



NATIONAL LITERACY STRATEGY

POLICIES, TARGETS AND STRATEGIES

2013

National Literacy Strategy

Foreword

Literacy is a basic right, a skill that paves the way for the expansion of opportunities and for overall human development. Participation in modern society requires individuals to be literate, to be able to express themselves, to learn, develop, and live autonomous and full lives.

As the world moves forward and new technologies increase the knowledge available within societies, a literate, skilled population able to access and make use of these developments is a necessity. Literacy is a precondition for integrating within the societies of the modern world, building a dialogue between our ever more connected lives. Those who do not have the literacy skills to access this changing reality represent a devastating loss to the cultural and economic resources of the global community.

In Afghanistan, consistent efforts over the last decade have seen a huge increase in the provision of schooling and basic education. However, there remain large numbers of people who are still unable to access educational opportunities. Recognizing the urgent nature of the challenge, the National Literacy Strategy will further strengthen the capacity of those working in the sector to implement literacy courses across the country, training more qualified literacy facilitators, and developing learner-centered educational materials to help individuals acquire basic literacy and numeracy. Given the impact literacy can have on areas including poverty and health it is paramount that Afghanistan is able to expand the literacy skills of adults and young people and this document is a significant step forward in bringing this about.

The National Literacy Strategy sets out a framework for the expansion of literacy within Afghanistan. It seeks to advance a national agenda and provide a coordinated and targeted set of goals and priorities that will operationalize the National Literacy Action Plan (2009-2015). The Strategy is designed to unify the various national and international actors in the literacy field towards a coordinated goal – to increase the level of adult literacy in Afghanistan to 60 percent by 1399 (2020).

The Strategy places literacy as a cornerstone of peace and development in Afghanistan. More than simply an educational priority, literacy is an investment – in individuals, in communities and societies, and in the future – and the reduction of literacy inequality is a foundation of the creation of a modern, independent, and secure Afghanistan.



Farooq Wardaq,

Minister of Education

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Abbreviations

ALAS	Literacy Assessment Survey
ANDS	Afghanistan National Development Strategy
ANQF	Afghan National Qualifications Framework
CLCs	Community Learning Centers
CSO	Central Statistics Office
CT	Core Trainer
DLDs	District Literacy Departments
DPs	Development Partners
EFA	Education for All
EQUIP	Education Quality Improvement Program
FAO	Food and Agriculture Organisation
GPE	Program for Global Partnership for Education
HRDB	Human Resource Development Board
ICT	Information Communication Technology
JICA	Japan International Cooperation Agency
LCCs	Local Community Councils
LD	Literacy Department
LIFE	Literacy Initiative for Empowerment
LMIS	Literacy Management Information System
MT	Master Trainer
MDGs	Millennium Development Goals
MAIL	Ministry of Agriculture, Irrigation & Livestock
MoE	Ministry of Education
MoFA	Ministry of Foreign Affairs
MoJ	Ministry of Justice
MOLSA	Ministry of Labour, Social Affairs, Martyrs, and the Disabled
MoPH	Ministry of Public Health
MoRRD	Ministry of Rehabilitation and Rural Development
MoWA	Ministry of Women's Affairs
NESP	National Education Strategic Plan
NAPWA	National Action Plan for Women of Afghanistan
NGO	Non-Governmental Organization
NHCL	National High Commission for Literacy
NLAP	National Literacy Action Plan
NPPs	National Priority Programs
NSDP	National Skill Development Programme
NSP	National Solidarity Programme
NRVA	National Risk and Vulnerability Assessment
PLDs	Provincial Literacy Departments
TTCs	Teacher Training Colleges
TTIs	Teacher Training Institutes
USAID	United States Agency for International Development
WFP	World Food Programme

Executive Summary

The benefits of a well-educated and well-trained population for a country's economic, social and political development are well documented. Access to education and training is essential for developing the skills and competencies needed to manage in everyday life and to be able to effectively participate in the society. In addition to investment in formal education --covering primary through higher education-- extending provision of education opportunities for non-formal education and lifelong learning carry huge benefits in poverty reduction and national development. Experience has further shown that learning can be sustained and enhanced only if there is a solid base of linguistic and numerical proficiencies (including reading, writing and calculation skills) spread equitably among the population. In fact, increased literacy levels in countries emerging from low average literacy levels have been shown to have particularly strong impact on economic development. Failure to make substantial progress towards transforming Afghanistan into a literate society will pose a serious threat to security and political stability in the country; it will also undermine all other development efforts. Thus, affirming the strategic importance of literacy and lifelong learning in reaching national and global Education for All (EFA) targets, Literacy and Non-Formal Education has been identified as a core component of the National Education Strategic Plan (NESP).

The National Literacy Strategy is developed to operationalize and streamline the efforts made to advance the literacy agenda, captured to a large extent in the National Literacy Action Plan (NLAP) (2009-2015) and the revised NLAP (2012-2015). The NLAP has been developed with the support of UNESCO and in the framework of the Literacy Initiative for Empowerment (LIFE) through a consultative process with the government, UN Agencies, donors, NGOs and other partners.

The National Literacy Strategy takes into consideration the literacy goals set in NESP, *the Education for All (EFA) Goals, particularly Goal 4: "Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults"*, the Afghanistan Millennium Development Goals (MDG) Vision 2020, with targets set for achievement of universal primary education (MDG 2) and gender parity (MDG3) in primary and secondary education. The effects of improved literacy are also projected to help in achieving the MDG Goal 1 (Eradicate poverty and Hunger), Goal 4 (Reduce Child Mortality), Goal 5 (Improve Maternal Health) Goals 6 (Combat HIV/AIDS, Malaria, tuberculosis and other diseases) and Goal 7 (Ensure Environmental Sustainability).

Specifically, the objectives of the National Literacy Strategy are to:

1. Increase national literacy rates from 36% (20% female, 50% male) in 1392/2013 to 60% (50% female and 70% male) by 1399/2020 across all groups of men and women aged 15 and above, targeting females, language minority groups, isolated communities, Kuchis and people with disabilities.
2. Enable more adults (15 and above) to gain access to continuing education and lifelong learning after completing literacy programs.
3. Increase the number of adults (15 and above) with skills for rural development and better livelihoods acquired through the process of embedded literacy.

Lessons learned from implementing literacy programs in Afghanistan have revealed that in order to make delivery of literacy more effective literacy programs need to be demand-driven, which requires: (1) that literacy education becomes more learner-centered and relevant for improving living conditions and opportunities for gainful employment; (2) integrated with life skills education and skills for development, so called embedded literacy; (3) greater community involvement to enhance local ownership; (4) linked with the formal education system through alternative pathways including accreditation and creation of equivalence status.

