COUNTRY REPORT PAKISTAN

REGIONAL WORKSHOP ON EQUIVALENCY PROGRAMMES AND ALTERNATIVE CERTIFIED LEARNING FOR ACHIEVING EFA AND PROMOTING LIFELONG EDUCATION
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By

Shahid Ali Khan
Assistant Educational Adviser
Ministry of Education
COUNTRY REPORT

STATUS OF EQUIVALENCY PROGRAMMES IN PAKISTAN

The idea that the education is for all the people and it is a lifelong process is being accepted increasingly in Pakistan. Pakistan considers educational programmes as basic to its economic development and political independence. However full participation in nation building activities by the population cannot be achieved unless individuals have acquired the skills and knowledge needed for such participation which almost entirely depends on the educational system. The existing formal systems of education obviously cannot cope with the demand of education for all. In an effort to extend educational opportunities especially to adults at whatever academic level, we need to look for alternative means to the high costs for formal provisions.

Soon after the creation of Pakistan in 1947, alternative systems developed as a reaction to pressure for quantitative expansion in education and efforts were made to find practical expressions for the political philosophies of self reliance. Despite the high level of resources invested in expanding public education, demand, particularly in “disadvantaged” areas, consistently out-ran possibilities for satisfying it-hence the growth of self help, community-conceived educational facilities which compensated for the public system’s quantitative inadequacies. Government support for such facilities has varied from the only moral support to the provision of capital grants and the partial or total payment of staff salaries.

A few public institutions such as Allama Iqbal Open University, National Education Foundation, provincial Literacy & NFBE departments, Pakistan Bait-ul-Mall and handful of NGOs are offering Non-formal Basis Education (NFBE) as equivalency program. This mode of education has now become a complementary mode of education up to primary level especially for dropouts and left outs. Majority of these schools are working for basic primary education. They provide free education to dropouts and left-outs as well as to those children who do not have access to formal conventional school due to poverty. However, these schools have not yet been accepted equal to public schools in terms of their curriculum, Assessment, Certification and Accreditation

POPULATION

According to the National Institute of Population Studies (NIPS) Islamabad, the estimated/projected population for 2010 is 167 million of which, 51.9% are males and 48.1% are females. In 1951, Pakistan’s total population was 33.8 million which reached to 65.3 million in 1972-73. Its growth rate was 3.0% in 1981 but declined to 2.2% by March 2000. It further reduced to 1.9% by the year 2005.
The rapid population growth is a heavy burden on the country’s limited resources. A majority of population (65.1%) still resides in rural areas, largely depending on agriculture. The life expectancy for the year 2005-06 was estimated at 64 years for males and 66 years for females. The crude death rate (CDR) was 7.8 (per thousand) in 1999-2000, which has also declined to 7.1 by the year 2004-05. All these demographic indicators show that the development and extension in health facilities have improved the life span.

The projected population of specific age groups both male and female as per estimated/projections of National Institute of Population Studies for the year 2010 is as follows:

**AGE GROUP-WISE PROJECTED POPULATION 2010 OF PAKISTAN (IN MILLION)**

<table>
<thead>
<tr>
<th>Age group</th>
<th>Total</th>
<th>Male</th>
<th>Female</th>
<th>% of total population</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-4</td>
<td>18.4</td>
<td>9.57</td>
<td>8.77</td>
<td>11%</td>
</tr>
<tr>
<td>5-9</td>
<td>18.3</td>
<td>9.55</td>
<td>8.72</td>
<td>10.9%</td>
</tr>
<tr>
<td>10-14</td>
<td>19.2</td>
<td>9.97</td>
<td>9.25</td>
<td>11.5%</td>
</tr>
<tr>
<td>15-19</td>
<td>19.40</td>
<td>10.0</td>
<td>9.4</td>
<td>11.6%</td>
</tr>
<tr>
<td>20-24</td>
<td>17.97</td>
<td>9.28</td>
<td>8.68</td>
<td>10.7%</td>
</tr>
<tr>
<td>15-24</td>
<td>37.37</td>
<td>19.29</td>
<td>18.08</td>
<td>22.3%</td>
</tr>
<tr>
<td>10+ age group</td>
<td>130.67</td>
<td>67.68</td>
<td>63.01</td>
<td>78%</td>
</tr>
<tr>
<td>15+ age group</td>
<td>111.47</td>
<td>57.71</td>
<td>53.76</td>
<td>66.6%</td>
</tr>
<tr>
<td>Total</td>
<td>167.37</td>
<td>86.8</td>
<td>80.5</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: National Institute of Population Studies (NIPS) Islamabad

**Gross Enrolment**

Overall gross enrolment at primary level is 95% (male 101%; female 88%) against 61% (Male 66%; Female 56%) at middle and 56% (Male 65%; Female 47%) at matric level.

