Mortality	82
Under 5 Mortality	104
Underweight Prevalence	
Moderate to Severe	42
Severe	17
Stunting Prevalence	
Moderate to Severe	48
Severe	24.4
Multiple Indicators Cluster Survey (MICS) Sindh 2014	

Underweight and stunted growth creates serious issues for the child's future abilities including the capacity to learn. Conscious policies and actions to offset poverty and vulnerability including extension of social safety nets help children complete their education successfully, which leads to reduction of poverty itself. They reinforce each other. Enhancement of literacy and reduction of out of school children are not only requirements of the education sector but also central to sustainable poverty reduction.

The recently released multidimensional poverty index (MPI) for Pakistan, shows that Sindh's MPI share was 43 percent compared to 73 percent in Balochistan and FATA, 49 percent in KP and 31 percent in Punjab. There are however, acute variations across districts. Karachi has 10.6 percent multidimensional poverty and Umerkot has the highest at 84% along with Tharparkar and Thatta. Deprivation in education constitutes the largest share of MPI or 43 percent, followed by living standards, contributing nearly 32 percent and health 26 percent. The report also found that decrease in multidimensional poverty was slowest in Balochistan, while poverty

levels had actually increased in several districts in Balochistan and Sindh during the past decade (UNDP 2016)[7]

Most of the socio-economic problems continue to augment as large number of children emain outside schools - generation after generation. Poverty gets exacerbated, population explosion continues with poor health awareness and services, and, most significantly, threats like crime and even extremism use this as an opportunity. Children without schools can be recruited into more radical programmes. Getting these out-of-school children into schools is as much a part of socioeconomic development as it is an important aspect of counter-extremism strategy. While this alone will not resolve the problem, it will help assuage the risks.

2.4 Requirements of Article 25 A

The requirements of Article 25A of the Constitution of the Islamic Republic of Pakistan have made Non-formal basic education (NFBE) a central imperative of the drive for getting all children into school at accelerated rates. This implies that the sector cannot remain on the margins of education policy, planning and implementation process.

The Article calls for free and compulsory education for all children of ages 5 to 16 and mandates it as a fundamental right. The "Sindh Right of Children to Free and Compulsory Education Act, 2013", passed in pursuance of the said Article, provides the necessary law for implementation of the fundamental right.

	Table 2.6: Indicators for Article 25A in SIndh				
	Indicator	**Boys**	Girls	**Overall**	**Target**
1	NER Primary 6-10 years (excluding Kachi)	67	54	56	≈100
2	NER Middle (11-13)	37	30	29	≈100
3	NER Secondary (14-15)	29	20	18	≈100
4	Survival Rate Primary	46	45	45.6	≈100
5	Survival Rate Middle	90	87	89	≈100
6	Survival Rate Secondary	93	85	90	≈100
7	Transition Rate Kachi to Primary (Grade-1)	122	100	112	≈100
8	Transition Rate Primary to Middle	61	56	59	≈100
9	Transition Rate Middle to Secondary	101	78	90.5	≈100
10	Transition Rate Secondary to Higher	32	23	28	≈100

Source: PSLM 2013 14 and Sindh Education Management Information System (multi-years)

Table 2.6 shows the current and required values of indicators to meet the targets of Article 25A. The current values of all these indicators show a high percentage of out of school children for ages 5 to 16. This gap cannot be overcome, in the short to medium term, through

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[7] *http://www.pk.undp.org/content/pakistan/en/home/presscenter/pressreleases/2016/06/20/pakistan-s-new-poverty-index-reveals-that-4-out-of-10-pakistanis-live-in-multidimensional-poverty.html*

improvements in the existing school structures alone. The Government of Sindh recognises the importance of the latter but also realises that without a strong and effective programme of non-formal education, youth and adult literacy the targets will remain elusive.

2.5   Article 37 b of the Constitution

Article 37 b of the Constitution states "remove illiteracy and provide free and compulsory secondary education within minimum possible period". This has been placed under the head of "Promotion of Social Justice and Eradication of Social Evils". Given the low literacy rates in the province a need for specialised interventions to enhance adult (and youth) literacy also necessitate a separate set of policy interventions.

2.6   Sustainable Development Goals

The unfinished agenda of the Millennium Development Goals (MDGs) led the global community to craft the 17 Sustainable Development Goals (SDGs) 2030. The fourth goal of SDGs exclusively calls on member countries to:.

"Ensure inclusive and equitable quality education for all and promote lifelong learning opportunities for all"

Compared to MDGs (2 and 3), and EFA goals, SDG 4 emphasises quality education more directly along with the importance of equity through inclusiveness and lifelong learning. All seven targets of the SDG (annex) are linked to the NFE segments to provide options for children, youth and adults within both formal and non-formal delivery systems. Out of school children and adults without literacy need to be included through officially supported platforms. The Government of Sindh is fully cognizant of these groups to whom opportunities must be provided.

The goal indicates the need to include ALL. The specific targets for SDG 4 are 7, with 3 means of implementation reproduced below[8]:

4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and Goal-4 effective learning outcomes

4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and preprimary education so that they are ready for primary education

4.3 *By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university*

4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship

4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations

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[8] Inter-agency Expert Group (IAEG) on SDG Indicators has been formed to develop and finalise an indicators' framework for SDGs. Its work continues with the third meeting schedule in Mexico City from 30th March to 1st April 2016: source : http://unstats.un.org/sdgs/iaeg-sdgs/ accessed on 29th March 2016.

4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy

4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development

Means of Implementation of SDG

4.8 Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, nonviolent, inclusive and effective learning environments for all

4.9 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

4.10 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

Five of the seven targets highlighted clearly show the need for youth and adult literacy, whilst two - 4.1 and 4.2 - deal with ECCE, primary and secondary education. The achievement of target 4.1 will not be possible by 2030 without an accelerated effort to mainstream, and eventually minimise, the number of out-of-school children.

2.7   Sindh Education Sector Plan (SESP) 2014-2018

In recognition of the urgent need, the Sindh Education Sector Plan (SESP) 2014-18 recommends a policy on 'adult literacy and non-formal basic education' as a priority framed within the broader notion of "Alternative Learning Pathways" (ALP). In addition to the legal requirements and official plans the ground realities of the consequences of such large numbers of out of school children have to be considered.

2.8   Benefits of Adult Literacy and Education

Karachi the provincial capital of Sindh, contributes the most to the economic progress of Pakistan. Sindh can maintain and/or boost its economic growth only if government, irrespective of previous schooling status of individuals-provides continuous lifelong learning opportunities to all. In the case of Pakistan, and Sindh, children and youth engagement in education and skills development becomes imperative because of the greater inherent risks than just poverty. Social cohesion in a diverse society calls for greater inclusiveness with respect to gender, poverty, ethnicity, faith and poverty: the lesser the chances for young adults in society for exploitation by more divisive agendas. A strong, and successful, youth/adult literacy programme will support the resilience of the individual, and society, in a number of ways including economic growth. Some of the more multi-dimensional direct benefits are:

1. Self Esteem and empowerment

Literate persons have a higher self-esteem and, with the ability to read, empowerment. The latter is especially true of women. The more education they receive the greater say they have in the household and community.

2. Political Participation and Democracy

The quality of participation increases with lower chances of exploitation. This strengthens pluralism and democracy.

3. Social Benefits

A number of social benefits also arise from greater literacy. These benefits arise in a number of areas.

    a. Health

Literate persons are more responsive to healthcare programmes: both preventive and curative. It is also easier to create awareness on health issues as they can read published material on various health matters.

    b. Education

Literate parents can participate more in the education of their children. They can provide support at home, become more active members of school management and also assist the child in reading other material. One of the problems teachers complain of is the complete disinterest of parents in school work of their children.

    c. Reproductive behaviour

Literacy improves reproductive behaviour and decision making on family size. Partly this is owed to greater empowerment of the female but also better awareness of the importance of the number of children and methods of contraception.

    d. Gender equality

Literacy provides greater 'voice and choice' to the females at the level of household, personal, community and workplace affairs. The benefits of this dimension are inter-generational as proven by research globally.

    e. Social Cohesion

Social cohesion can improve through greater education of society. Fewer out of school children, youth and adults and greater literacy can add values provided the type of education improves targets of inclusiveness.

4. Economic Benefits

Literacy provides a medium for skill enhancement of individuals. Not only can they be provided skill based trainings in their adult literacy programmes they can benefit more from written material on skill enhancement and also avail other opportunities. This increase in productivity of the individual sums up into economic benefits for society and the country.

2.9   Importance of Lifelong Learning

There is a rapidly changing environment in the world with accelerated progress in the areas of technology, means of production, communications and healthcare. The demographics are rapidly changing globally due to longevity, and learning is a recurrent need across all economic groups. Both the literate and the illiterate need continuous engagement with learning and re-learning to adjust to, and benefit from, the ever changing environment, 'a world we cannot imagine'. For individuals and groups who are illiterate and poor the gap is even wider. Modern technology on the one hand increases the gap between the environmental needs and limitations of an illiterate person. On the other, use of technology continues to spread positively and at lower costs without discrimination including the illiterate through mobile telephones and their varied functions and television. It provides a tremendous opportunity to make literacy programmes relevant to everyday life of learners. .

However, the need for learning is not limited to technology only, social and political changes, economic opportunities and overall development require lifelong learning.

2.10   Conclusion

Despite the seriousness of the situation, interventions for out of school children, youth and adult illiterates have historically been on the margins of policy, planning, resources and implementation. This remains true of not just Sindh but also the rest of Pakistan. It has neither been a consistent part of the education effort nor poverty reduction strategies. Piecemeal projects funded by government and donors alike have dominated the sector. Some exceptions include federally managed National Education Foundation (NEF) and Basic Education for Community Support (BECS). These represent some of the more persistent efforts over the past decade but remain outside the provincial planning systems Even these have not been scaled up to the requisite levels. Another important institutional presence across the country funded by the federal government has been that of the National Commission for Human Development (NCHD), however reduction in activity budgets in recent years, has restricted its operations; substantial personnel of NCHD remain in place on public sector payroll. The federally funded and managed entities including Benazir Income Support Program (BISP) with an impressive and growing portfolio of social safety nets present in Sindh are rarely integrated in mainstream planning and implementation strategies and/or frameworks.

Symptomatic of marginalisation throughout the country, both NFE and adult literacy have been neglected areas in Sindh until now. The Directorate of Literacy and Non-formal Education at the Sindh Education Department (SED), Government of Sindh was set up to assist implementation of the Education for All (EFA) agenda endorsed in Dakar by Pakistan in 2002. The Directorate has not been systematically strengthened to undertake the task. Most of the work in the domain has been through federal and limited donor funds operationalized through small projects. The importance of the Directorate has been underestimated as central to successful NFE and adult literacy interventions for achievement of major education goals. These goals have to be seen, primarily to meet the imperatives of Article 25A of the Constitution of the Islamic Republic of Pakistan along with Goal 4 of the Sustainable Development Goals (SDGs) as this sub-sector allows greatest possibilities for holistic multi-sectoral linkages for poverty reduction.

3   Institutional Set Up of Education

School Education Department oversees elementary, secondary and higher secondary education in Sindh. It is the largest institutional set up in the province in terms of number of human resources managed. The sector has been broken into various Directorates for service delivery, the organisations responsible for quality products and the secretariat. The institutional set up has been amended in recent years in response to the 18th Constitutional Amendment, which has shifted policy, curriculum and standards to the provincial domain after having been with the federal government for more than thirty years. The set up, especially, to manage quality products and assurance is in a process of transition as the Sindh Assembly has passed new laws to help effective implementation of the devolved mandate and the requirements of Article 25A. This chapter outlines the institutional set up of the province, the new laws and positioning of the Literacy and NFBE Directorate (and sector) within the emergent set up.

3.1   The Conceptual Framework for Institutions

Institutions in the education sector are broadly of three types: the overall secretariat, service delivery structures and quality production and assurance organisations. The secretariat, headed by Secretary Education, has responsibility for overall policy, management, planning and guidance. Quality production and assurance organisations provide quality standards, support for monitoring and evaluation, and services like curriculum, textbooks, standards, teacher preparation, support and assessments. The Directorate of Schools and its district units are facilitators of these services and have responsibility for direct provision of education to children in the districts. They manage schools, teachers and the teaching-learning process in classrooms.

Figure 3.1: Core Organizational Layers & Autonomous Bodies of ELD
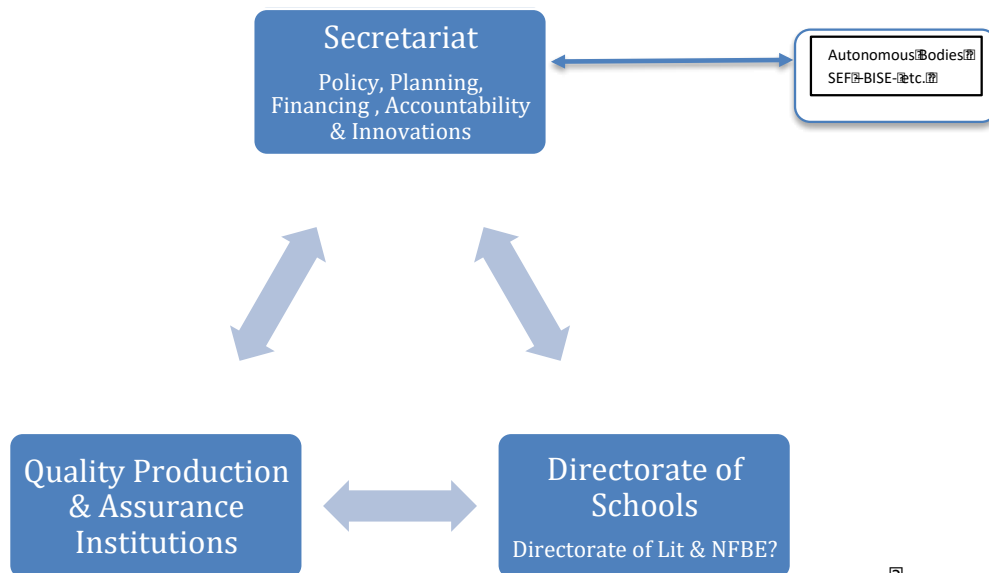
When it comes to the Directorate of Literacy and NFBE (discussed in detail later), disconnect clearly exists with the regular suppliers of quality products and services. It functions on the margins of and in parallel to the mainstream, both at the provincial and district levels.