Thus, in order to realize the objectives stated above, the National Literacy Strategy is issue based with a focus on *increasing both access and demand while improving the quality and relevance of literacy programs. It is further guided by the principles of equity and inclusiveness considering learners with disabilities and special learning needs. The Specific Objectives are operationalized through the following focal areas:*

1. **Equitable Access:** Strategies for increasing demand including *Awareness Raising and Advocacy will be developed and implemented.* In the case of supply constraints, rather than investing in new infrastructure, efforts will be made to utilize existing resources including schools, mosques, community learning centers and guesthouses as venues for delivery of literacy programs. Teachers already employed in the formal education system will be given the opportunity to teach literacy classes and adult education outside the normal teaching hours.

To address the complexity of the Afghan society with layers of cultural practices, ethno-linguistic groups, areas hard to reach partly because of issues of security and a harsh climate, strategies will be adopted to fit particular circumstances. Equity will be achieved through targeting women and girls, ethno-linguistic minority groups, people with disabilities, and the Kuchi population.

2. **Quality and Relevance: The National Literacy Strategy will** focus on curriculum reform to make literacy more relevant for the needs of the learners, improving teaching and learning by upgrading the qualifications of facilitators and literacy teachers, and introducing assessments of literacy achievements.
3. **Management and Service Delivery:** Effective management and service delivery will be achieved through mobilizing political and social support for literacy, encouraging greater community involvement, and strengthening management capacity in implementation, monitoring and evaluation. Coordination of literacy efforts amongst different providers will constitute an important part to ensure effective implementation of the strategy.

Chapter 1:

Introduction and Policy Framework

- 1.1. Policy Context
- 1.2. Other influences on the National Literacy Strategy
- 1.3. Sources
- 1.4. Situational Analysis
- 1.5. Challenges and lessons learned from delivering literacy training in Afghanistan



Chapter 1: Introduction and Policy Framework

The National Literacy Strategy provides a road map on how to reach the Government of Afghanistan's overall vision and objectives for the education sector and human capital development related to the creation of a literate society. It is designed to provide the government, donors and other stakeholders with a common vision, guiding principles, general strategy and detailed plans describing the necessary steps that should be taken in implementing literacy actions. The chapter begins with an overview of the policy basis for the National Literacy Strategy, including mission statement, and national education goals, followed by a situational analysis of (1) the national context and the current state of literacy; (2) challenges and lessons learned from ongoing efforts in literacy programming.

1.1. Policy Context

The National Literacy Strategy adheres to the broadly defined vision for education sector development, foremost articulated in the Afghan National Development Strategy (ANDS), the Constitution of the Islamic Republic of Afghanistan, and the Education Law. Aligned with the Education For All (EFA) principles and the Millennium Development Goals (MDGs) including universal primary education (MDG2) with gender parity (MDG3), a principal standpoint is the notion that education is a basic human right and access to quality of education should be available to all Afghans free of charge regardless of "gender, ethnicity, socio-economic status or religious affiliation".

Recognizing the critical role of education both for the country as a whole in poverty reduction, and economic, social and political development, and for equipping individuals with skills and knowledge enabling them to take full advantage of their human potential, ANDS further states that a key objective for the education sector is to transform Afghan citizens into a "literate, numerate and technologically proficient" population. Afghan society is deeply religious; founded on the tenets of Islam in which 'Knowledge' ('ilm) occupies a significant and frequently referenced position. Examples such as "Seek knowledge from the cradle to the grave", "God will exalt those of you who believe and those who have knowledge to high degrees" (58:11), "O my Lord! Increase me in knowledge" (20:114), and "As God has taught him, so let him write" (2:282)"¹, demonstrate the high premium the Islamic community puts on education and learning.

The National Education Strategy Plans (NESP1, NESP2, and the forthcoming NESP 3), and the streamlined Interim Plan provide the strategic direction for fulfilling the national vision of the education sector expressed in the mission statement for education.

1. History of Islamic Education, Aims and Objectives of Islamic Education, <http://education.stateuniversity.com/pages/2133/Islam.html#ixzz2RjcHGNUM6>

It is well documented that extending opportunities for non-formal education and lifelong learning besides formal education (primary through higher education) carry huge benefits in poverty reduction and the sustainable development of society.

Based on international experience, learning can be sustained and enhanced only if there is a solid base of linguistic and numerical proficiency spread equitably among the population including reading, writing and calculation skills². In addition, failure to make substantial progress towards transforming Afghanistan into a literate society will pose a serious threat to security and political stability in the country; it will also undermine all other development efforts. Thus, affirming the strategic importance of literacy and lifelong learning in reaching national and global Education for All (EFA) targets, *particularly Goal 4 relating to improvements in adult literacy, especially for women, and equitable access to basic and continuing education for all adults*,³ literacy and non-formal education constitute a core component of the National Education Strategic Plan. The right to acquire necessary vocational skills and to qualify for continuing education for the illiterate and less literate is also protected in Chapter 10 of the Education Law.

Mission Statement for Education

The Ministry of Education is to “develop human capital based on Islamic principles, national and international commitments and respect for human rights by providing equitable access to quality education for all to enable all citizens to actively participate in sustainable development, economic growth, and stability and security of Afghanistan” (NESP 1389-1393, 2010-2014).

Main Goal of the National Literacy Strategy

The National Literacy Strategy is to contribute to an increase in literacy rates across all groups of men and women aged 15 and above, enabling them to attain further education or to pursue technical and vocational skills, in order to contribute to their communities, society, and the economy.

2. In fact, investment in literacy will have even stronger impact on economic development in countries emerging from low average literacy levels, which is the case of Afghanistan.

3. The effects of improved literacy are also projected to help in achieving the MDG Goal 1 (Eradicate poverty and Hunger), Goal 4 (Reduce Child Mortality), Goal 5 (Improve Maternal Health) Goals 6 (Combat HIV/AIDS, Malaria, tuberculosis and other diseases) and Goal 7 (Ensure Environmental Sustainability).

1.2. Other influences on the National Literacy Strategy

A Literacy Initiative for Empowerment (LIFE) Coordination Working Group was established under the Human Resource Development Board (HRDB) in October 2007, co-chaired by MoE and UNESCO and “with the objective of enhancing coordination and alignment of the activities and efforts of all the stakeholders working for literacy in Afghanistan, and thereby contributing to the attainment of national literacy goals set in the NESP” (EFA Country Report/Afghanistan).⁴ LIFE/Afghanistan has up to now been the framework for advancing the national literacy agenda in Afghanistan.