**Adult Literacy Rates (2007-08)**

The 10+ age group adult literacy rate of Pakistan as per national census 1998 was 45% which increased to 56% (male 78; female 44%) according to the findings of the Pakistan Standard of Living Measurement (PSLM) survey 2007-08. The projected literacy rate for the year 2009-00 is around 59%.

**Literacy Target Groups**

The following groups are the priority target groups in the National Plan

a) Out of School Children From 6 to 14 years of age

The focus would be on all children at risk, and instructions would normally rely on a regular primary school programme, using non-formal education mode.

b) Out of School Children/Drop-out Adolescents From 10 to 14 years of age
The focus would be on all children at risk, and child labour as key target group. Instructions would rely on condensed version of primary school curricula with some additions and deletions to meet the needs of this age including skills and vocational options through non-formal education mode.

c) Illiterate Youth: From 15 to 24 years of age

The focus would be on both males and females, and instructions would rely on functional literacy, including income-generating skills and health issues etc.

d) Illiterate Adults: From 25 to 45 years of age

The focus would be on women, and instructions would include income-generating skills, health education and basic life skills.

10th Five Year Plan Development Goals

10th Five Year Country Plan (2010-15) likely to be finalized soon has set the following development goals, targets and strategies to promote literacy and non-formal education in the country.

The plan envisages that all out efforts shall be made to achieve 86% literacy rate as proposed in the Education Policy. These include sealing of addition of illiterates through achieving universal primary education and ensuring zero drop-out rates at primary level. Community schools and National Commission for Human Development (NCHD) with the help of volunteers shall ensure educating the drop outs of formal system for achieving anticipated literacy rate. Existing school infrastructure wherever feasible shall be used for literacy and non-formal education. A portion of distinct and provincial budget shall be allocated for literacy and non-formal education. Literacy Departments shall start adult literacy programmes. NGOs and Allama Iqbal Open University AIOU (with the help of Tutors/ retired teacher) shall be encouraged to run literacy programmes for adults on need basis. Mosques/ religious institutions shall be utilized for promotion of literacy. Post literacy job-relevant materials/ Newspapers shall be developed for Neo-literates to save them from relapsing into state of illiteracy. All children of age group 6-10 shall be enrolled by the year 2015 which will be help in enhancing the literacy rate to 86% as peer plan target.

10th Five Year Plan targets for adult literacy elementary and secondary education are as follows:

10TH FIVE YEAR PLAN TARGETS FOR LITERACY, ELEMENTARY AND SECONDARY Education

<table>
<thead>
<tr>
<th>LEVEL</th>
<th>2009-10</th>
<th>2014-15</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Literacy 10+</td>
<td>73</td>
<td>46</td>
</tr>
<tr>
<td>Youth Literacy</td>
<td>82</td>
<td>66</td>
</tr>
<tr>
<td>GER Primary</td>
<td>101</td>
<td>88</td>
</tr>
<tr>
<td>GER Middle</td>
<td>66</td>
<td>56</td>
</tr>
<tr>
<td>GER Matric</td>
<td>65</td>
<td>47</td>
</tr>
</tbody>
</table>
Development goals as per literacy and Non-formal Education Plans 2010-15.

Pakistan has initiated preparation of 5-year provincial and Country Action Plans of literacy and non-formal Education under UNESCO sponsored Literacy Initiatives for Empowerment (LIFE) framework/programme. These plans are based on the need assessment study findings conducted in 2007-08. The goals and targets fixed in the said plans interalia include increasing the adult literacy rate to 86% (both male and female) by the year 2015.

ADVOCACY AND AWARENESS CAMPAIGN

Advocacy and awareness rising for literacy and non-formal education is important component of literacy programme. Under the One Un Programme advocacy for literacy has been given special focus. The strategies evolved/adopted for advocacy and awareness raising interalia include as follows:-

- Mass media involvement/programmes on literacy.
  - Seminars, symposia, conferences, workshops and meetings on literacy and non-formal education.
  - Literacy day and Education For All (EFA) week celebration.
  - Literacy walks and messages of high ups for promotion of literacy.
  - Special programmes for politicians and member parliamentarians for mobilization of political will for promotion of literacy.
  - Etc etc.