3.2   Important Recent Legislations

In the last 4 years, the legal structure of Sindh's education has undergone some transformation. Three new laws, in particular, have been promulgated in response to the 18th Constitutional Amendment and the requirements of quality in modern education. The two more recent ones are:

  i.   Sindh Right of Children to Free and Compulsory Education Act 2013
 ii.   Sindh School Education Standards and Curriculum Act 2014

3.2.1   Right to Education Act 2013[9]

This law has been a response to the needs of Article 25A of the Constitution that calls for free and compulsory education for all children between the ages of 5 and 16. It is a comprehensive legislation that covers both the objectives of the law (articles 1 and 3), as well as some details of the implementation process. It defines free education as follows:

'*"free education" means education free of any education related costs including expenditure on text books, stationary, schoolbags, and uniform;'*

The details do not cover specific responses to out-of-school children who cannot be directly admitted to regular schools. In short, provision of Non-Formal Basic Education, though not excluded, is not directly mentioned in the law. However, the same has been included in rules being developed for promulgation of the law.

The law calls for elimination of corporal punishment, prescribes duties of teachers, roles of school management committees and curriculum and evaluation needs. All of these were missing from previous legislation. The law calls for 'good quality education subscribing to prescribed standards'.

The law does not define quality education itself but creates the legal need for quality and prescription of standards. The term quality education has been more clearly defined in the second of the two pieces of legislation: The Sindh School Education Standards and Curriculum Act 2014. The Inter-Provincial Education Minister's Conference, hence, in February 2016, has approved a National Standards Document that provides the framework for the province to unfold the parameters and definition of quality.

3.2.2   Curriculum and Standards Act 2014

This is a very lucid and comprehensive legislation, which directly enables a number of quality assurance and control mechanisms in the education sector. It also re-organises the institutions delivering quality and establishes a clear demarcation of roles and responsibilities across each.

The law defines quality education as follows:

"education which enables all learners to reach their potential in terms of cognitive, psychomotor, social, emotional, critical, creative and problem solving approach"

This has been a missing component in all previous legislation across the country.

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[9] Sindh Right of Children to Free and Compulsory Education Act 2013

The law creates the following institutions:

i.   Sindh Curriculum Council (SCC)
ii. Curriculum Wing (CW) of the School Education Department (SED)

In addition to the above it re-designates the Bureau of Curriculum and Extension Wing as the Directorate of Curriculum, Assessment and Research (DCAR) while also giving it a new mandate. The law also redefines the role of the Provincial Institute of Teacher Education (PITE).

3.2.3   STEDA Act

The third critical law was passed earlier in 2012. It is called the Sindh Teacher Education Development Authority (STEDA) Act 2012 which led to the formation of the Sindh Teacher Education Development Authority (STEDA), described below. Set up under the Sindh Teachers Education Development Authority Act 2012, STEDA has the mandate for setting standards for teacher education institutions. These include both pre-service teacher education in both private and public sector institutions and in-service training. To implement the standards the authority can, under law, accredit these institutions and develop a process for certification of teachers. Interviews with officials of the Authority revealed that they are currently working on development of three processes:

i.   Licensing of teachers
ii.   Quality Assurance
iii. Continuous Professional Development

Additionally, work on a Teacher Education Management Information System (TEMIS) has also been envisaged. As a new organisation, the Authority faces a number of challenges including finding qualified human resource. Four years down the line, its processes are still at a nascent stage and will require more time before they can be applied. The current scope of work does not include the NFE and adult literacy sectors. However, the STEDA law does not exclude it from the sector and the Authority may have to support quality assurance guidelines for the training cadre, training manuals and support centres for ALPs, sub-sectors and service providers.

3.3   Quality Product /Services Suppliers

As described above, there are a number of quality product suppliers in the education sector. These are professional organisations focused on different inputs into quality education responsible variously for aspects of curriculum, standards, teacher education, textbooks and learning material, assessments and research. Their roles and responsibilities have been explained in the sections below.

3.3.1   Sindh Curriculum Council

The Curriculum Council is the highest body to oversee quality of education being delivered. It specifically advises on issues of curriculum, standards and research. The advice is not limited to development but also implementation and feedback. It has the mandate to review the performance and future plans of the relevant education agencies.

The Council is headed by the Minister for Education who is the chairperson of the Council. The Secretary of SED acts as Vice Chairperson. Composition of the remaining Council is as follows:

Table 3.1: Composition of the Sindh Curriculum Council		
1	Chairperson of Standing Committee on Education of the Sindh Assembly	Member
2	Chairperson Sindh Textbook Board	Member
3	Director of Curriculum, Assessment and Research	Member
4	Director General PITE	Member
5	Executive Director STEDA	Member
6	One Chairperson of the Examination Boards	Member
7	Dean Faculty of Education, University of Sindh	Member
8	Chief Programme Manager, RSU	Member
9	Two Directors of School Education	Member
10	One Expert on Curriculum, Textbook and Assessments	Member
11	One Representative from the Corporate Sector	Member
12	One Representative from private school management	Member
13	One Representative from an NGO working in Education	Member
14	Serving Teachers (Two head teachers and two teachers)	Member
15	Head Curriculum Wing	Member/Secretary

Head of Curriculum Wing functions as the Secretary of the Council.

3.3.2   Curriculum Wing

A curriculum Wing has been created under the Sindh School Education and Standards Act 2014. The Wing develops policies on curriculum, textbooks and learning material, and assessments. It reports to the School Education Department and works closely with the relevant organisations that deal with curriculum, textbooks and learning material, and assessments. The Wing has been given a wide mandate for not only developing policies about also to provide guidelines on 'periodical review, evaluation and revision of curriculum and instructional material'.

The Wing will certify curriculum, textbooks and learning material and establish a coordination mechanism among institutions.

However, the CW is a very lean, under-resourced, nascent institution with very few personnel and systems in place, awaiting approval for key personnel and budgetary support.

3.3.3   Sindh Textbook Board

Sindh Textbook Board (STBB) was formed in 1971. It has the mandate of development of textbooks for grades I-XII. The Board has an institutional history of almost 50 years. It does face some of the typical issues prevalent in textbook boards in other provinces. These include absence of a professional development process and clearly defined quality standards. The latter problem will, hopefully, be removed through the newly passed law on standards and

curriculum. In the past, the Board has prepared material for adult literacy for specific projects but not for NFBE. However, some of the centres visited were using textbooks prepared by STBB.

3.3.4 Directorate of Curriculum, Assessment and Research

Sindh School Education and Standards Act 2014 has re-designated the older Bureau of Curriculum (BOC) as the Directorate of Curriculum, Assessment and Research (DCAR) and also redefined its mandate. The Directorate has responsibility for development of standards and curriculum, conducting of achievement tests for grades 3, 5 and 8, and to 'promote continuous assessment of students learning across all school levels'. The Provincial Education Assessment Centre works under the Directorate of CAR. The latter also has the responsibility for evaluation of the curriculum and its implementation in close collaboration with the Directorates of School and the Sindh Textbook Board. Its mandate makes the Directorate a very critical player for provision of quality education in the province. It has not yet fully transitioned into its new role, especially, with reference to standards. The officers of the Directorate, when interviewed, agreed that they had a role in all the subsectors for ALP. To date, there has been no institutional involvement in the sector.

3.3.5 Provincial Institute of Teachers Education

PITE was established in the mid 1990s as an apex body for teacher training in Shaheed Benazirabad (then called Nawabshah). It has traditionally had the mandate for in-service teacher training, shared with the Bureau of Curriculum. The law provides it with the role of academic supervision of pre-service teacher education programme. The institutions with the mandate for pre-service teacher education were previously functioning under the erstwhile BOC. These are now administratively directly under the control of the SED while the academic supervision now lies with PITE.

The Institution has also been given the mandate for 'continuous professional development or in-service training' of teachers in liaison with STEDA. As the term denotes, it is a dynamic, on going process, as against the one-off, project based in-service teacher training conducted in the past.

3.3.6 Boards of Intermediate and Secondary Education

There are 8 examination boards for secondary and post-secondary levels in the province. These include the Boards of Intermediate and Secondary Education for Hyderabad, Sukkur, Larkana, Mirpurkhas and Benazirabad. In addition to these, Karachi has a separate Board each for secondary and higher secondary levels. A Board of Technical Education also functions from Karachi. These boards function as autonomous bodies. Any bridge or catch-up programmes for OOSC, in post-primary or upper secondary levels, will have to be formally engaged with BISE or the Board of Technical Education.

3.4   Education Delivery Organisations

There are three education delivery organisations: the Directorate of Schools, the Directorate of Private Education and the Directorate of Literacy and Non-Formal Basic Education. All three are related to provision of quality education in the field. The Directorate of Schools has the widest

spread as it manages about 46,039 (pre-primary to higher secondary) schools[10], in all districts of the province.

3.4.1 Directorate of Schools

Directorate of schools is headed by Director Schools. Special Secretary School overseas the work of the Directorate on behalf of the Secretariat. The Directorate is responsible for management of schools and teachers through its field formations. These formations are at two levels: Divisional Directors and District Education Officers. There are 6 Divisions in the province. District education officers work under the Divisions, with their own teams.

3.4.2 Directorate of Inspection and Registration of Private Institutions

The Directorate of Inspection and Registration of Private Institutions has the responsibility for registration of private schools set up in the province. As a provincial body, it performs the functions required under the Sindh Private Educational Institutions (Regulation and Control) Ordinance 2001, and its rules framed in 2002. Each private institution has to fill the requisite form and the conditions therein for registration.

3.4.3 Directorate of Literacy & NFE

Directorate of Literacy and NFE is responsible for non-formal education of out-of-school children, youth and adult literacy. It has been operational since 2002, in the aftermath of Dakar 2000 and commitments to EFA targets, with core personnel. At the provincial level, it is headed by the Director who is supported by an Additional Director, two Deputy Directors and two Assistant Directors, as seen in figure 3.2 below. There are a total of 57 personnel at the headquarters level of which 9 are gazetted officers and the remaining non-gazetted

Figure 3.2: Organogram of the Directorate of Literacy and Non-formal Basic Education

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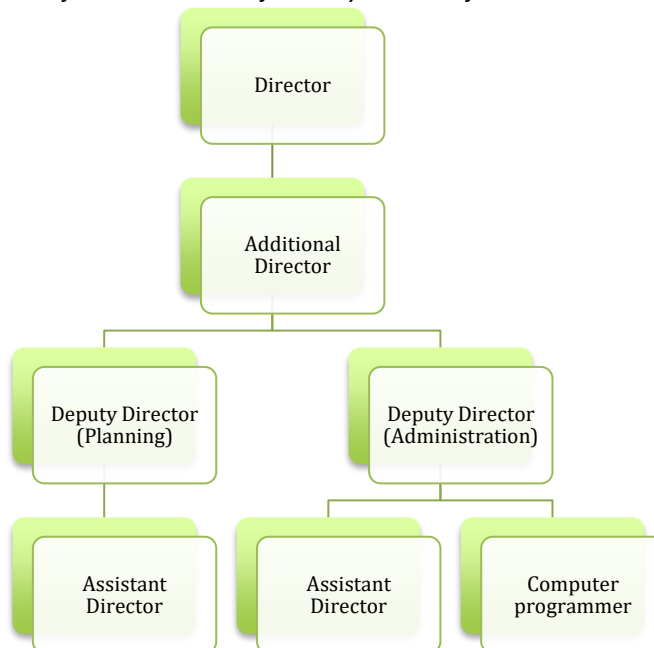
[10] Sindh Education Management Information System 2014-15

The organisation can be clearly seen as small, compared to the task at hand. The issue of capacity is not limited to numbers alone. The personnel posted come from the regular school systems with little or no training in NFE and adult literacy. Over the years budgets received have primarily consisted of salaries. Operational budgets to run programmes are not given to the Directorate on a regular basis. In the past, centres managed by or through the Directorate were run on project-based funding and as these projects closed the money became unavailable.

Weaknesses of the Directorate can also be seen at the district level. Only two officers are officially working at this level.

Figure 3.3: Field Units of the Directorate of Literacy and Non-formal Basic Education

DO Literacy

DDO Literacy

At the field level, District Officer (DO) Literacy represents the Directorate supported by a Deputy District Officer (DDO) Literacy. Currently, the positions are vacant in 18 of the 25 districts. A summary has been moved by the Directorate to fill these positions. These officers have not had any work for the last few years and the offices have received operational budgets in the form of salaries and some maintenance of their offices. With no centre currently managed by the officers they have no involvement in literacy and NFBE work. Even the centres run by non-government organisations often coordinate with DEO Education while the DO Literacy remains excluded.

Recently, the Directorate has been asked by some of the development partners to take over the centres of their programmes where there will be no extensions. Officers of the Directorate have been visiting these centres with the view to evaluate their quality. Additionally, two PC-1s have been approved wherein funds will be provided to the Directorate of Literacy and NFBE to manage their own centres either directly or through public private partnerships.

3.4.4 Sindh Education Foundation

Sindh Education Foundation was set up as an autonomous body in 1992 to assist the non-state, not-for-profit organisations in service delivery in the education sector. It is a semi-autonomous

body working under the chairmanship of the Chief Minister Sindh and functionally linked to the SED[11].

Initially, the Foundation began its operations with the provision of grants and loans to educational institutes and organisations. Over a period of time, the Foundation has diversified its work through public-private partnerships for innovative and community-based initiatives in education through private sector partners at ECE, primary and post-primary levels. SEF also supports literacy, life skills and non-formal programmes for the most vulnerable, children youth and adults, especially, women. SEF has been active in quality outreach support for its programmes, including material development and teacher training for formal and non-formal/literacy programmes.

With financial support from the Department of Education & Literacy, Government of Sindh, SEF's portfolio has expanded to reach out to over 350,000 beneficiaries through a network of more than 2,000 schools and educational centres in the under-served areas of the province. It is only second to its counterpart in Punjab in terms of outreach and size in Pakistan.

3.4.5   Reform Support Unit

The Reform Support Unit (RSU) was established in 2005 to support the implementation of major projects in the education sector[12].