Definition of Literacy

Literacy here is defined as “the ability to identify, understand, interpret, create, communicate and compute, using printed and written materials associated with varying contexts. Literacy involves a continuum of learning in enabling individuals to achieve his or her goals, develop his or her knowledge and potential, and participate fully in community and wider society”. Adult literacy program refers to an organized and facilitated set of group activities for 15 - 45 age-group adults.

The National Literacy Action Plan (1388-1394, 2008-2013), and the revised and updated NLAP (2012-2015), informed by a needs assessment report “Where Literacy Stands” (2008) were developed with the support of UNESCO and in the framework of LIFE through a consultative process with the government, UN Agencies, donors, NGOs and other partners.⁵ The National Literacy Strategy is designed to operationalize and streamline the content of NLAP and other efforts made in advancing the literacy agenda.

1.3. Sources

In addition to the main government policy documents such as ANDS, National Education Sector Plans, and the Afghan Education Law, the National Literacy Strategy reflects a number of key sub-subsector documents developed by the Literacy Department (LD) and Development Partners (DPs). The sources used include the following documents:

National Documents

1. The Constitution of the Islamic Republic of Afghanistan

4. LIFE/Afghanistan is part of the Global LIFE (2006-2015) initiative launched by UNESCO in order to accelerate the achievement of EFA (in particular Goals 3, 4 and 5), and the MDGs in countries lagging behind in achieving basic skills in reading, writing and numeracy.

5. The overall objective of the NLAP is to “reinforce the national commitment to literacy by making improvements in advocacy and communication, formulating policies for sustainable literacy, catalyze improvements in management systems and capacity at all levels and raise the overall quality of education”.

2. Afghanistan National Development Strategy (ANDS)
3. Afghan Education Law
4. National Action Plan for Women of Afghanistan (NAPWA)
5. National Risk and Vulnerability Assessment (NRVA), 2008

Education Sector Documents

6. National Education Strategic Plan (NESP)
7. Education Interim Plan 2011-2013 (EIP)
8. Adult Basic Education Programme (ABEP)
9. Education Joint-Sector Review (EJSR) Report on Literacy, 2012
10. Afghanistan National Report
11. National Literacy Action Plan (NLAP) (2012-2015), (2008-2013)
12. LIFE Action Plan 2013 (draft)
13. Where Literacy Stands (ANAFAE)
14. Presentation/Charts by the DLOFEM
15. Education Joint-Sector Review: Literacy

International/Regional Documents

16. EFA Country Report (Afghanistan)
17. Global LIFE Midterm Draft Report

The National Literacy Strategy also reflects inputs from key stakeholders both within the Ministry of Education and the Literacy Department and members from the LIFE technical group.

1.4. Situational Analysis

Located at the heart of the historic Silk Route, Afghanistan has been blessed with a rich cultural heritage of art, music, poetry, and natural resources. Sadly, decades of war and internal conflicts have hampered the national development, and as a result, Afghanistan ranks among the lowest on key development indicators including poverty, general health, maternal, infant and child mortality rates, access to housing and basic facilities as well as educational services (EFA Global Monitoring Report 2011, and National Vulnerability Assessment, 2008).

Despite huge progress made in expanding access to basic education - which has increased from 2.3 million in 1381 (2002) to over 9 Million currently enrolled in formal education

(5.6 million enrolled in grades 1-6) - according to the National Risk and Vulnerability Assessment (NRVA 2008) only 17 percent of the population aged 25 years and over had, by 2007, attended any type of formal education; the corresponding figure for women was 6 percent. Consequently, the youth and adult literacy rates in Afghanistan are among the lowest in the world. Until now there has been no national assessment carried out to measure actual literacy levels. The only reliable source cited in various reports refers to the National Risk and Vulnerability Assessment (NRVA 2008) which is based on declared literacy levels and depicts a rather bleak picture of the situation; only 26.2 % of the population 15 years and older was found literate based on a sampling survey of households.⁶ Based on UN population data of 2011, and using an estimated 3.1 percent annual growth rate, the current (2013) Afghan population is estimated to be at 34.4 million with approximately 17.2 million Afghans age 15 or older. Assuming that approximately one-third of the current population aged 15 and above are literate, there are at least 11.4 million Afghans age 15 and above who are now in need of opportunities to develop literacy and numeracy skills. This manifests the lack of human capital in the country, required for strong public administration and private economic sectors.

The pattern of literacy is further marked by large *geographical variations* (based on the 2008 NRVA figures) coupled with a huge *gender gap*. While the national average for literacy stands at 12.5% for women compared to 39.3% for men, as we move away from the main cities, particularly Kabul, Balkh, and Herat followed by Badakhshan, and into rural areas, in some provinces only 1% of women were found to be literate. The provinces with the lowest declared literacy rates are also among the 13 provinces with highest incidence of insurgencies⁷. The complexity of providing female literacy in insecure areas is also reflected in the high gender gap in several of the most insecure provinces.

6. Based on calculations made by the Ministry of Education taking into consideration that an increasing number of the school age population is completing primary and secondary education with literacy proficiency, the literacy rate for the adult population aged 15 and above has most likely improved and is estimated to be around 36% (20% female, 50% male).

7. The 13 most insecure provinces include Badghis, Daikundi, Farah, Ghor, Helmand, Kandhar, Khost, Nimroz, Nooristan, Paktika, Paktiya, Urozgan, Zabul.

Province Name:	% Male Literacy	% Female Literacy	Gender Parity Index (1= perfect equality)
<i>High Male Literacy, Relatively High Female Literacy (relatively low gender gap)</i>			
Kabul	64	31	0.48
Kapisa	55	13	0.25
Parwan	46	11	0.24
Badakhshan	42	15	0.36
Baghlan	40	11	0.28
Balkh	38	19	0.51
Herat	38	19	0.50
<i>High Male Literacy, Very Low Female Literacy (high gender gap)</i>			
Wardak	59	1	0.02
Paktika	48	5	0.10
Ghazni	55	10	0.18
Logar	54	11	0.20
Ghor	45	7	0.16
Zabul	32	1	0.03
<i>Low Male Literacy, Low Female Literacy, (relatively low gender gap)</i>			
Jawzjan	26	10	0.40
Nirmroz	25	10	0.38
Sar-e-Pol	17	4	0.24
Badghis	15	4	0.27
<i>Low Male Literacy, Low Female Literacy, but still High Gender Gap</i>			
Paktiya	21	1	0.05
Helmand	20	1	0.05
Urozgan	19	1	0.05
Kandahar	14	1	0.07

Data Source: NRVA (2008)

The literacy rate is particularly low in marginalized groups including the nomadic population group Kuchi. Out of an estimated 2.4 million Kuchis only 6% can read (4% for women and 8% for men). As the result of the past history of conflict, the number of illiterates among Afghans with physical disabilities is also high. Informed by the national survey conducted by the Ministry of Martyrs and Disabled (2003)⁸, in a sample of 13,000 disabled persons surveyed across the country, where men represented 78% of those with disabilities, “half of all men and almost all of the women with disabilities were reported as illiterate”.