POLICY FRAMEWORK

The current National Education Policy (2009) gives due importance to promotion of literacy and non-formal education. In order to achieve literacy goals and targets numbers of policy provisions have been included in the education policy.

The main literacy provisions included in the policy are as follows:

1. Literacy rate shall be increased up to 86% by 2015 through up-scaling of ongoing programs of adult literacy and non formal basic education in the country;

2. Sustainability of adult literacy and NFE programs shall be ensured by strengthening organizational structure, coordination and enhancing budgetary allocations for this neglected sub sector;

3. Government shall develop a national literacy curriculum and identify the Instructional material, teacher training modules and professional development programmes to support the curriculum. The curriculum shall be objective driven, so as to facilitate assimilation of trainees into mainstream economic activity by imparting skills training as per local needs and market trends;

4. Government shall develop and enforce minimum quality standards for organizations involved in literacy in the form of literacy certification and
accreditation regime. The literacy providers shall be required to offer the literacy programmes according to the specified standards;

5. A system shall be developed to mainstream the students of non-formal programmes into the regular education system, and a system of equivalence shall be developed to permit such mainstreaming. New Literates shall receive formal certification so as to facilitate their entry into government schools;

6. Provinces and district governments shall allocate a minimum of 4% of education budget for literacy and non-formal basic education (NFBE);

7. Linkages of non-formal education with industry and internship programmes shall be developed to enhance economic benefits of participation;

8. Horizontal linkages between schools and vocational/skills training centers shall be established;

9. Government schools shall initiate non-formal education (NFE) stream for child labourers. Children involved in various jobs or work shall be brought within the ambit of non-formal education system through need-based schedules and timings.

10. National Education Foundation (NEF) programs, currently in practice up to grade 5 shall be expanded up to grade 10, wherever required;

11. Special literacy skills programs shall target older child laborers, boys and girls (14 to 17 years). Special educational stipends shall be introduced to rehabilitate child labourers;

12. Arrangements shall be made to use school buildings for adult literacy after school hours;

13. Government shall develop guidelines for post-programme initiatives. Regular follow-up shall be made a part of the literacy programs;

14. Steps shall be taken to ensure that teachers for adult learners and non-formal education are properly trained and have a well defined career structure allowing them to move into mainstream education;

15. International Development Partners, community and private sector involvement in awareness programme, content, design and availability of facilities, shall be mobilized
PLANNING FRAMEWORK

Policy and Planning of Education including Adult Literacy was included in the concurrent list in the constitution of Pakistan. However the concurrent list has been abolished through the 18th Constitutional Amendment 2010. As soon in future policy and planning including literacy planning will be the responsibility of the provinces. Presently, the Ministries and Divisions involved in Policy and Planning of adult education and learning at national/federal level are as follows:

Ministry of Education formulates reviews and supervises implementation of adult education and learning policy in the country. Furthermore, in order to translate policy provisions into actions ministry also prepares the development plans. Such as National Plan of Action on Education For all (2001-2015), focusing adult literacy as one of the priority areas was prepared by Ministry of Education to implement the policy provisions of National Education Policy (1998-2010) as well as to achieve the EFA and Millennium Development Goals and targets. However, the provinces and districts can also prepare implement and monitor literacy plans and programmes in line with national literacy policy.

i. Planning Commission/Planning Division.

At national level we have Planning Commission/ Planning Division for preparation of adult education and learning plans and programmes in consultation with federal Ministry of Education (Policy and Planning Wing and Projects Wing).

Planning Commission is working on preparation of 10th Five year plan. Literacy and Basic Education is one of the main focuses of the 10th plan.

ii. Ministry of Finance and Economic Affairs Division

All federal funded plans, programmes and schemes are provided with the budget/ funds by the Ministry of Finance. Whereas, the Economic Affairs Division (EAD) mobilizes the funds/ financial resources through the international development partners.

iii. Provincial and Area level.