The main objective of establishing the RSU was to create a reform unit which would identify critical issues confronting the Education Sector in Sindh and propose suggestions to deal with these issues objectively. RSU is also envisioned as a forum to provide a platform for donor coordination, to synchronise different donors' resources and efforts in a consolidated vision of educational excellence. RSU comprises of three wings:

   i.   Policy Wing
   ii.   Monitoring and Evaluation Wing
   iii. Education Management Information System Wing

1. Major functions of RSU are:

   i.   To create a capacity that would strengthen the Education Department's ability to adopt and implement the education policy and strategy.
   ii.   Install a well-integrated and functional monitoring system through an Institutional Tracking System for tracking the outreach of incentives.
   iii. The Unit's areas of expertise are data collection, school census, data analysis and its institutionalised impact on policy and strategy.
   iv. Coordination of Policy and its implementation.

RSU has led the Sindh Education Management Information System (SEMIS) which includes the annual census and its other functions. It has also played a central role in the development of the SESP 2014-18 and is the coordination unit for the US$66 million grant from the Global Partnership for Education (GPE).

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[11] Information in this section has been gleaned from http://www.sef.org.pk/about.php accessed on 18th March 2016.
[12] Information in this section has been selected from http://www.rsu-sindh.gov.pk/aboutus/introduction.php accessed on 18th March 2016.

RSU coordinates the World Bank (WB) and European Union (EU) funded Sindh Education Sector Reform Programme (SERP) II. SERP II progresses upon its first phase and covers a wide range of education reforms that range from access to quality.

3.5   PPP Node

The Public Private Partnership Node of the Sindh Education Department has been created under the Sindh Public Private Partnership Act 2010. Initially, the Act was formulated for infrastructure projects only but now its scope has been expanded to include 'services'. The Act was formally amended in 2015 at the initiative of the SED to ensure clear inclusion of 'services'[13].

The Act is governed by a Public Private Policy Board as the apex body headed by the Chief Minister of Sindh. The Board approves PPP policies and projects presented by each agency. The law defines an agency as 'a department, attached department, body corporate, autonomous body of the Government, local government, or any organisation or corporation owned or controlled by the Government or local government;'

Each agency is entitled to have a PPP Node which looks after the mandate of PPPs relevant to it. The law gives its mandate as follows:

"Departmental Public-Private Partnership Node" means the cell established within an Agency which is authorised to identify Public-Private Partnership projects and carry out the initial screening and feasibility studies;

The PPP Node established in ELD in 2014 has a similar function. The reporting line of this Node is directly to the Secretary ELD. In its early days, the Node and operationalisation of its function have been based out of the Directorate of Planning, Development & Reform/Finance in SED. After the approval of its summary by the Chief Minister, the PPP Node is now developing its Standard Operating Procedures (SOPs) with additional human resources (11 personnel) . Once fully functional, the PPP Node will serve the needs of all directorates of the SED, including Directorate of Literacy & NFBE for vetting and supporting PPPs. Eventually, everything that the Node would initiate or respond to will be at the request of the Directorates, including the Directorate of Literacy and NFBE to ensure strict compliance for mobilising partnerships through transparent procurement systems to meet specific targets through public sector funds. The PPP Node is undergoing strengthening and institutionalisation on a fast track to support the emergent needs of the Directorate of Literacy & NFBE once its policy and implementation framework are finalised.

3.6   Directorate General of Monitoring & Evaluation (M&E)

Sindh Education Department, Government of Sindh, set up the DG M&E in 2012. It is charged with establishing the Sindh School Monitoring System (SSMS) by 2017, supported by funds from Global Partnership for Education (GPE). The Directorate is establishing a corps of independent monitors to collect data over the school year on school level indicators.

- The corps, hired under contract, will visit all primary and secondary schools on a monthly basis to collect data on key indicators (in the first instance, teacher and

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[13] Sindh Public Private Partnership (Amendment) Act 2014; http://www.pas.gov.pk/uploads/acts/Sindh%20Act%20No.VII%20of%202015.pdf accessed on 27th March 2016.

student presence). District level monitoring units (whose staff is also recruited under contract) will manage the monitoring agents.

- Where possible, data will be transmitted directly to the DGME by smartphones.
- The DGME will analyse school-based trends by district, sub-district and schools.
- The Secretary will use this analysis to hold education authorities at all levels accountable for results.
- The findings will be made available to the public, civil society and media (at provincial, district and community levels) so that they can exert pressure on the education system to improve service delivery.

Currently one Director General supported by two Deputy Directors, 15 Chief Monitoring officers and 250 monitoring assistant have been engaged. Eventually, DG M&E will extend to mapping information on non-state providers, especially, those supported in the first instance by public funds and development partners' funds through Directorate Literacy & NFBE and SEF.

3.7 Reforms in NFBE and Adult Literacy

After neglect of many years, recently, these important sub-sectors have received much needed support from development partners, particularly, UNICEF, JICA and USAID. UNICEF has funded NFE and ALP centres along with support for learning materials. UNICEF's project "Engaging Children, Youth and Communities For the Promotion of Social Cohesion & Resilience (SCR) in Sindh "has a primary focus on social cohesion in vulnerable areas of Karachi and Sindh. While it started with this mandate, the project recognised out-of-school children and youth as a risk factor. Consequently, it began to support centres for non-formal education and adult literacy. It has opened 260 NFE/ALP centres to meet its objectives.

Japan International Cooperation Agency (JICA) has been a more recent entrant through its project titled 'Advancing Quality Alternative Learning' (AQAL)[14] which supports the sector in Punjab, Sindh and Balochistan. The project has made significant contributions in revitalisation of the Directorate of Literacy and NFBE and is an active member of the Task Force on Non-Formal Basic Education and Literacy. It has been supporting curriculum alignment and material development along with the Sindh Reading Project (SRP) as well as designing a teacher management structure in coordination with the Directorate. JICA has also supported the situation analysis for the NFE and Adult Literacy Policy and is poised to work on an EMIS system for the Directorate.

SRP is funded by the United States Agency for International Development (USAID) as one of the three sub-programmes under the Sindh Basic Education Programme (SBEP). It has the mandate for strengthening early reading and numeracy skills of school children. To support this work, it has a large capacity development plan, which includes about 25,000 teachers, district managers, Sindh Teacher Education Development Authority (STEDA), Bureau of Curriculum (BOC) and PITE. SRP also targets out-of-school children and adult literacy. It plans to enrol 100,000 children between the ages of 3 to 16 in selected districts of the province, including, towns in Karachi. Parents and caregivers of these children will be assisted in acquisition of literacy[15] with the view that this will help children in development of their reading ability. The Project has recently mobilised two NGOs to open 100 centres for out-of-school children.

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[14] http://www.jica.go.jp/pakistan/english/office/topics/press150715.html visited on 27th March 2016

[15] http://www.sbep.gos.pk/sindh_reading_program.php visited on 27th March 2016.

The Sindh Capacity Development Project (SCDP) is another strand of the SBEP funded by USAID to assist and support the Directorate Literacy and NFBE at SED to develop an ALP policy and implementation framework for Sindh as envisaged under SESP 2014-18. Under SCDP, some pilots will be undertaken with the Directorate as well as with out-of-school youth and adults (with female focus) in promoting ICTs training. This report is the initiation of the process for policy development to encompass a comprehensive system-level upgradation.

In addition to these major initiatives, smaller interventions funded by Corporations, as part of their corporate social responsibility, were also found in the field[16]. These remain largely un-documented with the government officials. INGOs/ International Foundations are also supporting the effort, which requires proper mapping, in due course, to be fully owned by the SED as critical contributions to the sub-sectors.

In response to the requirement of SESP, a 'Task Force on Non-Formal Education and Adult Literacy' was formed in November 2015. Representatives of the Government, development partners and non-government organisations have been included in the Task Force. Five Sub-Committees were created on the following subjects:

    i.   Curriculum and Learning Material
    ii.   Teacher Management
    iii.   Community Mobilisation
    iv.   Capacity Development
    v.   Policy on NFE

The last mentioned sub-committee oversees the work of policy development. The work of each sub-committee threads into the policy development process.

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[16] IKEA has an adult literacy project in Khairpur district where the funds are administered through UNICEF and the programme is managed by Indus Resource Centre (IRC). There may be other small programmes running in districts not yet discovered by the ongoing work undertaken as part of carrying out a situation analysis.

4 Situation of NFBE and Adult Literacy in Sindh

Over the years, both, NFBE and Adult Literacy have been placed on the margin of education policy, planning and implementation despite the gloomy picture presented by data. The situation remains true for Pakistan as a whole. Sindh has not been an exception. With a literacy rate of 56% for the population of ten plus and 51% of the children out-of-school, when it comes to ALPs, the province cannot continue with an approach of business as usual. This chapter discusses the situation of NFBE and Adult Literacy in the province within an overall framework.

4.1 Framework: An Organic Whole

Global Monitoring Report (GMR) 2006 for Education for All (EFA) frames the issue of literacy comprehensively. It sums it up as a function of quality school education, youth and adult programmes and promotion of a literate environment[17]. Clearly, the various components of learning cannot be disconnected from each other. They are inter-linked and feed on each other's strengths and suffer mutually if there are weaknesses.

> ## Box 4.1: Five Dimensions of Exclusion
>
> A UNICEF study on out-of-school children in South Asia considers 5 dimensions of exclusion. Dimensions 1, 2 and 3 are out-of-school children with age groups of pre-primary, primary and lower secondary. Dimensions 4 and 5 have children in primary and lower secondary at risk of dropping out*. Any ALP policy will need to consider all five dimensions. The last two often get ignored because of a reactive approach to targeting out-of-school children. Given that dropout rates depend on structural problems within the school system and society, these remain sticky in the short run. Any planning of targeting out-of-school children which fails to include the risk factors will be incomplete.
>
> *Source: Global Initiative on Out-of-school Children, A Regional Study on South Asia, ', UNICEF, January 2014.

The framework for the situation analysis looks at the education sector as an integrated, organic whole. Objectives of all these learning processes are to create a productive, literate society on a sustainable basis. Non-formal Education and Adult literacy have to be seen as essential support structures which will continue to help the objective till the efficiency of schools reaches a point of zero or negligible dropout rates. Technical and Vocational Education is equally critical.

Policy, planning and implementation have to focus on all four areas equally; though schools are central. As long as schools remain inefficient there will be dropouts and, consequently, out-of-school children. Even if the NFE sector is made efficient, children mainstreamed into inefficient schools will dropout again. Similarly, if quality of NFE is poor then even with efficient schools the speed of reduction of out-of-school children will remain slow. Effectiveness of post-primary NFE and adult literacy programmes has high dependency on the TVET sector. A weak TVET sector with poor returns for trainings will reduce the incentive for adolescents and adults to join the respective education programmes.

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[17] ' Literacy for Life: EFA Global Monitoring Report 2006' UNESCO 2006.

As all sectors work towards a similar objective, integrated planning and implementation will remain critical to success. This is especially true of the NFE which has to be based on similar standards and learning outcomes as the regular school systems.

4.2 Challenges of Effective ALP

As already stated, Alternative Learning Pathways approaches have been necessitated by the weaknesses in the regular education system. From a supply side perspective, three factors contribute the most to out-of-school children:

i.   Non-availability of Schools
ii. Dysfunctional schools
iii. Poor quality of teaching and learning in schools

These are critical supply side factors and have a greater impact than demand side compulsions. Cumulative social experiences over decades have led to extremely low trust in public sector schools. The situation manifests in the form of growing numbers of low-cost private schools and out-of-school children. Families use these young children and adolescents as helping hands at home or work, as they expect a low return from schooling. As these children grow up, they add to the number of adult illiterates. An effective NFE cannot be seen as separate from the systemic efficiency of the education sector.

> *"The challenge is further compounded by the fact that countries in which the majority of adults lack minimal literacy skills are also those in which the attainment of a good basic education for all children is still many years away, at current rates of progress."*
> *Education for All: Global Monitoring Report 2006*

To evaluate the situation of ALP on ground, the challenges and responses have to be assayed. Challenges begin with numbers that have been discussed earlier but behind these symptoms are systemic causes. This chapter divides them into two sets:

i.   The Overarching challenges of the education sector
ii. ALP specific issues

4.2.1 Overarching Challenges:

Four crosscutting challenges that prevail in the regular education system will impact any effort to mainstream out-of-school children. These are issues of quality, access, equity and governance.

4.2.1.1 Quality

School education suffers from endemic and persistent low levels of learning. Studies spread over the last twelve years support the assertion[18].

Table 4.1: Sindh Reading Data 2014 (ASER)

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[18] Various reports of National Education Assessment System and Annual Status of Education Report (ASER) reveal poor learning of children in early grades, over the last 12 years, with the first NEAS report appearing in 2004.

Subjects	Learning Levels	Class 5
Learning Levels Urdu	Nothing	5.4
	Letters	9
	Words	18
	Sentences	26.5
	Story	41
Learning Level English	Nothing	13
	Letters- Capital	16.4
	Letters-Small	18.8
	Words	28.2
	Sentences	23.6
Learning Level Arithmetic	Nothing	7
	Num. Recog. 0-9	8.5
	Num. Recog. 10-99	25.1
	Subtraction (2Digit)	28.9
	Division (2 Digits)	30.5

Source: ASER 2014

Poor quality of education, among other factors, leads to low survival rates. Education for All (EFA) used the indicator as a proxy for quality for inter-country comparisons. Poor quality stems from factors that remain relevant to any education policy, whether formal or non-formal. These have been discussed below.

4.2.1.1.1 Dearth of Professional Educationists

The School Education Department and its specialised agencies do not have enough the professionals with requisite degrees and training. Professionals working in quality production and assurance agencies mostly do not have requisite qualification and training. There are few specialists with academic grounding in the areas of standards, curriculum, textbooks, assessment and teacher training, Most learning is on the job with no systematic structures to develop human resource capacity of these organisations. The weakness impacts the quality of service delivery in the form of respective products and, eventually, the teaching-learning process in the classroom. However, specialists have been trained under various programmes including earning degrees in Pakistan and foreign universities on leadership, assessments (under National Education Assessment System) , but they are not fully utilised or optimised. No directory of such professionals is maintained who have been trained in specialised areas related to quality.