8. Source: NLAP

1.5. Challenges and lessons learned from delivering literacy training in Afghanistan

The diversity of the Afghan population, which is made up of many different ethnic and linguistic groups⁹, coupled with wide spread poverty and the current security situation, poses a unique set of challenges to development. These challenges have implications for any form of service delivery including literacy training. Moreover, as documented in NLAP, the concentration of 43% of the population within seven provinces, with the rest of the population dispersed across the remaining 27 provinces, makes it difficult to offer center-based program delivery due to large catchment areas.

Aid dependence and limited financial resources

Years of conflict have had a devastating effect on the economy, forcing Afghanistan to be highly dependent on foreign aid. As the macro economic conditions set the framework for the resources available for the whole public sector, education has to compete for scarce resources with other sectors in the economy.

Fragmented delivery of literacy training

Until now literacy training has been delivered by several agencies, with little consideration of synergies and comparative advantages. Currently, the majority of literacy learning is still organized and managed by the MoE, through its Literacy Department (LD) and the provincial and district Education Departments.

The Ministries of Interior Affairs (MoI), of Defense (MoD), of Labour, Social Affairs, Martyrs and the Disabled (MoLSAMD), Women's Affairs (MoWA), and of Justice (MoJ) also implement literacy programs mostly for their own staff. MoLSAMD runs a small scale skills-based training with a literacy component integrated in a single learning package through the NPP-1 entitled '*Sustainable Decent Work through Skills Development and Employment Policies for Job-Rich Growth*'. The scope of this component is quite limited, aiming to reach around 58,000 learners in courses organized by MoLSAMD, with MoE providing technical support for the literacy dimension. Besides the training provided by the LD and other line ministries, external partners including UNESCO, UNICEF, UN Habitat, WFP, and FAO), USAID, and JICA have provided technical and financial support to MoE's literacy programs.

9. The population of Afghanistan is spread across 34 provinces and is divided into four major ethnic groups - Pashtuns, Tajiks, Hazaras and Uzbeks with other minor ethnic groups such as Nuristanis, Baluchis, Turkmen, and Aimaks. Pashto and Dari are the main two official languages spoken, followed by the Turkic languages, primarily Uzbek and Turkmen, with a much smaller portion of the population speaking any of the 30 minor languages (primarily Baluchi and Pashai).

Sustainability

There is a need to ensure the sustainability of literacy skills beyond the initial training as most of the efforts so far have focused on providing semi short term literacy courses (6 months) for the age-group 15-45 who are illiterate and have not been enrolled in any other educational programs before. After this initial period, participants take part in an additional three-month supplementary program, known as a post-literacy course.¹⁰ In order to strengthen the sustainability of the literacy programmes, the courses should be connected with specific vocational and life skills. Doing so will provide greater practical application for the literacy skills being developed. Adult literacy will need to be seen in a wider context with opportunities both for literacy **embedded** with life skills and other skills necessary to improve living conditions, and as a pathway to further education and lifelong learning. Consequently, literacy training needs to be linked to the formal education system through the creation of recognized equivalent achievement levels, and integration with the National Qualification Framework, which will require a **competency-based curriculum** in literacy training.¹¹

Relevance and Learner-centered Methods

In conjunction with the recent Education Sector Review on the performance of the Adult Literacy Sub-Sector it became evident that the purpose of acquisition of literacy will need to be expanded beyond simply acquiring a new skill. Many learners demand “recognition of their investment in learning” as part of making literacy relevant to their daily life (EJSR Report on Literacy, 2012, p.29). In addition, for some learners acquisition of literacy is also regarded as a stepping stone for continuing education. As mentioned above, connecting literacy with vocational skills will ensure that literacy is not an end in itself, but provides a connection to practical life skills which will make literacy courses more relevant to learner needs.

Community participation:

The involvement of communities has to be encouraged to enhance local ownership in order to make learning more relevant for the local context.¹² Ownership by the community means consulting leaders and learners on the purpose, value, outcomes and use of literacy. It may also include the involvement of communities in the selection of facilitators and in

10. The six month basic literacy course utilizes a common curriculum and textbook developed with support from UNESCO under the LAND Afghan project.

11. The ANQF is still under development and will, when finalised, provide a framework for the recognition of learning levels which at the lower end of the framework will have a strong focus on literacy.

12. The principles of community engagement in education and local ownership of educational initiatives are well documented in plans and reports on literacy in Afghanistan. For instance, the study of literacy programs in five provinces by APPRO (2011) makes relevance and ownership at the community level the first recommendation of its research.

developing locally relevant and learner-centered educational materials.

Quality assurance:

A national assessment system needs to be implemented to (1) measure national level progress in literacy rates, and (2) to monitor the progress of individual learners.

Management and Accountability:

For effective program delivery of literacy training the management structure, roles and responsibilities of the central and local government authorities as well as the role of other actors will need to be defined and strengthened to ensure that all stakeholders take ownership and invest in the program. The M&E will have to be further developed and strengthened to allow for evidence-based decision making.

Capacity Development:

Attention will need to be given to develop both the institutional capacity of departments and organisations providing literacy and the individual capacity of those involved at different levels including facilitators, supervisors, and monitoring and administrative staff.