We have four provinces i.e. Punjab, Sindh, Khyber Pakhtoon Khwa and Balochistan and three federating Units i.e. Federally Administered Tribal Area (FATA), now called Gilgit Baltistan Province Federally Administered Northern Area (FANA) and Islamabad Capital Territory (ICT). The Provinces and areas also plan and implement literacy programmes and projects at the respective level.

iv. Education for All Plan

Ministry of Education developed National Plan of Action (NPA) on Education For All (2001-15). The adult literacy is one of the priority area of EFA plan. In view of the above cited development challenges the goals and targets were re-defined and the priorities reshuffled as follows:

The following inputs were proposed to enhance the literacy rate and eradicate the illiteracy under 15-year EFA adult literacy plan prepared in the year 2001:
i. EFA Plan set the target of 86% adult literacy rate both male and female by 2015.

ii. Opening of literacy centers was one of the major programmes proposed to eradicate illiteracy in the National Plan of Action. A total number of 270000 literacy planned to be opened. Each centre would complete 2 cycles of 6 months duration in a year, with an objective to impart general literacy (basic skills of literacy) to the adult population of the catchment area. After completing one or two cycles around 2/3 of the centers were planned to be shifted to other places where there is need for literacy center. Whereas, 1/3 of the centers were to be converted/upgraded to functional literacy/trade/skill development centers.

iii. Under the NPA 15,000 NFBE Schools were also planned to be opened every year.

**Literacy and Non-formal Education Plans (2010-15).**

Under the Literacy Initiative for Empowerment (LIFE) framework 5-year literacy and non-formal education plans for all the four provinces and federating Units have been prepared. Based on the provincial plans National Literacy and Non-formal education plan is being prepared. The literacy target set in these plans is 86% literacy rate both for male and female by the year 2010. The major inputs of these plans is opening of adult literacy centers, opening of skill development centers and establishment of non-formal basic education schools for out of school children.

**Financial Framework/Budget for Literacy and Non-formal Education.**

In Pakistan, adult literacy has never been matter of high priority. Due to insufficient political will, financial allocations have remained severely inadequate. While allocations for education in the past all along have been very low, never exceeding 2.5% of GDP, in the initial three five-year plans adult literacy was not provided any allocation at all. During the 1970-78 Non-Plan period, literacy received Rs.0.5 million. During the 6th Plan, literacy allocations were 4% of the education budget but this reduced to 1% during the next plan. Highest allocations (8.6%) to literacy were recorded during the 8th Plan but the 9th plan earmarked only 1% of the education allocations to literacy. For non-formal out-of-school children, funds were provided in the late 1980s and in the 1990s but the number of schools has more or less remained the same i.e., around 10,000, despite the initial plan to increase them ten-fold. However, it is encouraging that after year 2000 (Post Dakkar Period) adult literacy and non-formal basic education got some funds/budget under national and Provincial Annual Development Programmes (ADPs). Furthermore, the allocation for both the above national areas is on increased in every subsequent year. National Commission for Human Development NCHD has launched a 3-year literacy project in 2009. Under this project around 100,000 adult literacy centers will be opened throughout the country. An amount of 6 billion rupees has been allocated in this project by the Federal Government. Similarly, Literacy Department Punjab and ‘Elementary Education Foundation Khyber Pakhtoon Kha have allocated considerable funds for promotion of literacy. National Education Foundation (NEF) has been allocated 7 billion rupees for opening/ running20,000 Non-formal basic education schools. Despite that the gap is still more than 50%. In order to achieve the literacy rate target of 86% peer year
regional allocation for literacy and NFBE is 10 billion per year. Whereas, the existing allocation is hardly Rs 4 billion per year.

**INSTITUTIONAL FRAMEWORK**

We have two major organizations at national level that run the adult literacy and non-formal education programme. A brief overview of the said organizations is as given below:

**National Commission for Human Development (NCHD)**

It is a national organization set up in 2002-2003 under the Cabinet Division. NCHD has been declared as lead organization in literacy. It has launched country wide programmes in adult literacy, primary education, health and social welfare. The main focus of NCHD is on promotion of adult literacy. NCHD has opened 122,000 adult literacy centers/classes in aggregate, since year 2003-04. Total enrolment of these literacy centers exceeds 2.44 million (at the rate of average 20 learners per center/per cycle). Presently, it has covered almost all 122 districts of the country. NCHD has its own administrative and management structure at national, provincial and district levels. It has planned to open more than two hundred thousand adult literacy centers in next five years. The second major programme of NCHD is universalization of primary education (UPE). Under this programme it has opened feeder schools (for grade i-iii), provided additional teacher, where needed in government schools and re-opened the government primary schools( if closed due to non-availability teachers) by giving a teacher on contract basis. Total feeder schools/feeder teachers NCHD opened/ provided is around 22,000. Besides that it increased the enrolment of government schools by launching a enrollment drive through out the country.. The major funding for NCHD come from the federal government. However, it also raises funds through donors, donations and ex-paratriat Pakistani’s. The policy decisions are made by Board of Directors. The chief executive of NCHD is the Chairman who enjoys the status of State Minister. Last year (2009) NCHD has launched 2nd phase of adult literacy programme. Under this phase around 100,000 adult literacy centers will be opened in 3-years.