4.2.1.1.2 Poor Quality of Teachers

In recent years, some important reforms have been initiated to improve the quality of teachers but the on-ground situation does not seem to have shifted. The qualifications for teachers have been raised from the traditional PTC and CT to ADE and B.Ed. More importantly, the selection process has been streamlined to ensure meritocratic selection through the National Testing Service (NTS).

In a recent study, an overwhelming majority of teachers confessed ignorance of basic concepts like curriculum, assessment and taxonomies. According to a study, 96% of teachers surveyed in

Sindh had no idea about taxonomy and 74% had never received any training, both before and during service, on assessment[19].

4.2.1.1.3 Teaching-Learning Process

The teaching-learning process in the classroom focuses on rote learning. Higher order thinking never develops due to the approach, which blunts cognitive development of the child. Without adequate analytical ability, the child's progress to becoming a self-learner and success in higher education gets impeded. As discussed earlier, the result of various studies like NEAS and ASER continue to highlight poor learning. In addition to poor quality of teachers, discussed above, a number of other factors also adversely impact the quality of learning.

4.2.1.1.4 Multigrade teaching

A large number of primary schools in Sindh are single room buildings. Almost 72% of schools have one or two teachers. This creates a situation where, routinely, mulitgrade classrooms become a practical necessity. Multigrade teaching in the classrooms at primary level further exacerbates issues of teaching quality.

A single room school in Khairpur, which is also used as an NFE Centre

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[19] Alif Ailaan 2014. The Voice of Teachers: learning from teachers across Pakistan. Islamabad. Alif Ailaan.

Poorly educated teachers without training in management of multigrade classrooms fail to handle the three to five classrooms assigned to them to teach. Additionally, neither the textbooks nor the curriculum cater to the requirements of multi-grade teaching. This results in poor learning outcomes.

4.2.1.1.5   Corporal Punishment

The practice of corporal punishment also adds to dropouts from a supply side perspective.

4.2.1.1.6   Teacher Absenteeism

There are persistent complaints of teacher absenteeism among the community. Some of the non-formal education centres and feeder schools of the National Commission for Human Development (NCHD) visited were running in existing schools. This makes many of the existing schools either completely, or partially, dysfunctional. It leads to a high rate of students' absenteeism with presence only at 65-60% (ASER 2014, 2015). Often teachers who attend are overburdened and have been tasked to teach subjects in which they have no proficiency.

4.2.1.1.7   Absence of Standards

National Education Policy 2009 calls for standards on education inputs, processes and outputs. These continue to be missing. Sindh Education Sector Plan advocates standards. A national standards document has been approved in the Inter-provincial Education Ministers' Conference held in February 2016. This might provide a good basis to begin the work. Without a clear set of standards to target, and evaluate, performance of the sector, current results will continue. With the Sindh Standards and Curriculum Act 2014 already promulgated, the groundwork for establishing a system of standards has been completed. The key factor though will be capacity of the relevant organisations to engage with and implement an active standards regime.

4.2.1.1.8   Weak Early Childhood Care and Education

Most primary schools have the traditional Kachi class as early childhood education. Here children of pre-primary age sit in the same multi-grade classroom as older primary age students. They are often neglected. Teachers have no training in ECE processes and separate material for these children is not available. Despite a curriculum developed in 2003, the modern precepts of ECE remain poorly implemented in schools because the requisite facilities and trained teachers have not been provided. Poor quality of ECE builds into the low learning ability of the child in future years. The recently notified Sindh ECCE Policy, of 2015, is an opportunity to address these gaps through formal and non-formal community-based service delivery options with a fully backed and well-supported system of standards.

4.2.1.2   Governance Gaps

A number of governance gaps continue in mainstream education. District Education Officers often have little or no training in education management. Administrative issues like transfers and postings occupy the bulk of their time leaving very little time for overseeing teaching-learning in schools. In fact, the latter is side-stepped as a priority. SMCs are meant to address local, school-level management decisions. However, in majority of the cases, SMCs remain inactive unless mediated through technical intermediaries in assisted projects or made active for operating government grants through official accounts. These, and a number of other governance issues, help produce poor quality or dysfunctional schools.

Quality-related issues alone do not contribute to out-of-school children. Availability of schools is a problem in many areas. Data below shows major bottlenecks at the middle level. A clear gap exists beyond primary level in the overall provision, as evidence by data. Moreover, there are major differences in availability of institutions across males and females and urban and rural areas.

Figure 4.1 shows that 90% of the total institutions are primary. Only 5% middle and the rest divided between primary and middle. Non-availability of middle schools in the vicinity itself produces the issue of dropouts, irrespective of quality.
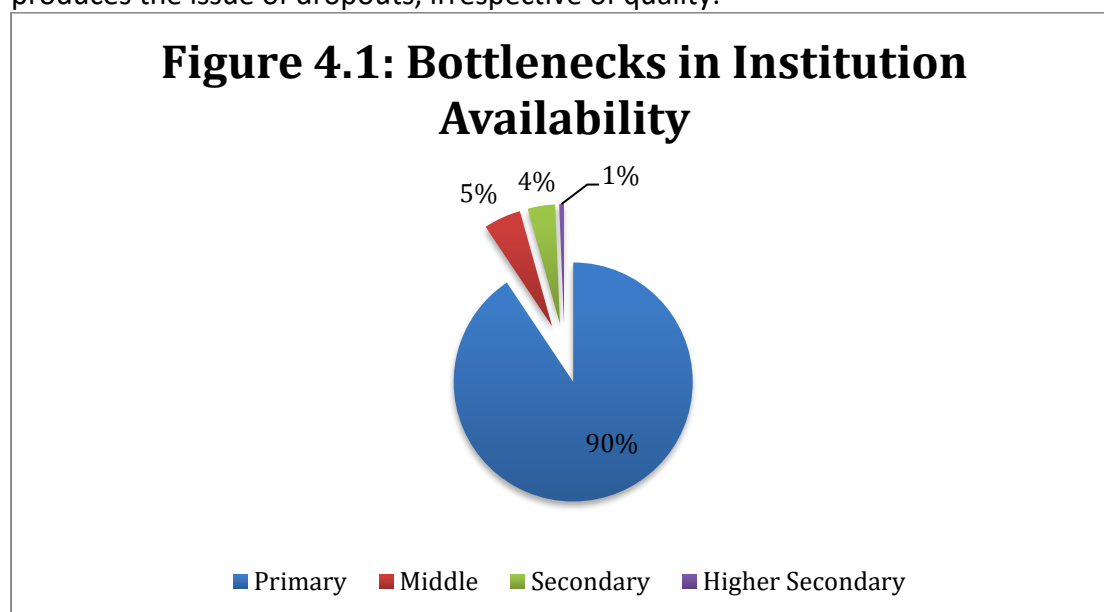
Figure 4.1: Bottlenecks in Institution Availability

Source: Pakistan Education Statistics 2014-15; Ministry of Education and Technical Training, Government of Pakistan.

The differences are even more pronounced in case of female institutions. At the primary level only 22% of the total institutions are female, at middle 36%, secondary 33% and higher secondary 29%. The gap clearly hits female education adversely and prima facie (irrespective of the estimates of out-of-school children mentioned in this paper) more girls are bound to be out-of-school than boys.
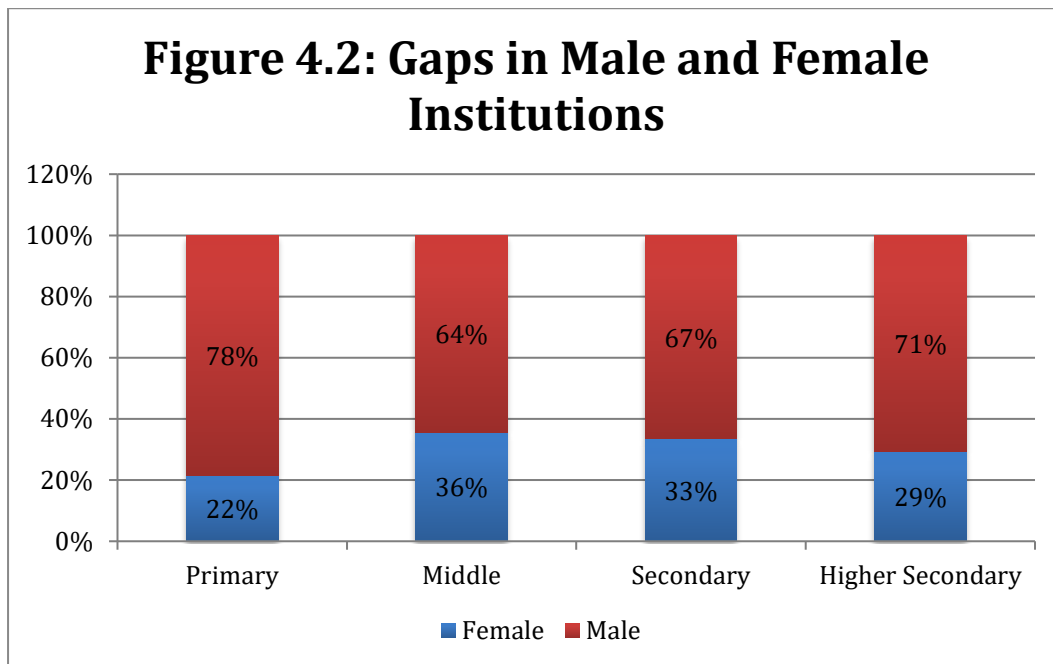
Figure 4.2: Gaps in Male and Female Institutions

Source: Pakistan Education Statistics 2014-15; Ministry of Education and Technical Training, Government of Pakistan.

Finally, the rural-urban gap is also large. Only 8% of primary, 22% middle, 43% secondary and 33% higher secondary schools are in urban areas in a province where urban population accounts for 49% of the total. The numbers beyond primary level have to be read with some care as the percentages emerge from numbers that are already low.

Figure 4.3: Gap in Rural and Urban Institutional Availability

Source: Pakistan Education Statistics 2014-15; Ministry of Education and Technical Training, Government of Pakistan.
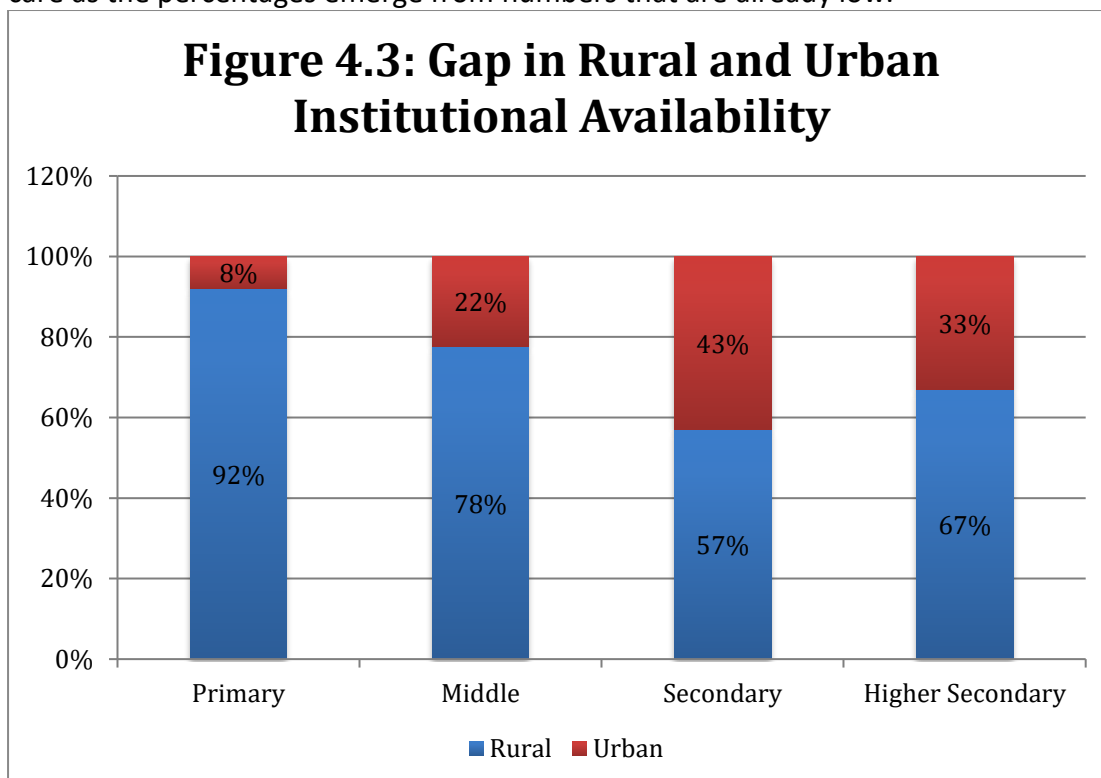
The urban phenomenon in the province has to be reviewed from a number of perspectives. Firstly, Sindh has the only megacity in the country. Karachi, as the largest city, had an estimated

population of 13.7 million in 2010[20]. According to the 1998 population census about 50% of Karachi's population lived in slum areas. A later estimate, for 2010, puts the figure for slum-dwellers at 60%. The city also houses large numbers of displaced, conflict affected and migrant groups moving into the city from across Pakistan for whom little planning is in place within the education sector (formal/non-formal) that is critical for resilience, peace, economic opportunities, social justice and integration.