SWOT Analysis of the literacy sector, based on the issues identified above:

Strengths	Opportunities
<ul style="list-style-type: none"> • Strategic Direction (ANDS, NESP, EIP) • Accumulated Expertise (MoE, Civil Society, Communities) • High number of female learners 	<ul style="list-style-type: none"> • Endorsing environment (religious obligations, Constitutions, Education Law, MDGs, EFA) • Community Support • Active civil society • Regional and International Cooperation • Peace and reintegration process
Weaknesses	Threats
<ul style="list-style-type: none"> • Weak coordination and execution capacity • Shortage of financial resources and qualified facilitators, especially female literacy trainers • Curriculum and LM not relevant for the learner and society • Systematic weaknesses: low quality standards and sustainability 	<ul style="list-style-type: none"> • Weak Political Consensus (will), and stability • Conflict and Insecurity • Youth illiterate & unemployment-fertile ground for insurgency recruitment • Donor fatigue and low predictability • Ethnic and linguistic diversity • Cultural barriers, especially against women and girls' education • Fiscal Sustainable-budget constraints

Chapter 2:

The Strategic Framework

2.1. Strategic Objectives and Focus

2.2. Focal Area 1: Equitable Access

2.3. Focal Area 2: Quality and Relevance

2.4. Focus Area 3: Management and Service Delivery



Chapter 2: The Strategic Framework

2.1. Strategic Objectives and Focus

The strategic focus of the National Literacy Strategy is guided by the goals of the education sector - informed by the Constitution, ANDS, and by broader international commitments - and the situational analysis and the implementation constraints addressed above. The Strategy is issues-based with a focus *on increasing both access and demand while improving the quality and relevance of literacy programs based on needs and priorities. It is further guided by the principles of equity and inclusiveness considering learners with disabilities and special learning needs.*

Main Objectives:

1. Increase national literacy rates from 36% (20% of females literate, 50% of males literate) in 1392/2013 to 60% (50% female and 70% male) by 1399/2020 across all groups of men and women aged 15 and above, targeting females, language minority groups, isolated communities, Kuchis, people with disabilities, and Military, Police and Veterans
2. Enable more adults (15 and above) to gain access to continuing education and lifelong learning after completing literacy programs
3. Increase the number of adults (15 and above) with skills for rural development and better livelihoods acquired through the process of embedded literacy

Specific Objectives:

1. Increase the demand for literacy and enhance opportunities for equitable access to comprehensive literacy education, with special efforts to increase opportunities for the target groups mentioned
2. Implement learner-centered and competency-based curriculum reform linked to continuing education and lifelong learning through the accreditation and equivalency status of different types of programs (general, and skills-based/embedded)
3. Recruit and train an adequate number of facilitators in adult pedagogy and learner-centered approaches
4. Improve the publication and distribution of learning materials
5. Put proper mechanisms in place to monitor progress in literacy achievement through appropriate assessment tools
6. Mobilize political and social support for literacy
7. Strengthen local ownership and community participation

8. Strengthen management capacity in implementation, monitoring and evaluation including putting in place a functioning Literacy and Non-Formal Education Management Information System
9. Strengthen co-ordination among different providers of literacy
10. Develop new opportunities and mechanisms for fundraising

Expected Outcomes:

- **More and better trained graduates from literacy programs that are relevant for the learner**

The specific objectives are arranged within three focal areas.

Focal Area	Specific Objectives
1. Equitable Access	1. Increase demand for literacy and enhance opportunities for equitable access to comprehensive literacy education, with special efforts to increase opportunities for the target groups
2. Quality and Relevance	2. Implement learner-centered and competency-based curriculum reform linked to continuing education and lifelong learning through accreditation and equivalency status for different types of programs (general, and skills-based/embedded) 3. Recruit and train adequate numbers of facilitators in adult pedagogy and learner-centered approaches 4. Improve the publication and distribution of learning materials 5. Put proper mechanisms in place to monitor progress in literacy achievement through appropriate assessment tools
3. Management and Service Delivery	6. Mobilize political and social support for literacy 7. Strengthen local ownership and community participation 8. Strengthen management capacity in implementation, monitoring and evaluation including putting in place a functioning NF-EMIS 9. Strengthen co-ordination among different providers of literacy 10. Develop new opportunities and mechanisms for fundraising

2.2. Focal Area 1: Equitable Access

Purpose: Establish broad based support for literacy and a foundation for increasing access to literacy training for **all** illiterate youth and adults across Afghanistan.

Awareness Raising

In order to make literacy more effective and sustainable, measures need to be taken to make literacy more demand-driven. As part of the demand-driven approach it will be necessary to raise awareness at all levels in the Afghan society about the benefits of literacy on improving the well-being of people, the communities, and the nation as a whole. In this capacity a nation-wide advocacy campaign utilizing different forms of media and technical platforms will be carried out and will target politicians, policy makers, intellectuals, opinion leaders, religious figures, facilitators and learners. Appropriate messages will be developed for each category. Special measures will be taken to mobilize mullahs, other religious leaders and conservative sections in society to ensure their support.

Provision of Adequate Supply

To address the needs of the adult learner, the complexity of the Afghan society with layers of cultural practices, ethno-linguistic patterns, and areas hard to reach because of issues of security and harsh climates, different strategies will be adopted to suit these particular contexts.

- **Regular assessments** will be carried out to ascertain whether low participation and completion rates are due to demand or supply constraints. Strategies to deal with demand constraints have been described above. In the case of supply constraint rather than investing in new infrastructure, efforts will be made to utilize existing resources including schools, community learning centers and guesthouses as venues for the delivery of literacy programs.
- The envisaged learner-centered approach will require ***flexibility in scheduling*** as adults have other commitments during the day, and therefore alternative ways of program delivery such as the use of distance education and open learning, which has been employed successfully in literacy programs in India, will be explored.
- **Examination centers** will be established throughout the country that will allow learners, both from literacy courses and for those learning independently, through peer-learning, and from volunteer teachers, to obtain a certificate as proof of acquired literacy.
- **Other innovative approaches** to delivering literacy to areas hard to reach and as a

way of boosting and reinforcing literacy competency will be explored. These include the use of:

- mobile phones (particularly as a medium for the practice of post-literacy) where texting functions can be used to send small pieces of learning material which require a response from the learner, or be used to communicate information on relevant topics (e.g. health care for children);
- computer-assisted learning and online materials when appropriate, mostly in urban areas depending on cost, electricity, connectivity and maintenance.

In the most insecure areas efforts will be made to draw upon resources and experiences from programs concurrently being implemented by the MoE, which include, but are not limited to, the World Bank supported Education Quality Improvement Program (EQUIP), and the Global Partnership for Education (GPE).¹³

Special Strategies for Reaching the Target Population

Women: In order to encourage women's participation and retention and ensure that the target of at least 60% coverage of females is reached, efforts will foremost be directed towards addressing the barriers that are keeping women from participating in literacy programs.

Lack of availability of female teachers, cultural practices, and security reasons are some of the well-known factors barring women and girls from attending schools and literacy classes.¹⁴

Women and Literacy

Widespread female illiteracy is affecting the health, well-being, productivity and overall societal prosperity in Afghanistan because many Afghan women carry the responsibility of providing for the entire family as a result of either having been widowed or living with husbands with disabilities caused by decades of conflict.