**National Education Foundation (NEF)**

NEF is also a national organization totally funded by the Government of Pakistan. It runs around 14,000 non-formal basic education (NFBE) schools re-named as Basic Education Community (BEC) schools. The total enrolment of these schools is more than 400,000. These schools teach primary education course in a condensed form to 5-14 year out of school children. NEF has recently set up its own administrative and management structure at national, provincial and some of the districts level. BEC schools are opened and run by NGOs under the supervision of NEF. Federal Government has recently launched a mega project of NEF to open 10,000 more BEC schools at a cost of 7 billion rupees (0.12 billion US$) in next 4 years. BEC schools are opened mostly at the residence of teacher. Teacher is paid reasonable honoraria. The NEF has a Steering Committee and Board of Directors for policy decision.

**PROVINCIAL ADMINISTRATIVE/ MANAGEMENT STRUCTURE FOR LITERACY AND NON-FORMAL EDUCATION PROGRAMMES**

Each Province has different administrative/ management structure for implementation of adult learning and literacy programmes which is as follows:
**Punjab Province:**

Punjab is the biggest province of the country with respect to population having 56% population. It has 36 districts. Punjab is the only a Province which has separate Literacy and Non-formal Education Department headed by Minister. The Chief Executive of literacy department is the Secretary Literacy and Non-formal Education. The other officers include additional Secretary, Deputy Secretaries, Deputy Directors and Assistant Directors etc etc. Executive District Officer (EDO) Literacy is the Chief Executive of literacy and non-formal education programmes at district level.

**Sindh Province:**

Literacy and non-formal education programmes are implemented in Sindh by the Education Department. For the purpose Sindh Province has set up Directorate of Literacy and Non-formal Education at Provincial level. Whereas, at district level they have District Literacy Officer (DO Literacy) except in one district i.e. district Karachi where they have EDO literacy.

**Khyber Pakhtoon Khwa Province:**

Literacy programmes in Pakhtoon Khwa are implemented by Education Department (Directorate of School and Literacy). They have District Literacy Officers at district level who work under Executive District Officer (EDO) Education. However, the main implementer/ stakeholder of literacy programmes in Pakhtoon Khwa is Elementary Education Foundation (EEF) set up and sponsored by Pakhtoon Khwa Government.

**Balochistan Province:**

It is the largest province with respect to area (43%) of the country area having 29 districts but only 5% population. The literacy and non-formal education programmes in Balochistan Province are implemented by Social Welfare Department. They have a separate directorate i.e. Directorate of Literacy and Non-formal Education at Provincial level which implements and coordinates literacy and non-formal education programmes. The department/ directorate has counterparts at district level.

**CHALLENGES**

National Education Policy (NEP) 2009 critically examined the current situation of EP and underlined four major issues related to literacy and non-formal learning programs:

1. The minimum quality criteria for equivalence programs has not been outlined.

2. The non-existence of certification and accreditation mechanism for NFE programs is consequently, missing equivalence link between formal and non-formal education.

3. There is hardly any link of literacy and NFE programs with employment opportunities.

4. There is lack of follow-up programs i.e. post literacy or technical education programs for the graduates of literacy and NFE
needs

NEP 2009 presented following policy provisions to overcome the issues:

1. There is a need to refine organizational structure of adult literacy and NFE programs and its strong coordination with budgeting of the programs.
2. Curriculum should be prepared according to local market needs to promote economical conditions of learners.
3. Teacher training focusing more on curriculum delivery mechanism could be arranged for literacy and NFE teachers.
4. Minimum quality standards are to evolve for NFE programs with clear certification and accreditation mechanism and implement through service providers.
5. Linkage would be created between NFE and industrial internship programs.
6. Non-formal vocational skills training centers would be established.
7. NFE programs would be initiated in government formal schools for children involved in child-labor at mutually convenient time and schedule and special stipend to the children to consolidate their attention in studies.
8. Where required, NFE programs shall be expanded up to grade 10.
9. Post-literacy and post-NFE programs would be initiated as a part of literacy and NFE programs.