Figure 4.4: Rural-Urban Population Shares in 1998
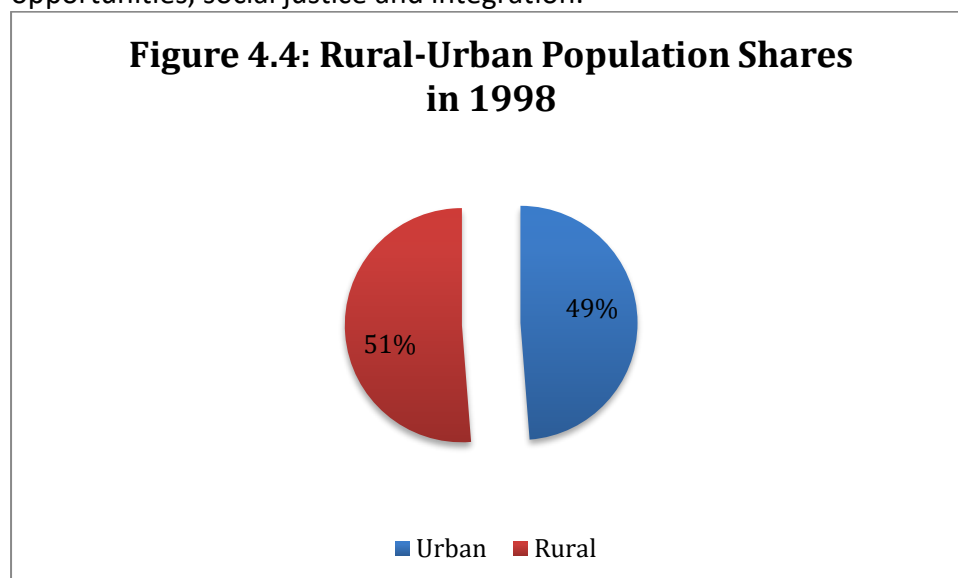
Source: National Population Census 1998

Education issues in urban areas have been even more neglected. Given the high price of urban land governments have not set up new schools for years. Distances and insecurity in cities means children have access issues in urban areas as well. This is contrary to the general perception of distance from school being a rural issue. The gap in cities has, to an extent, been covered by the rapid expansion of low cost private schools. These exist in the poorest of slums also but do not necessarily cater to the very poor, nor manage quality very effectively.

The failure on part of SEMIS or other 'official' agencies to capture data on private schools means comments and policies are based on anecdotal evidence. The latter suggests that while private schools have filled the access gap for many, they do not cater to the poorest in the population. This remains true of both rural and urban poor. More importantly, studies like ASER reveal a very marginal difference in quality of learning outcomes across public and private sectors when controlled for various variables including parental education, tuitions/coaching and household income. The urban phenomenon has been dealt with separately in the discussion on Non-Formal Education later in the report.

4.3   The Demand Side Challenges

There is a strong connect between supply side issues discussed above and demand side factors that lead to high number of out-of-school children. Various studies on causes for dropouts have tried to capture relevant data. Table 2.5 shows the gross enrolment rate at primary level including Katchi classes by income quintiles. 1st Quintile being the poorest and the 5th Quintile being the highest. Clearly, the poorest quintile has the lowest GER showing an inverse relationship between poverty and school enrolments. In other words, it shows that the poorer the population the greater the chances of children being out-of-school.

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[20] As per projections of the National Institute of Population Studies (NIPS), many persons in the city guesstimate it at around 20 million.

Table 4.2 Gross Enrolment Rate at Primary Level including Kachi by Income Quintiles						
	Urban Areas			Rural Areas		
	Male	Female	Both	Male	Female	Both
1st Quintile	59	46	52	55	35	45
2nd Quintile	91	70	79	75	47	62
3rd Quintile	86	110	95	84	68	77
4th Quintile	115	109	112	95	87	91
5th Quintile	121	117	119	93	119	101

Source: Pakistan Social and Living Measurements Survey 2013-14

More girls are out-of-school than boys. One study focused on causes of female dropouts took feedback from parents, teachers and students[21].

Table 4.3: Causes of Female Drop Out at Primary level in Pakistan: Parental Perception	
Poverty	21.7
Girl Child Security	19
Lack of Child Interest	14.7
Parents Death	10.3
HH Chores	9.8
School at Distance	8.0
Teacher Attitude	5.3
Lack of Free Education	5.0
Migration	4.0
Lack of School	2.2

Source: Sustainable Development Policy Institute (SDPI) 2011

Again poverty has been raised as the main reason by the highest number, followed by Security. The latter is also a factor of poverty which makes girls more vulnerable as they either walk to school or use a form of public transport.

Policies to get children into school will help reduction in poverty in the long run but short-term poverty alleviation and reduction policies are required to ensure sustainability of the NFE policy

4.4   NFE Specific Challenges

Historically, the bulk of efforts in non-formal basic education and adult literacy has been provided directly, or indirectly, by the Federal Government. In the 1990s, the most significant intervention was in the Non-Formal Basic Education Programme in 1995-96. This was later converted to the Basic Education for Community Schools Programme (BECS) in 2006. The effort has continued and now institutionalised under the Directorate General of Basic Education for Community Schools (BECS). It today runs NFBE programmes in 13,094 community schools.

Non-formal Basic education schools were also set up and run by the National Education Foundation (NEF). The original mandate of NEF was for all over Pakistan which, subsequently, was limited to federally administered areas like Islamabad Capital Territory (ICT), Federally

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[21] "Causes of Primary School Drop out Among Rural Girls in Pakistan"
Gulbaz Ali Khan, Muhammad Azhar and Syed Asghar Shah Working Paper Series # 119
July 2011; Sustainable Development Policy Institute (SDPI) 2011

Administered Tribal Areas (FATA) and the former Federally Administered Northern Areas (FANA) by the Education Sector Reforms (ESR) Action Plan 2001-2005. NEF implemented a community school model wherein the community provided the building for the school. Also, a teacher was selected from the community. The Foundation has since receded from this mandate and is working on public-private partnerships with schools across Pakistan.

The third major initiative of the Federal government came in 2002 when the National Commission for Human Development was set up as a national programme, which targeted out-of-school children and adult illiterates through a number of programmes. Strictly speaking, the NCHD intervention for out-of-school children cannot be considered Non-Formal education as it was restricted to bridge /feeder school programmes. The Commission set up feeder schools linked to the nearest regular government school. Additionally, adult literacy centres were also managed by NCHD.

A more recent effort of the Federal government has been the 'Waseela e Taleem' programme of the Benazir Income Support Programme (BISP). It does not cover non-formal education programme. Instead, it provides financial incentives for enrolment of children of poor families (see Box 4.2). It is a major government funded social safety net effort at targeting out-of-school children through provision of stipends to the poorest households. International development partners like the World Bank have already been using the approach in their projects in different provinces. This BISP instrument has the potential of extending support to OOSC through catch up/bridge or transitional non-formal programmes.

Box 4.2: BISP's Waseela e Taleem Programme

As part of the Graduation strategy aiming to link Unconditional Cash Transfer (UCT) to attainment of human development goals, BISP initiated the Waseela-e-Taleem (WET) Programme in October 2012, with a view to providing increased access to basic education to the children of BISP beneficiary families, by offering incentive of conditional cash grant of Rs. 200 per month. Although, conditional cash transfer (CCT) is relatively more complex to design and implement, as it involves additional participatory requirements on the part of beneficiary families and educational authorities, such investments have led to the improvement of educational access and attendance of children, as witnessed in many countries worldwide.

Waseela e Taleem Programme was launched in five pilot districts (Skardu, Mirpur, Malakand protected area, Nushki and Karachi South) as part of an initial test phase, in collaboration with education departments of provinces/regions in November 2012. In two years time, Waseela e Taleem has enrolled around 52000 children out of potential 75000 children from amongst the BISP Beneficiary families in the target areas.

BISP plans to extend the WET Programme 'Extended Phase' into 27 additional districts upon mutual consent with the provincial authorities. Experience in the Pilot Phase gave the project insights that BISP has incorporated in its extended phase. In Pilot phase, the most difficult districts were selected; some in view of the prevailing law and order situation and some in terms of climatic conditions and terrain. In the extended phase, therefore, all new districts have been selected in consultation with provincial education departments on the basis of supply capacity assessment. Around 3.3 million children (5-12 years) of age are present in the 1.47 million beneficiary families in 27 extended phase districts, out of which around 2.65 million children are out-of-school and only 0.66 million are currently attending the schools. BISP is targeting to reach these out-of-school children within 2 years by introducing the stipend amount to encourage the beneficiary families to send their children to school instead of involving them in child labour. BISP is aiming to reduce child labour and to increase human development by extending WET programme to 27 new districts. BISP stipend amount would not only increase the enrolment numbers in primary schools but would also reduce the dropout ratio of children currently attending school.

Source: BISP 2015 www.bisp.gov.pk/wt_background.aspx

The need for setting up specialised institutions for adult literacy and non-formal education became a priority after the Education for All (EFA) plan was prepared by the Federal Government in 2001. Different provinces created a Directorate for Literacy and Non-formal Basic Education. In Punjab, the Directorate was converted into a Department which continues to function as the Department for Literacy and Non-Formal Basic Education.

An NFE centre in Gadap Town run with UNICEF's assistance

As already mentioned, the Directorate of Literacy and Non-formal Basic Education has the responsibility for the sector in Sindh. After a few years of neglect, it has begun to be given a higher priority as the issue of out-of-school children and illiteracy received renewed interest in the wake of SDGs 2030. The current effort at policy development for NFE is also part of the re-prioritisation.

Some of the key issues, in the ALP sector, that have emerged in the course of the situation analysis have been discussed below:

4.4.1.1   Disconnect Between Formal and Non-Formal Education

While a separate Directorate for NFE is merited, it cannot be effective without linkages with the regular school system. Its most critical task is to provide support to school-age children in a bid to mainstream them into regular schools. Without a strong link with the Directorate of Schools, this cannot be achieved effectively and sustainably.

The linkages with adult literacy and NFE do not exhaust at the level of the respective Directorates. As learning systems, these areas also require curricula, learning material, assessments and standards. All these services are presently provided from within projects. Often the specialised material of 'Tez Tareen', prepared by Sindh Education Foundation (SEF), is used. But textbooks of Sindh Textbook Board and other organisations are also employed by

projects as students need to mainstream and be assessed through tests/exams prepared on the formal curriculum standards.

The agencies work on, and are responsible for, standards, curriculum, material development, teacher training and assessment for mainstream schools. The mandate for ALP does not exist even at the margins in terms of their actual work. The Curriculum Wing, the Directorate of Curriculum, Assessments and Research, the Sindh Textbook Board, Provincial Institute of Teacher Education, Sindh Teacher Education Development Authority (STEDA) and various Boards of examinations deal only with mainstream education, with mainstream pedagogy.

4.4.1.2   Data Deficiencies

Data gaps add to the difficulties faced in policy development, planning, implementation and monitoring. Firstly, data on out-of-schools is collated on an estimated, not actual, basis. Relatively accurate data, especially, at the local level is necessary. No exercise, at least on a regular basis, has been designed or implemented to address this deficiency.

The various projects being run by non-government organisations often have very limited idea of the quantum of out-of-school children in their target geographical area. They normally open a centre in an area where no government school is available within a given radius. Intuitively, such a place should have children out-of-school provided it is a low-income area. Baseline surveys on out-of-school children are often missing. This makes it difficult to even assess the micro-level impact on the number of out-of-school children.

Finally, children enrolled in NFE programmes are not reflected in SEMIS data as these centres are not part of the data collection points. This deficiency not only leads to an under-estimation of enrolled children but also prevents tracking of children from NFE to mainstream schools. Adult literacy centres also have not been captured in data. An NF-EMIS has now been initiated by the Directorate and will be operational soon.

4.4.1.3   Low Priority at the Policy Level

As already seen above, formal and non-formal education are parts of the same organic whole. Failure of the formal system creates out-of-school children and illiterate adults. Over the years, the NFE and Literacy work has been carried out in parallel, on the margins, and mostly through donor-funded projects. The main NFE work has been conducted by Federal agencies like the National Education Foundation (NEF) and the National Commission for Human Development (NCHD).

Only recently, under the Sindh Education Sector Plan (SESP), has the need for a separate policy been fully articulated as a key target. Even now the funds and other resources allocated to the sector are extremely low or almost non-existent.

NFE has been assumed as a sector that will be run by non-government organisations and funded by development partners. Only recently a modest scheme has been approved with funding for the Directorate of Literacy and NFBE to run some centres for NFBE and Literacy, subject to timely release in this fiscal year (2015-2016).

4.4.1.4   Accreditation and Equivalence - the Mainstreaming Process

No clear policy on mainstreaming exists. Implementing partners interviewed for this report revealed that they manage to get children into the mainstream schools through contacts with the local officials. These officials sometimes assess the child before placement in the government school. No single standardised approach was highlighted.

A greater deficiency exists in terms of 'iterative' mainstreaming, wherein, children with a learning base do not need to complete a course and can be mainstreamed in early grades as well. No provision exists for the latter at all. This represents a significant vacuum, which symptomises some of the early problems of disconnect and marginalisation.

Accreditation of NFE and adult literacy programmes has never been undertaken. While adult literacy programmes can be implemented without accreditation they become more meaningful and attractive with accreditation that targets specific types of learning outcomes linked to the market and community needs.

4.4.1.5   Capacity Limitations of the Government

As already discussed in chapter 3, the Directorate of Literacy and NFE has limited capacity to undertake the task. It has a small staff and limited presence at the district level. Most officers in the Directorate come from mainstream education systems and have little exposure to, or training in, NFE and adult literacy. The situation exists because this type of capacity was never created in the SED and, irrespective of who is selected for these positions, the lack of capacity will remain.

The district level mirrors the structural weaknesses of the provincial set up. The District Education Officer (DEO) manages issues of mainstream schools and education only. Organisations working in the field need the assistance of the office. In almost all cases, the relationship building has been initiated from the implementing organisation on a one-on-one basis. No systemic process exists.

Capacity limitations are not restricted to the Directorate of Education. Unless the quality production and assurance organisations for the mainstream do not build requisite capacity, they cannot support the ALP sector. At present, they have limitations in meeting their own mandates and have little or no experience of supporting ALP-related learning systems.

4.4.1.6   Financial Limitations

The NFE and Adult Literacy Sector has received minimal funding, primarily recurrent expenditure in the form of salaries only. The entire budget allocated for the fiscal year 2015-16 is Rs. 26 million. This is less than 1% of the total budget allocated to education. While finances are important, capacity building of the Directorate and increase in financial allocations must proceed in tandem.

4.4.1.7   The Post-Primary Challenge

Article 25A covers all children aged 5 to 16. Over the years, most NFE programmes and mainstreaming efforts have targeted primary level children. Now it is obligatory on the state to also include children of ages beyond primary and middle. This adds a number of challenges.

Older children, whether girls or boys, are involved in work supporting adults either in earning incomes directly or helping at home.

Opening of single room centres does not work. In situations where these programmes have targeted or been linked to skill development (and sometimes stipends), anecdotal evidence reveals better results.