*The Constitution of Afghanistan protects the right of women and girls to education (Article 44), and the explicit aim of reducing female illiteracy by 50% is listed in the **National Action Plan for the Women of Afghanistan 2008-2018.***

13. GPE is targeting the 13 most insecure provinces in Afghanistan with a number of activities to boost equitable access to quality education, particularly for girls, in line with Education for All objectives. GPE has four components: (1) Recruitment of social mobilisers for awareness raising; (2) Special incentives to encourage female teachers to relocate to insecure areas, which includes a package deal for the female teacher and her male companion (mah-ram); (3) recruitment of local teachers and promoting Community Based Education and Mosque based education to accelerate access; (4) Institutional capacity building.

14. This is recognized in a number of reports including:

(1) National Action Plan for Women of Afghanistan, which links the gender gap in literacy and education to the provision of female teachers in the Afghan cultural context given the social and cultural preference for women and

- Efforts will be made to recruit female teachers in the formal education system to teach literacy classes. Communities will be asked to identify women with less than ideal credentials who could be trained. Another approach that will be considered is the provision of training targeting the household, or identifying a group of households which are closely connected, where it would be culturally acceptable for women to be taught by a male facilitator. Mullahs/Imams, aged persons, *mahram* (male family members like a father, brother or other relative) with required qualifications and positive attitudes may be selected to teach women or accompany them to work/class.
- Awareness raising and capacity building of facilitators and supervisors for the mobilization of women and girls and identification of their needs and problems
- Provision of literacy classes close to the homes will be part of this effort. Cooperation and involvement of various agencies and Ministries who support programs for women will be established.

Ethno-linguistic minority groups: Efforts will be made to provide literacy in the full range of Afghan languages including preparing materials and promoting local writing and publishing as literacy is a language-based process, and the question of the language of literacy instruction is always critical. The Constitution of Afghanistan (Article 22) affirms that “the state is also required to provide the opportunity to teach native languages in the areas where they are spoken”.

People with physical disabilities: Providing literacy for learners with physical disabilities and special needs will require additional attention in the areas of curriculum design and material support, facilitator training and the provision of a special learning environment.

Kuchi Population: Approaches will be developed based on the available experiences and emerging best practices for groups such as Kuchis and Nomads who constantly move from place to place and thereby create a challenge for the provision of fixed literacy programs. Culturally relevant material for Kuchis reflecting their needs and problems will be developed in consultation with Kuchi leaders and other experts in the field. Efforts will be made to draw literacy facilitators from the targeted Kuchi communities and to develop a monitoring mechanism within these groups to ensure the quality, continuity and sustainability of these efforts. Participatory action research will be undertaken for

girls to be taught by female teachers;

(2) Data presented in the report on the performance of literacy prepared for the Joint Sector Review also indicates that female participation in learning is highly linked to the availability of female teachers: “the provinces with a high proportion of female learners have a correspondingly high proportion of female teachers – evidence that where there are sufficient numbers of female teachers, it is possible to reach higher numbers of learners”.

deeper understanding of the movement, literacy needs and demands of the Kuchi people.

Military, Police, and Veterans: The Ministry of Interior and Ministry of Defence have specifically highlighted the need to develop the literacy skills of the Military, the Police force, and the Veteran population in order to strengthen the security situation in Afghanistan. In this way the standard of literacy is directly connected to the ability of Afghanistan to provide a safe and secure environment for development. There are a number of opportunities for the Ministry of Education, and specifically the Literacy Department, to support the Mol and MoD in this area:

- **Provide technical support** in the form of Master Training, sharing of educational materials, tailoring of curriculum, and the assessment of the learner needs and progress (in line with ALAS).
- **Mobilization of funding** through a range of potential interested parties, specifically NATO, towards the up-skilling of the current Afghan military forces. The increasingly technological nature of military and law enforcement necessitates continual in-service education and training. Through connecting the UN with existing programs and through the provision of specific educational content, literacy development will aid the creation of a modern, technically proficient, security force which will in turn assist in maintaining the size and improving the capability of the Afghan military.
- **Reintegration into civilian life** of army and wider security personnel is difficult and therefore an improved set of skills developed while serving will help with the process. After demobilization individuals will have received high quality training and accompanying accredited certificates. This will improve the options for peaceful reintegration of the ex-military and police personnel.
- **Veterans** represent an excellent opportunity in terms of literacy skills. Veterans who have received literacy training during their period of service can be a valuable training resource to help expand the skills of others. This will provide both a ready-made set of quality trainers as well as a productive and viable employment opportunity for ex-military personnel.

2.3. Focal Area 2: Quality and Relevance

Purpose: Ensure that all literacy training is relevant to the needs of the learner and for society as a whole and that available resources are utilized more effectively in producing desired learning outcomes.

Positioning Adult Literacy within the Education Sector and Lifelong Learning: different pathways to literacy

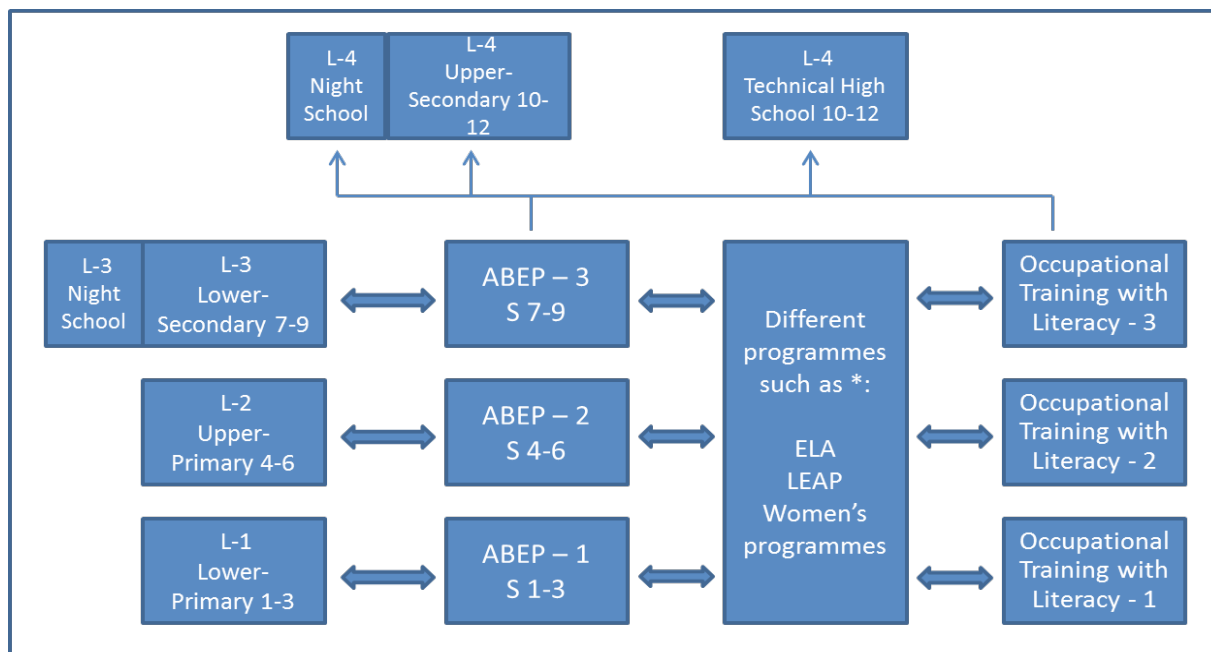
Literacy is not an end in itself, but rather an effective tool for social change and economic development that will enable individuals collectively to better direct and manage their lives, actively participate in society as responsible citizens, and enhance their livelihood. Thus, an important aspect of the National Literacy Strategy is to ensure that all literacy programs are in line with general development goals and the needs of the learner.

- Most fundamentally, acquisition of literacy **will be linked to the formal education system through equivalence and accreditation based on competency-based assessments**. Efforts will be made to integrate all literacy training within the proposed framework for Adult Basic Education Program (ABEP).¹⁵
- Furthermore, as learners have different reasons to pursue literacy, **different pathways to literacy** with linkages to continuing education and lifelong learning will be encouraged, targeting the diversity of learners in question. As detailed in the ABEP proposal, one group of learners is **the out-of-school population** that never went to school or that dropped out before learning to read and write autonomously and/or before completing primary and lower secondary education. For those learners, literacy and ABEP will be a pathway to the formal education system. For those adults mainly concerned with literacy for empowerment or increased livelihood opportunities, literacy will be embedded with lifeskills and/or vocational training for the informal labor market. Most importantly, the intensions are to integrate literacy levels **into the Afghan National Qualifications Framework (ANQF) and with the TVET program**. The ANQF is still under development and will, when ready, provide a framework for the recognition of learning levels, which at the lower end of the framework will have a strong focus on literacy. The linkages to continuing education and the ABEP framework are depicted in the figure below. The left-right arrows indicate equivalency between the different parts of the education system.¹⁶

15. ABEP intends to offer an outcome-based or competency-based curriculum that can be compared with the competencies developed through the curriculum in formal education. The learning materials will be organized in modular ways and combine compulsory or core learning modules with optional or differentiated modules that learners can select.

16. The ABEP proposed equivalency framework: Level 1 - equivalent to grade 1-3 of the formal system
Level 2 - equivalent to grade 4-6 of the formal General Education system

Different Pathways to Literacy and Continuing Education



*Programme providers: MoE, MoD, MoI, MoWA, MoLSA, MISA, UN Habitat, UNESCO, UNICEF, WFP, ANAF AE, AKF, CHA, NAC, NRC, JICA etc. Note: Adapted from ABEP

Enrollment in the existing 60 adult literacy schools that are run by the Literacy Department is currently the only way for adults to continue their education after 9 months of literacy training. These schools follow the same curriculum as used in the formal education system tailored for the school age population. In the initial phase these schools will be used as a pilot for introducing the reform efforts for literacy and continuing education before national level scale-up.

Embedded Literacy: To ensure that literacy training is in tune with national level priorities and corresponds to local conditions and the needs of different learners, measures will be taken to establish a mechanism for integrating literacy training into skills development programs that are implemented by other line ministries. These include but are not limited to the Ministry of Labor, Social Affairs, Martyrs and Disabled (MOLSAMD), the Ministry of Public Health (MoPH), the Ministry of Agriculture, Irrigation & Livestock (MAIL, the Ministry of Women's Affairs (MoWA), and the Ministry of Rehabilitation and Rural Development (MRRD). The LD will assist the line ministries in developing appropriate

Level 3 - equivalent to grade 7-9 of the formal General Education system

Level 4 - equivalent to grade 10-12 of the formal General Education system

Level 5 - corresponding to higher education (tertiary) to give individuals opportunities to continue learning and upgrade their skills.

curricula, provide learning materials and facilitators, and issue certificates signed by the Ministry of Education. Priority will be given to accommodate the demand for skills-based literacy training among the police, and the national security forces, which will be increasingly important after 2014 when the training provided by NATO will end and the current NATO programs will need to be absorbed by the Ministry of Interior Affairs (Mol), and the Ministry of Defense (MoD).

Community Learning Centers (CLCs) will be the basis for embedded learning; all embedded literacy programs will be coordinated through the CLCs. The CLCs will gradually be expanded throughout the country.

The proposed National High Commission for Literacy (under focus area 3: Management and Service Delivery) will serve as a coordinating body to ensure that MoE and LD can effectively respond to the needs of other line ministries.

Learner-Centered Curriculum: As a learner-centered approach to literacy requires the curriculum to be flexible, and adjusted to the needs of the learner, the existing curriculum, LAND Afghan, will be reviewed and modified to allow for greater recognition of the diversity of contextual needs such as those in rural environments.

Development of Teaching and Learning Materials: Following the development of the learner-centered curriculum framework, a decentralized approach to material development will be adopted so that various agencies will be able to develop educational materials appropriate to their specific context. However, all materials developed by various agencies will need to be consistent with the national literacy curriculum. The teachers and trainers will be trained to develop their own teaching learning aids and newsletters using simple materials available in each locality.

Distribution of Materials and Assurance of Utilization: To ensure the timely supply of learning/training books and materials a system for publication and distribution of learning materials to CLCs and other implementing bodies will be developed. Where possible, special arrangements will be made for the

Using Volunteers

The use of volunteers for social work has successfully been applied in many different contexts as it carries a host of benefits for the volunteers, such as opportunities to gain experience that can later lead into employment, and the overall satisfaction of doing something useful that can make a difference for the other people in the village, town or community.

Volunteering is also highly respected in the Muslim community with several references in the teachings of the Holy Qur'an encouraging Muslims to help each other.

printing of books based on the LD prototype at the provincial level. Required permission will be obtained from LD for LD publications and other publishers for selected post-literacy, skill-based books.

Recruitment of Teachers and Other Literacy Personnel at Various Levels: The provision of teachers will primarily be done through using teachers currently employed in formal education as literacy education facilitators. These formal education teachers will receive practical training in adult education and literacy education methodology. Peer learning will also be explored. In addition, a plan for how to *engage volunteers* to teach literacy classes will be developed followed by the launching of a nation-wide campaign to recruit volunteers from a pool of university graduates and from local communities to assist the LD and ministries and government institutions for the enhancement of literacy.