At present there are very few programmes that target this age group. Also the policy deficit on mainstreaming that exists at primary also continues through to subsequent levels. It is not necessary that all children at the post-primary level go for skill based programmes. Some of them may want to return to mainstream schools at secondary levels. There are no provisions for such a path, at present.

Even if such a path were provided, it cannot assume success. Performance of the TVET sector in Sindh, similar to the rest of the country, has been weak. Most graduates of the schools do not get relevant jobs in the market. Skill development exercises in similar centres, and schools, have not been a success in the past[22].

Irrespective of output, a successful skill development programme would need to link into the work of Sindh Technical Education and Vocational Training Authority (STEVTA). Presently, no formal linkages exist between ELD and STEVTA, either for formal or non-formal education.

4.4.1.8   Pre-Primary Challenge

The pre-primary challenge is often missed in NFE policies and programmes. A large number of children in the pre-primary age group do not either attend school, or, even if they are enrolled, the standard government primary school does not cater to the needs of an effective ECE. This portion may also need to be supported by NFE approaches to ensure that children of relevant age group (3 to 5, as given in the National Education Policy 2009) do not remain out-of-school. Some of the centres visited cater to the age group but in a similar manner to the government schools, where these children sit with the rest in a common classroom. Untrained teachers further exacerbate the potential results. In spite of an excellent national curriculum for ECE, upgraded in 2007, and good learning materials, the sub-sector is yet to receive comprehensive support. It is hoped that the recently notified ECCE Policy 2015 in Sindh will trigger a much needed implementation by SED through formal and community-based service delivery partners - both School and NFBE directorates.

4.4.1.9   Diversity in Settings

Similar to most policies, the current approach to NFE and adult literacy do not differentiate within the variegated challenges across rural, urban and megacity scenarios. Even within rural settings, there is diversity across various parts of the province.

4.4.1.9.1 The Megacity Challenge

The challenge raised by the complexities of demography, urban sprawl, slum dynamics, crime and other factors make Karachi a unique area with its own issues that will require appropriate

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[22] Ahmed,Sabina 'Understanding the Political Economy of Technical and Vocational Training (TVET) System in Pakistan'; CARE INTERNATIONAL; January 2016.

responses. According to one study, about 50% of the population of the city lives in slums. Urban poverty has been a neglected, and poorly understood, domain in policy making at the national and provincial levels. Its importance, in the face of rapid urbanisation, displaced and migrant groups, has come to fore only more recently in international agendas. Sustainable Development Goals (SDGs) has a specific goal[23] for cities, as recognition of development issues in growing city populations.

Children in slum areas in Karachi: Out and about during school time

As already seen above, the number of public sector schools is extremely low in urban areas as a whole. In Karachi, these have become irrelevant to the needs of the sprawled populace. While small, low cost, private schools have sprouted even in slum areas. Their quality remains questionable. The poorest cannot afford even the low fees charged in these schools. Street children can be seen in every slum in the city.

Some of the more obvious challenges in the urban setting are:

  i.   Weaker family support for the poor, raising the incentive for child labour
  ii.   Large migrant/displaced groups, often from conflict affected areas, with little counselling and support, making them more vulnerable to conflicts and opportunistic 'informal' survival arrangements at high personal and social costs
  iii. Distractions for youth through exposure to urban settings that reduce the incentive for education.
  iv.   Opportunities like crime and informal work.
  v.   Language diversity that makes provision of the learning material and teaching processes more complex.
  vi.   Non-Cohesive community that makes interaction more complicated as compared to rural areas.

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[23] Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable.

The biggest challenge is data. Continuous growth and sprawl make it very difficult to collect and maintain workable datasets. Unfortunately, at present, no systemic work is being undertaken for data collection on demographics (including out-of-school children) that can help in policy development.

4.4.1.9.2 Rural Area Issues

In rural areas the biggest challenge is of finding a teacher with requisite qualification, in addition to the scarcity of post-primary and even primary schools. A core challenge for skill based centres is to ensure the skills imparted are relevant to the local needs. Identification of local needs and finding trainers who can fulfil them becomes a bigger challenge. While the need for skills, in agriculture and similar vocations, always remains, it does not get as ready a recognition as the more immediately marketable skills of the urban settings.

4.4.2 Issues in Current Programmes

Visits to districts and interviews with implementing partners and government officials exposed a number of shortcomings in the on going programmes in the sector. In general, most of the centres visited have poor capacity. Their placement has not been well planned and there is almost always a disconnect with the government, apart from facilitation of administrative matters. Causes of the weaknesses are rooted in the weak capacity of the government, which includes organisational limitations of the Directorate of Literacy and NFE as well as a regulatory vacuum. The work of PPP Node of the SED will need to address these deficiencies. Issues identified are discussed below:

4.4.2.1 *Capacity of Partner Organisations*

Managing Director, Sindh Education Foundation (SEF) in her interview highlighted the issue of low capacity in the market. The visits to centres and interaction with various implementing organisations confirmed this view. Many of the organisations that run these programmes have an omnibus mandate, wherein, multiple areas, from health to disaster management, can be seen displayed on their agenda. This makes quality control extremely difficult. Expecting specialised capacity for so many areas remains impossible for even larger organisations. Resultantly, the staff responsible has very limited understanding of the learning process and cannot be expected to control either processes or the outputs for quality.

The dependence of the government and development partners on non-government organisations (or implementing partners) means that a large number of local, provincial, national and international entities work in the area. The centres are mostly run as single room installations with multi-grade sessions. The poorly qualified teachers, with very limited training, find it extremely difficult to cope with the classroom which not only has multiple grades but also a large set of age groups. In the field visits it was observed that the materials were non-standardised and learning was poor.
When asked about data, many of the organisations did not even have a standardised, or even a well thought out, data structure.

4.4.2.2 *Unclear Needs and Duplication*

Contradictions appeared in criteria explained in meetings and those seen on the ground. There seems to be a failure in evaluating the needs in a comprehensive manner. Part of the problem

lies in the data deficiency discussed earlier but capacity limitations and, possibly, other factors also contribute to this situation. Some of the issues that result from poor planning were:

    i.   Centres run in government schools
   ii.   Duplication in the same vicinity

In principle centres can be run in government schools but only in specific situations, where a particular service is not being offered in the school. An example is early childhood education centres or girls' education where options are not available. The need basis for running some of these centres in regular schools was not clear.

More significantly, duplication was seen in some areas where multiple agencies ran centres in the same vicinity. This shows poor planning and coordination and an absence of a need-based analysis.

4.4.2.3 Absence of Standardised Regulation and Regulatory Framework

No standardised regulatory framework exists for implementation of public-private partnerships in the domain of NFBE and Adult literacy although enough legal and institutional ground has been covered in Sindh in the domain. Enabling clauses have been inserted in the PPP Act 2010 (as explained earlier) but on ground the government does not have a framework and most organisations qualify within the perimeters developed by the relevant funding agency. This results in confusion. Variance in quality and unclear impact can be seen in the field.

Even within the district authority the working framework does not have a standardised format. Implementing partners approach through interfaces at different levels and variegated documentation. Nothing structured has been institutionalised.

4.4.2.4 Quality of Technical and Vocational Education

Technical and vocational education has an important role in incentivising adolescents and youth into ALP programmes. Without meaningful chances of improvements in their incomes, this group will not be attracted to these programmes. STEVTA is the main TVET body in Sindh, with skills options and certifications but little connections with the Directorate of Literacy and NFBE under SED. Unfortunately, the quality of the 'informal', non-certified programmes, similar to regular schools, remains poor. Most graduates of these institutions do not find their way into the labour market, or that of the skilled trades, where the more informal 'ustaad shagird' model works better.

4.5 Additional Challenges of Adult Literacy

Over the years, adult literacy has become an even more marginalised area than NFE, despite the need. The former Ministry of Education of the federal government in 2003 developed a curriculum for adult literacy. Implementation through material development has not been pursued in a systematic manner. Adult literacy material is even more scarce than NFE and none has been prepared by the regular government organisations, like the textbook board, with no sensitivity to flexible approaches and life skills requirements of different age groups and gender.

Secondly, mobilising adults for education requires more effort than in the case of out-of-school children. Adults need a greater 'motivation' to enrol in literacy programmes. No documentation

survives from adult literacy programmes in the past that show a systematic approach to attract learners. Also the weaknesses in quality professionals and researchers This is true of both men and women although the implementing organisations interviewed stated that the latter were relatively easier to enrol.

> *"Taken globally, the governance of adult education is still underdeveloped. Few countries have specific legislation that sets out the aims and regulatory principles for the sector. Even fewer establish implementing frameworks that clearly define overall responsibilities for planning, funding and provision."*
>
> **Global Report on Adult Learning and Education 2009**

Sindh Education Sector Plan emphasises adult literacy in conjunction with NFE but the situation on ground remains unchanged. A number of issues need to be resolved, these include:

i.   Absence of Professionals in Andragogy
ii.   Learning Context not factored
iii.   Low Priority in Policy
iv.   No Recognition of Lifelong Learning

These areas need specific attention for adult literacy issues to be understood and eventual policy development.

4.5.1.1   Absence of Andragogy Professionals

In the earlier part of the chapter the dearth of education professionals was discussed. When in comes to adult learning no expertise can be found. Professionals with an understanding of the needs and processes of adult learning are not available.

Box 4.3 : Andragogy and Adult Learning

Alexander Kapp, a German educator, first used the term andragogy in 1833. In the 20th century more specific theoretical frameworks were developed. The most well known being by the American educationist Malcolm Shepherd Knowles who used the term as synonymous with adult learning.

In 1980, **Knowles** made 4 **assumptions** about the **characteristics of <u>adult learners</u>** (**andragogy**) that are different from the assumptions about child learners (pedagogy). In 1984, **Knowles** added the 5th assumption.

1.   **Self-concept** As a person matures his/her self concept moves from one of being a dependent personality toward one of being a self-directed human being

2.   **Adult Learner Experience** As a person matures he/she accumulates a growing reservoir of experience that becomes an increasing resource for learning.

3.   **Readiness to Learn** As a person matures his/her readiness to learn becomes oriented increasingly to the developmental tasks of his/her social roles.

4.   **Orientation to Learning** As a person matures his/her time perspective changes from one of postponed application of knowledge to immediacy of application, and accordingly his/her orientation toward learning shifts from one of subject- centeredness to one of problem centeredness.

5.   **Motivation to Learn** As a person matures the motivation to learn is internal (**Knowles** 1984:12).

Knowles' 4 Principles Of Andragogy

In 1984, **Knowles** suggested **4 principles** that are applied to <u>**adult learning**</u>:

1.   Adults need to be involved in the planning and evaluation of their instruction.
2.   Experience (including mistakes) provides the basis for the learning activities.
3.   Adults are most interested in learning subjects that have immediate relevance and impact to their job or personal life.
4.   Adult learning is problem-centered rather than content-oriented. (Kearsley, 2010)

Source: https://elearningindustry.com/the-adult-learning-theory-andragogy-of-malcolm-knowles

Many project based interventions on adult literacy have been implemented in the past but no research or documentation on the learning exists. Teachers from community selected for NFE also function as adult literacy instructors or tutors. Literacy for adults is seen in a similar light to children.

The factor of motivation, which ranks very high, in the case of adult learners has never been explored appropriately. Mostly, generalised programmes of literacy are implemented. Even where relevance is targeted the needs base is missing.

4.5.1.2   Learning Context

Learning context is extremely important in adult literacy cases. Unless adults see it as of immediate, tangible benefit to their productivity or other aspects of life motivation to join literacy efforts will always be low. Relevance cannot be created as one size fit all intervention developed at a distance from the reality of life on ground. Different areas and contexts have different needs. What will be relevant depends on the socio-economic structure at the local level. This requires decentralised research and implementation – an action research approach of learning. This has been missing and at present no capacity can be seen both within and outside the government to undertake this approach.

4.5.1.3   Disappearance from Policy Agendas

Adult literacy has been even more marginalised than NFE over the last decade and a half. In both donors and government circles it was increasingly seen as 'irrelevant' to improvements in education despite the requirements in Education for All (EFA) and National Education Policy 2009. Only recently has it been revived through SESP and support of development partners like JICA and UNICEF.

4.5.1.4   No Recognition of Lifelong Learning

Learning is a lifelong process. As the environment changes literacies already acquired become irrelevant to the needs of the market or even social interaction. An example is the shift in technology and the requirement to be computer literate. As progress is made adults need to continue to expand their literacy skills-hence the lifelong learning process. Adult literacy cannot be taken as a process that involves self contained discrete projects with limited objectives. Irrespective of the degree of literacy or lack of it continuous opportunities must be available for adults to expand their literacy as per the relevance of the environment.

5 Considerations for Policy Development

The situation discussed in the previous chapter brings to fore a number of issues that need to be addressed in the policy. This chapter highlights some of these issues from a policy perspective. The eventual policy will address itself to issues across the standard rubrics of access, equity, quality, governance, and management. Issues for consideration, in relation to the policy, are discussed below. They can fit into one or the other of these headings.

5.1 Definitions

The first issue for consideration is that of clarifying a number of definitions. While many of these terms get used commonly and are often understood by professionals, within certain parameters, the policy will need to define these formally and unambiguously. These include the following.

5.1.1 Alternative Learning Pathways

As seen above, the term 'Alternative Learning Pathways', or ALP, has come to be used increasingly, internationally. This report uses it as a composite of non-formal education, youth and adult literacy. No official notification of the term exists. In the field, it was seen that members of various implementing partners used the term differently. In many cases, centres with older learners were called ALP centres and others, that targeted primary school levels, were known as NFE centres. This lack of clarity existed also at the governmental level.

Key questions for a prospective definition are:

i. What is an alternative learning pathway?
ii. Is adult literacy a part of ALP?
iii. Is NFE part of ALP across all sub-sectors?
iv. If both are included in ALP, then do we need separate sub-sets of definitions? What should be the operational term used by the government?

5.1.2 Non-Formal Education

Traditionally, the term non-formal basic education is used in Pakistan for systems that run centres for out-of-school children. While other nomenclatures have been employed over the years, NFE has stuck. Even the official names of organisations responsible use the same epithets. Sindh has the Directorate of Literacy and NFBE. Non-formal basic education has been seen as a process for mainstreaming children at the primary level. It does not cover post-primary children. However, as seen above, these older age groups cannot continue to be ignored. Under the requirements of Article 25A, they need to be covered. The historical use of NFBE itself will need to be reviewed to not only include post-primary but also pre-primary education. The last mentioned has to be part of the definition as long as the capacity of the regular schools to cover the needs is taken into account. Some of the questions that require responses from the policy are:

i. What is the scope of non-formal basic education?
ii. Can the term be defined, or redefined, to include post-primary children?
iii. Can the scope include pre-primary education?
iv. Is there a need to change the term from NFBE to NFE?

What will be the details of the definition in terms of linkages with the regular school systems?

5.1.3 Adult Literacy

Internationally accepted definitions exist for adult literacy but the provincial government, probably in consultation with other provinces and the federal government, will have to officially notify a definition. At present, the Pakistan Social and Living Measurements Survey defines this at the age groups of 10 plus, as well as 15 plus. National Commission for Human Development (NCHD) considers all programmes for age groups 11-45 under the rubric of adult literacy. Historically, the definitions, for international reporting purposes, were the domain of the federal government. The definition itself would be given as part of the Population Census. After the 18th amendment, the provinces have the exclusive domain in education although Census remains a federal subject. For consistency across the provinces and official usage vis-à-vis international reporting, definitions will need to be formally developed and notified, after agreement across provincial and federal governments. This will also help ensure inter-provincial standardisation.

A sub-set of adult literacy is youth literacy. Again, the relevant age group will need to be defined for this sub-set. Most critically, the definition of literacy to be adopted will be part of the discussions mentioned above. The NFE and Literacy Policy for Sindh will propose all of these definitions for further discussions with other relevant jurisdictions within the country.

Some of the key questions that need to be addressed in this regard are:

i.   What operative definition of adult literacy should be proposed for discussion with the federal government and other provinces?
ii. What should be the age group for adult literacy?
iii. What should be the age group for youth literacy?
iv. What would be the academic period for NFE in terms of weeks, months or years?

5.1.4 Mainstreaming

One of the implementing partners pointed out the issue of mainstreaming based on their experience. Functionally, once a child has passed from the NFE programme and enrolled in a regular school, he or she is deemed to have been mainstreamed successfully. However, the implementing organisation concerned mentioned that many of the children 'mainstreamed' by them end up dropping out of regular schools within months of enrolment. Intuitively, some of the internal factors of mainstream schools that lead to initial dropout also play a role in subsequent dropout. In this situation, which is likely prevalent in many cases, what might be a suitable definition of 'mainstreaming'.

The key questions to ask are:

i.   At what point is an out-of-school child considered to have been mainstreamed?
ii. What would be the formal recognition process when a child has been 'mainstreamed'?
iii. Are the NFE centres, solely, responsible for mainstreaming?

The definition will have an important impact on the education sector. Ideally, a more comprehensive and inclusive definition of mainstreaming should be adopted so that the regular

school system begins to recognise the importance of NFE and, as a result, focuses on its own deficiencies that lead to dropouts.

5.1.5   Dropouts

In addition to mainstreaming, the term dropouts needs to be defined clearly for data purposes. SEMIS does specifically define it and the number of dropouts over a year can be calculated using the data. However, failure to cover private schools, madrassas and schools run by other public sector entities brings the numbers into question. For example, a child simply moving from a public school to a private one clearly does not mean the child has dropped out.

In case of some of the NFE programmes, currently being implemented, the monitoring process is monthly. When asked about dropouts, the responses showed that no standard definition exists. Some organisations consider a two-week absence as dropping out, even when the child or children in question return to school. Often, children leave for health reasons, or, during the harvesting season, or, for similar short-term reasons. The term 'dropout', therefore, needs to be defined clearly, comprehensively and consistently, across both mainstream and NFE schools.

Key questions in relation to developing such a definition are:

1. What is the minimum number of days a child is required to attend?
2. After what period of unsanctioned absence will the child be considered to have dropped out?
3. What should be data period for the definition?

5.2   The Learning Challenge

In a regular school system, the learning path of a child is relatively predictable, depending on the fundamentals established by child psychology frameworks and taxonomies. Both get incorporated into curricula and learning material that cater to age-specific learning approaches. Teachers are also trained within this framework. While, in Pakistan, the situation in schools is far from ideal, theoretically, regular schooling approaches are well-defined. In Sindh, like the rest of the country, irrespective of quality, the processes are settled in terms of the scheme of studies, curriculum, syllabi and textbooks.

NFE, on the other hand, presents a much more amorphous and, therefore, complex area. Children do not follow an age pattern as they drop out of schools. The set of students selected for teaching in these centres come from a wide range of ages. This diversity presents a number of complexities.

Firstly, older children might feel embarrassed sitting in a classroom with younger pupils. They also pose a potential risk to the younger children. While these issues concern class management, both for the teacher and the centre management as a whole, even more specific learning obstacles arise. Children, who have either never been to school or leave early, develop cognition and learning ability more through life experiences than regular schools. While the former cannot be completely factored out in regular schools, the influence of the teaching-learning process, at least theoretically, allows a degree of predictability when it comes to learning outcomes and cognitive development at key stages in the standard chronology of mainstream schooling.

The added complexity poses challenges for the type of learning material and pedagogic approaches that will suitably cater to variegated, non-standard requirements and needs. Logically, the NFE and adult literacy classes should be more difficult to manage; the former more than the latter. In view of these complexities, the policy needs to address the following issues:

5.2.1 Curriculum

For out-of-school children being mainstreamed, the regular curriculum taught in school forms the basis of the learning process. As the time for delivery gets curtailed, either the number of hours of teaching per year has to increase or the curriculum needs to be compressed. Responses to the issue would be needed from experts so they can benefit and inform an official policy.

The learning material prepared by JICA and SRP is based on 70% of the learning outcomes given in the official curriculum of 2006. The decision to take 70% of the curriculum should be reviewed by the relevant provincial authority i.e. the Curriculum Council and Curriculum Wing. Whatever the result of the review, the decision should be officially notified in order to standardise the process. JICA, along with SRP, is currently engaged with the Curriculum Wing in partnership with the Directorate of Literacy and NFE for this purpose. Suitable curricular and pedagogical materials, as well as deployment methods, need to be considered for various NFE /Literacy options[24].

A number of interactive, learner-friendly curriculum materials for accelerated learning of out-of-school and at-risk children in school, youth and adults, are in use, and/or developed, by SEF, Idara-e-Taleem-o-Aagahi (ITA), Teachers Resource Centre (TRC), Literacy Boost/Save the Children, and others, including AIOU. Literate Pakistan Foundation (LPP) produces the Jugnoo series, for various school levels. The ICTs materials by INTEL to be deployed under SCDP-SBEP for training 4000 out-of-school youth/adults must also be given its due place in the emergent curriculum options that can be finalised concurrently with policy. The work on curriculum in this learning space must remain iterative and dynamic, reviewed every two to three years for enhanced learning options for diverse target groups across all age ranges. This applies to delivery methods and use of various technologies for and within distance learning and face-to-face options.

A sustainable solution will include notification on curricula of adult literacy and NFE by the relevant authorities in a manner that will continue to accommodate future changes. Such official notification will have to define the objectives, scope, duration, and review processes of the NFE and adult literacy curricula across the criteria and rubrics discussed above. In case of NFE, the curriculum for regular schools will have to be followed, however, its sequencing and details may need to be adapted to fit the non-regular environment. The official government agency, the Curriculum Wing, will need to notify the details as they develop and continue to change.

A more conspicuous deficit exists in case of the post-primary curriculum for NFE. As the latter has been pursued as a confused mix of adult literacy and school education, no clarity exists. If

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[24] SEF: www.sef.org.pk
TRC: http://trconline.org/category/lesson-plans/
ITA:http://cpbpakistan.itacec.org/cpb_learning_resource_kit.php
LPP: www.literatepakistan.org

skill-transfer is adopted as a strategy for post-primary NFE, then curriculum may need to be reviewed to adapt to its needs.

The Federal Ministry of Education prepared, in 2007, an adult literacy curriculum. This needs to be reviewed by the provincial curriculum authorities set up, and mandated, after the 18th Constitutional Amendment. As with the current curriculum, there might be a need to adapt it to local requirements, or for it to be simply approved at the provincial level.

Key Questions that need to be addressed for policy development in this regard are:

i. Should the 'official' curriculum be modified for NFE at primary and/or post-primary levels?
ii. If yes, what process should be adopted for identifying and carrying out the modifications?
iii. Who will notify the official curriculum?
iv. Who will have the responsibility to review the NFE curriculum in future?
v. Should the current adult literacy curriculum developed by the Federal Ministry be reviewed and adapted as per the provincial needs?
vi. What process should be used to review the adult literacy curriculum?
vii. Which organisation will notify the curriculum?
viii. What is the current capacity in the existing organisations (Curriculum Wing, BOC, Directorate of Literacy & NFE) for undertaking such a task?

5.2.2 Learning Material

Learning material for both NFE and Adult Literacy has to be designed in light of the special needs of each, as the routine school textbooks will likely not be the best option. This also requires a more specialised comprehension of the NFE and adult literacy learning processes. As already mentioned, JICA and Sindh Reading Programme (SRP) have developed learning material for the primary level, on the basis of Curriculum 2006. Earlier, Sindh Education Foundation (SEF) had developed material called 'Tez Tareen', in 2010. Other agencies have also developed materials, shared with the Directorate, that merit consideration through a formal framework.

The current efforts by development partners like JICA and USAID will assist in filling in the immediate gap at the primary level. However, to undertake the task on a sustainable basis, the policy will need to address some key gaps. Additionally, material development for post-primary should also be ensued.

Key questions with reference to learning material are:

i. Who will be responsible for developing (or approving) this material on the government side, on a sustainable basis?
ii. What is the current capacity of the relevant organisations for undertaking the task?
iii. Which agencies need to be involved in the development of post-primary learning material?

5.2.3 Pedagogy

As already discussed, the challenges of a multi-age and multi-grade classroom are more complex than classrooms in regular schools. Teachers need to be better qualified than those currently employed in various projects. The limitation arises from the community model used.

The issue of quality teachers remains imperative to success. Even if the current practice of recruiting less qualified teachers from within the community cannot be changed in the short to medium term, training (and trainers) will need to be upgraded. Similarly, adult literacy is a specialised teaching process different from routine schooling. Centres for adult literacy also suffer from low quality teaching.

The challenge becomes even more difficult as skill-based training is added to the curriculum for post-primary and adult learners.

Key questions for the policy are:

  i.   What are the requisites of teaching in an NFE and/or adult literacy programme?
  ii. What is the best option for selection of teachers for the programme?
  iii. What are the training requirements for teaching at this level?
  iv. Who should be responsible for training of these teachers?
  v.   What is the current capacity of the relevant organisations to undertake this task?

5.3   Challenges of Delivery Mechanisms

Even as quality, similar to all learning systems, remains the central imperative, delivery across such large numbers poses its own set of challenges. The SED already has the largest number of personnel and assets in the form of buildings. A successful NFE and Adult literacy process requires outreach to the grassroot levels in the remotest corners of the province. Outreach related challenges are:

5.3.1   Capacity of the Government

School Education Department, its directorates and other attached organisations have myriad capacity issues. These capacity limitations, among other factors, impede their ability to effectively deliver education across the province. Demands of an additional area like Non-formal Education will further stretch organisations like the Directorate of Curriculum, Assessment and Research, Sindh Textbook Board, Provincial Institute of Teacher Education and even the Directorate of Schools.

More specifically, the capacity of the Directorate of Literacy and Non-formal education will be tested. As discussed earlier, the present set up consists of personnel not specifically trained in the area of NFE and Adult Literacy. Even more important is the fact that the organisation has not been designed with a clearly targeted output. The current design does not appear to be equal to the demands of the large scale of the problem.

Policy development has to include issues of capacity of both mainstream institutions linked to NFE and Adult Literacy as well as the Directorate of Literacy and NFBE and its field units.

Key questions for the policy are:

  i.   What are the capacity requirements of an expanded and effective NFE and adult literacy programme for each of the following organisations:
       a.   The Secretariat of ELD
       b.   Directorate of Curriculum, Assessment and Research?
       c.   The Directorate of Schools?
       d.   Sindh Textbook Board?

  e. Provincial Institute of Teacher Education?
  f. Directorate of Literacy and Non-formal education?
  ii. What are the current capacity limitations and strengths of these organisations?
  iii. What are the gaps that need to be filled?
  iv. What are the capacity requirements of the Directorate of Literacy and NFE?
  v. What are the current capacity limitations?
  vi. What are the gaps that need to be filled?

The exact response to the above will partially depend on the service delivery design that is eventually approved, and institutionalised.

5.3.2 Professionals for the Sector

The dearth of education professionals in general hits this sector in particular. There are, especially, no known experts in adult literacy and post-primary, non-formal education. This is a specialised area where experts would be needed to train teachers, develop learning material, assessments and on going research and improvements. The key questions for the policy are:

  i. What type of specialised expertise is required for various streams of ALP?
  ii. What is the best method to develop this expertise?
  iii. How can such expertise be retained?

5.3.3 Connecting the Sub-Sectors

Three main subsectors of education need to link up for effective NFE and Adult Literacy: the NFE and Adult Literacy Sector itself, the regular schools system and technical and vocational education. Effectiveness of each determines the success of the rest. A weak TVET sector would result in poor outcomes for the post-primary NFE and adult literacy. Similarly, as demonstrated earlier, poor quality of school education will limit the possibilities for both NFE and TVET.

Irrespective of effectiveness, there is a need to create and exploit these linkages. Policy will need to look at the issues and address the gaps.

The key questions in this domain are:

  i. What should be the linkages between school education and NFE?
  ii. What are the current linkages between school education and NFE?
  iii. What are the gaps?
  iv. What should be the linkages between post-primary education and TVET?
  v. What are the current linkages between post-primary and TVET?
  vi. What are the gaps?
  vii. What should be the linkages between adult literacy and TVET?
  viii. What are the current linkages between adult literacy and TVET?
  ix. What are the gaps?
  x. Which key agencies on TVET and livelihoods need to be mobilised for the youth and adult functional literacy space?

5.3.4 Cater to Diversity

Communities across the province have a lot of diversity. This variance has to be accommodated in all policies in the social sector, including the approach to regular schooling. This requirement

is even more relevant to NFE and Adult Literacy. As discussed, the amorphous residual of the failure of regular school has to be targeted by NFE and Adult Literacy programmes. The shape and needs will vary across each region. Communities will have different incentives and drivers for NFE and Adult Literacy, depending on a number of factors: rural-urban, riverine, desert environments, and others. The issue of diversity will be equally, if not even more, pertinent in case of public-private partnership models being employed.

Key questions for policy development are:

i.   What are the impediments to community mobilisation across various regions of Sindh?
ii. What are the main drivers of successful community response in each region?
iii. What are some of the success stories from which the policy can learn?
iv. To what extent can diversity be accommodated in policy, planning and implementation?

5.3.5   Public Private Partnerships

The current model depends on public private partnerships in the sector. As seen earlier in the report, capacity of the private sector is limited even as that of the government needs to vastly improve. Practically, without the latter, management of an effective public-private partnership will be extremely difficult. While the PPP policy continues to strengthen the issue of a regulatory framework for the education sector, one has not yet been developed.

Given the history of delivery through public-private partnerships and the capacity limitations and resource constraints (discussed in more detail under 'Financing Challenges') of the government, it appears to be the best medium available. However, the current under-performance needs to be addressed. The model will have to be designed for efficiency and effectiveness and not simply spread and access. Normally, the partnership is about simple delivery. It can be enhanced collaboration on areas like material development and teacher training also. The details will need to be sorted out at the policy level.

Some of the key questions for policy development are:

i.   What should be the model for PPP in NFE and Adult Literacy sub-sector? Which areas should it cover?
ii.   What details should the regulatory framework cover?
iii. What should be the contractual obligations of the government and the implementing partners?
iv.   What will be the linkage with PPP Node and Directorate of Literacy & NFBE?
v.   How should the capacity of the potential implementing partner be gauged?
vi.   How can delivery, by the various implementing partners, be standardised?
vii. How will the government monitor the delivery processes and products?
viii. How will the implementing partners be evaluated?

5.4   Challenges of Planning

The scale, amorphousness, diversity and specialised needs of the ALP domain make planning a difficult task. The government's lack of experience compounds the difficulty of planning on a scale in the sector. Only recently, two small PC-1s have been approved for implementation by the Directorate of Literacy and NFE. Despite being a part of Sindh Education Sector Plan 2014-18, the area has not been planned in detail. The prospective policy will touch on this area, but as it does that, some of the areas essential to good planning need to be assessed.

5.4.1 Data

Good planning is not possible without quality data. The present data sets available suffer from a number of deficiencies. Firstly, there has been no population census in the Pakistan since 1998. This massively limits projections and even current mapping of demographics. Secondly, Sindh Education Management Information System (SEMIS), responsible for data collection on schools, excludes private schools, madrassas and even schools run by other public sector entities. These gaps in information make it very difficult to give an accurate figure of out-of-school children. The Alif Ailaan study, quoted earlier, uses a mix of different sources to reach an estimate. In the absence of more accurate data, it has to be treated as the best source of information.

More significantly, planning for the sector cannot be undertaken on the basis of aggregate numbers alone. Geographic, gender and poverty related mapping of OOSC will be essential to analysing resource needs. In the current situation, the possibility of obtaining such data is extremely remote. A study by UNICEF does reveal some patterns but the data is sample-based. While these guide policy development, planning gaps will continue without accurate mapping.

The data problem in the case of adult literacy is, at best, similar, if not worse than OOSC. The best source of Adult Literacy information is given in the Pakistan Social and Living Measurement Survey (PSLM). These are sample-based calculations for the province, as well as districts. It provides a good starting point but, again, good planning would require more accurate, and extensive, data. Mapping on the same pattern as NFE will be imperative.

Another gap appears in the form of the absence of linkaging of SEMIS' data with that of NFE centres. At present, even the existing efforts in the sector are not recorded into a database. This means the government is not aware of the spread, and other details, of the current coverage, in a systematic manner. Without this information, efficiency will continue to be affected due to duplication and other problems.

Some of the key questions for policy are:

i. What are the key data needs for effective planning for NFE and adult literacy?
ii. What are the current gaps?
iii. How can the data gaps be filled?
iv. What types of linkage are required between SEMIS, D G M&E and NFE/Adult literacy data?
v. What are the current gaps?
vi. How can these gaps be filled?
vii. What data sets should be employed in the transition period, for planning purposes, in NFE and Adult Literacy?

5.4.2 Link to Mainstream Planning

Planning and Development Department of the Government of Sindh is the apex planning body for the province. It has had years of institutional engagement with the School Education Department for regular (mainstream) education. While there are gaps in these planning processes, which are expected to be reduced through SESP 2014-18, the institutional understanding of NFE and Adult Literacy currently remains limited. This is the result of marginalisation of the sub-sector within education and not a weakness of the P&D Department itself. As the sub-sector of NFE and adult literacy gets increased priority, the importance of institutional understanding and ownership at the P&D level will also need to be increased.

The strong connecting thread between the sub-sector and mainstream education has to be made part of all planning in the education sector, irrespective of the sub-sector directly targeted. An important organisation for creation and strengthening of the links is the Reform Support Unit (RSU) of the Department of ELD. As the custodian of SESP, it will have to be the coordinator for all reforms in the sector, including NFE-Adult Literacy. Integrated planning is essential and the concept has to be understood at all levels, beginning from the Secretary Education, to RSU, and all others.

Key questions for policy development are:

i.   How should the P&D Department be brought on board for the NFE-Literacy sector and its connectivity with mainstream education?
ii.   What are the current gaps in planning for NFE and Adult Literacy sectors at the institutional level?
iii. How can these gaps be filled?
iv.   Does the current mandate of RSU allow it to function as the coordinator and connector?
v.   If not, then how can it be enabled?
vi.   If yes, then what role can it have in coordination of planning across the sub-sectors?
vii. What are the current gaps in the process?
viii. How can these be removed?

5.5   Challenges of Financing

Education takes a large proportion of financial resources of the government, even with the present incomplete coverage and inadequate efficiency. As the coverage expands and efficiency factors are targeted for improvement (as they currently are) the expenditure will increase. With 50% children out-of-school and an adult literacy rate of 56%, the sub-sector will consume additional resources. Three challenges manifest in the financing of the sector are:

i.   The need for political will to provide more funds for NFE and Adult Literacy.
ii.   A model for optimal utilisation of funds in view of the limitations of resources. The specific public-private partnership model adopted will be critical.
iii. Improved efficiency in utilisation of funds in mainstream education as well as the NFE and adult literacy sub-sector.

Policy will include strategies that address the above challenges.

5.6   Political Awareness and Ownership

Education has received increased political support over the last few years. It has moved from relative margins of political priorities to a more central position. While this is true of mainstream education, the issue of out-of-school children and adult literacy has been completely missed out. No political statement in recent years has enunciated a commitment to support NFE and adult literacy. The sub-sector cannot deliver without adequate political support and the consequent committing of financial resources. The cause requires its champions.

i.   What is the best approach to create political awareness and ownership of the importance of the sub-sector?
ii.   How can a multi-party engagement process be pursued?
iii. How can ownership be sustained over a long period?

iv.   How can ownership be converted into sustained resource availability to the sub-sector?

List of Persons Met

S. No.	Name		Designation
1	Fazlullah Pechuho	Secretary	School Education Department, Government of Sindh
2	Alia Shahid	Special Secretary	Education and Literacy Department, Government of Sindh
3	Ganeshmal	Deputy Director	Bureau of Curriculum Research and Assessment
4	Mushtaq Ahmed Ansari	SS PEACE	Bureau of Curriculum Research and Assessment
5	Tanweer Ahmed Khan	SS PEACE	Bureau of Curriculum Research and Assessment
6	Tahseen Ansari	SS PEACE	Bureau of Curriculum Research and Assessment
7	Mohammad Alam Thaheem		Bureau of Curriculum Research and Assessment
8	Ghulam Asghar Memon	Additional Director	Bureau of Curriculum Research and Assessment
9	Lila Ram	PEACE Coordinator	Bureau of Curriculum Research and Assessment
10	Khalid Mahmood Memon	Subject Specialist	Bureau of Curriculum Research and Assessment
11	Sayed Saleh Muhammad Shah	Deputy Director	Bureau of Curriculum Research and Assessment
12	Naheed Shah Durrani	Managing Director	Directorate of Literacy and NFE
13	Aziz Kabani	Deputy MD	Education and Literacy Department, Government of Sindh
14	Qurat Mirza	Manager Special Project	Indus Resource Centre
15	Shehla R. Din	Education Specialist	Indus Resource Centre
16	Ghulam Sarwar	Office Superintendent	Indus Resource Centre
17	Atta Hussain Solangi	EP	M&E Assistant IRC Khairpur
18	Shujaat Leghari	EP	National Commission for Human Development
19	Abdul Sami Abro	General Manager, Khairpur	National Education Foundation
20	Naeem Abbass Chandio	DEC, Khairpur	NCHD

21	Ghulam Hussain	Project Manager	Office of DO Literacy, Khairpur District
22	Nasim Akhter	DO Literacy, Khairpur	Office of the DO Literacy, Khairpur
23	Ruqia Shaikh		Pakistan Fisher Folks Forum
24	Fazlullah Pechuho	Secretary	School Education Department, Government of Sindh
25			BECS
26	Mustafa Gurgaze	Manager Programmes	Sindh Education Foundation
27	Yusuf Ahmad Sheikh	Secretary	Sindh Education Foundation
28	Fahim Noonari	SAS English	Sindh Reading Project
29	Nazir Ahmad Sheikh	SS Biology	Sindh Textbook Board
30	Shafi Mohammad Chandio	SS Sindhi	Sindh Textbook Board
31	Hafeez Ahmad Memon,	SS Chemistry	Sindh Textbook Board
32	Abdul Hakeem Pathan	SS Islamiat/Arabic	Sindh Textbook Board
33	Humaira Hashmi	Director Operations Sindh	Sindh Textbook Board
34	Tahira S. Shiekh	Director	SPO
35	Attia Bhutto		UNICEF
36	Talib Hussain Sheikh	Additional Director	UNICEF
37	Baela Raza Jamil	COP	SCDP
38	TM Qureshi	TL, Policy	SCDP

Persons Present in the Consultative Workshop on Situation Analysis

Sr. No	Name	Designation	Deptt/Organisation
1.	Ghulam Sarwar Mallah	DO E (Literacy Jamshoro	Education Jamshoro
2.	Moar Khan Bir Mani	AOs	DEO Jamshoro
3.	Mrs. Nasim Akhter	DG Literacy, Khairpur	DG,O Litt (Kharipur-Education
4.	Dr. Dilshad Ashraf	Associate Professor-Khairpur	AKU-IED
5.	Hammad Anwar	Assistant Manager	Value Resources
6.	Tajwar Khattak	Assistant Manager	Value Resources
7.	Akram Ali Khawaja	D.G (M&E)	SED, Govt. of Sindh
8.	Dr. Sajid Ali	Associate Professor	AKU-IED
9.	Hadi Khan	Admin	SCDP
10.	Asfand Yar Mangi	DD Literacy Sindh	Education Department
11.	Dr. Fatima Dar	Head Edu Deptt. SZABIST	SZABIST
12.	Mr. A. Bhutto	SZABIST cu-Lead	Sindh Reading Programme
13.	Zeeshan Shah	Internee	SRP
14.	Muhammad Hashim	DOE Thatta	Education
15.	Lila Ram	Edu Specialist	USAID
16.	Khalid Maher	PM	RSU
17.	Imtiaz A Nizami	PPP	ITA
18.	Randy Hat field	PM-SBEP	USAID
19.	Liaqat Ali Bhutto	Dy, Director	Lit & NFE
20.	Imtiaz Ahmad Qureshi	Computer Programmer	Lit & NFE
21.	Dr. Kamran	DD	SEF
22.	Abid Gill	Deputy Chief	JICA-
23.	Sajjad Haider	Programme Specialist	JICA
24.	Ayaz Soomro	Chief Project Coordinator	PFF
25.	Ahmed Khan Zameer	Assistant Director	NFE
26.	Dr. Fauzia Khan	HCW	E& LD GoS
27.	M. Akram	Education Officer	UNICEF
28.	Kanza Azeemi	PSO Coordinator	IRC
29.	Farhet Ratina	Manager	DILER
30.	M. Hameen Memon	A.A.O	Lit & NFE
31.	Akbar Dar	Advocacy Coordinator	Plan International
32.	Saba Saeed	ITA	ITA
33.	M Alam Thaheem	Dir. NFE	E & LD

34.	Hafeez ullah	Manager LRCM	SCDP
35.	Muhammad Younas	Programme Specialist	JICA-AQAL
36.	M. Ilyas	Programme Specialist	JICA-AQAL
37.	P. Muhammad Nawaz	Coordinator NFE	E& LD
38.	Shah R R	Edu. Specialist	UNICEF
39.	Sadiq		IRC
40.	Pervez Ahmed	P.C	PILER
41.	Bela Raza Jameel	C.O.P	SCDP
42.	T.M. Qureshi	T,L CR&P	SCDP
43.	Abdus Sami Khan		

Centres Visited

NFE Schools/ Centres visited in Khairpur Mirs District:
1. Government Primary School, Sono Dharejo,
2. Government Primary School, Mir Jo Banglo Arbab Katoher Khairpur
3. Basic Education Community School (BECS), Allahabad Colony, UC-Luqman, khairpur.
4. Government Boys Primary School, Ali Muhammad Shah Village, Khairpur
5. Non-Formal Education Center, Goth Rab Nawaz Junejo, UC-Khanpur
6. Government Girls Primary School, Ubri Khairpur Mirs (SEMIS Code: 418020170)

NFE Schools/ Centers visited in Jacobabad District:
1. Allah Javayo Bhatti Alternative Learning Path (ALP) Centre,
2. ALP centre bangle Khoso, Dayo Thul city, Jacobabad.
ALP centre Rahimabad, Jacobabad.
Three Centres Run by PILER in Gaddap Township
Three Centres Run by Pakistan Fisherfolk Forum in village Ibrahim Haidery

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