Training and Professional Development: The current training of literacy facilitators consisting of five days is not sufficient to acquire the skills necessary for delivering effective literacy programs. Through classroom observations made by the literacy department it has become clear that teachers are not able to use the materials and apply the methods that they have learned. Different cost effective options will be explored to improve the quality of teaching. Adult Pedagogy will be part of the offerings at Teacher Training Colleges (TTCs) and Teacher Training Institutes (TTIs), as a mandatory course for primary education trainee-teachers. In addition, a three-stage cascade system of training is envisaged with a group of Core Trainers (CT) who will be trained at the national level, Master Trainers (MT) trained at the provincial level, and literacy facilitators who will be trained at the district level. National Core Trainers will be the key resource persons to develop the capacity of the MTs, who in turn will serve as the immediate guides and coaches for the facilitators. An experienced NGO, private training provider, or similar such institutions will be identified as a facilitating partner in each province to provide training to the coordinators, supervisors and literacy center facilitators. Other cost effective methods to be promoted include the development of manuals for self-learning that will be distributed to the facilitators in the field.

Assessment and Accreditation: In order to monitor progress and for quality assurance purposes a standardized assessment system will be developed that will be competency based. Certificates that are currently awarded after completion will require a passing rate demonstrating a certain level of attained proficiency. Two kinds of assessment will be carried out and developed:

- A comprehensive survey of literacy standards will be conducted to provide detailed data on the current reality of literacy in Afghanistan and on the success of on-going programs. The data will provide a baseline for project implementation and will allow for the systematic selection of priority areas. This baseline survey of literacy levels

among the population will use standardized assessment instruments which will be developed within the framework of the Afghanistan Literacy Assessment Survey (ALAS). This process is currently being undertaken.

- To give learners both a sense of progress and to validate the outcomes of the programs themselves participants' level of achievement will be assessed. Such assessment is implicit in the proposed occupational literacy of NPP-1 since literacy learning is embedded as part of acquiring the respective technical and vocational skill.
- Based on the national curriculum framework, the possibility of organizing courses on a modular basis will be explored, so that the trainees can progress gradually and acquire accreditation at the appropriate level. LD will be responsible for providing certificates to adult learners graduating from literacy courses. Learners who complete the basic literacy education program will have the opportunity to continue their education and to pursue various career pathways. To this end, the development of a National Qualification Framework and alignment between the National Qualification Framework and the adult literacy education system will be essential.

2.4. Focus Area 3: Management and Service Delivery

Purpose: The Government (the Ministry of Education, other line Ministries) at different levels, implementing partners, and local communities will make best use of resources within clearly defined roles that will promote mutual understanding, trust and support.

Management Structure:

- The Department of Literacy, headed by the Deputy Minister for Literacy, is responsible for developing the national literacy program, as well as implementation and subsequent monitoring, evaluation, and coordination of literacy activities throughout the country through provincial and district education offices. The Literacy Department at the national level has departments of teacher training, programming, and curriculum (and a general management unit), while provincial and district offices have a literacy manager, monitoring officers and master trainers. The current organizational structure is depicted in the organogram (Annex 1).

Demand-Driven Literacy

The demand-driven approach will encourage individual and household decision making, personal responsibility and community, civil society and private sector involvement.

Shared Accountability:

When shifting to a more demand driven approach the responsibility and accountability will be shared with different actors and stakeholders including the central and local government, UN agencies, local communities, the private sector, NGOs and other service providers. While the local communities and the beneficiaries will take an increasingly active role in management and implementation of the provision of literacy training, the Central and local government will take on the role of facilitators through capacity building and raising community awareness in how to express and stimulate demand for literacy.

- With a view to shifting to a more decentralized and community based governance model, regional hubs and learning centers will be developed and strengthened.
- The possibility of creating a system for partially outsourcing the delivery of literacy programs to NGOs and the private sector will be considered for implementing literacy programmes.

Community Mobilization: As the demand for literacy is closely linked with the purpose for acquiring literacy, the content and structure of literacy needs to be adjusted to the local context which is best done when decisions are made close to the realities of individual learners. In addition, when shifting to a more demand driven approach the responsibility and accountability will be shared with different actors and stakeholders including the central and local government, local communities, the private sector, NGOs and other service providers.

The local communities and the beneficiaries will take an increasingly active role in management and implementation of provision of literacy training. Thus, broad community participation will be essential for the realization of a demand driven approach.

- The already established Local Community Councils (LCCs) through the National Solidary Program (NSP) will be given additional support by the LD through literacy facilitators to make sure that literacy programs correspond to the needs of the community and individual learners. Measures to build on the Ministry of Education's ongoing support to strengthening school management committees, Shuras, and social mobilisers will be explored to be able to create synergies with other MoE activities.

Monitoring and Evaluation: Qualitative and quantitative achievements of literacy targets will be emphasized equally under the National Literacy Strategy. To that end, there will be two types of monitoring – progress monitoring and performance monitoring. The progress monitoring will cover operational progress with respect to activities planned and will be done through progress reporting. Performance monitoring, on the other

hand, will cover performance of the literacy learners in terms of attendance, drop out and achievement levels in reading, writing, numeracy, and life skills, etc. All monitoring efforts will be done jointly with LIFE working group. The Monitoring Manual including monitoring form, the Learner Assessment Tools and Guidelines, and the Guidelines for Data Collection, which have been developed by LD with the support of JICA/LEAF2, will be considered as standardized and effective tools for monitoring and evaluation of literacy activities nationwide.

- In skill training programs, the focus of quality assurance will be efficiency and effectiveness of the courses – efficiency to measure performance in terms of input, process, and output, where the effectiveness parameter will be employability of skills-training graduates. Institutional performance of skills-training centers will be monitored at regular intervals by LD monitoring teams in collaboration with management of the institutions/centers. The performance parameters presently used by the NSDP will also be consulted when developing monitoring indicators for the skills-training courses.
- A research unit will be established to carry out regular assessments and studies supporting the operation of literacy programming. There will be provisions made for both internal and external evaluations of literacy programs. Periodic evaluation of program operations will be done every 2 years by an internal team formed with representatives of key stakeholders. Impact evaluations will be outsourced to professional study and research agencies.
- Literacy and Non-Formal Education Management Information System (L/NF-EMIS) software based on a central monitoring database will be maintained at the LD with a built-in network with organizations implementing literacy programs for updating information at regular intervals. It will be used to guide effective planning, management, coordination and delivery of literacy programs at national and provincial levels. The NF-EMIS will be designed to store a wide range of data covering, among other materials, learner and facilitator profiles and socio-economic demographics.

Capacity Building: The adjustments to the delivery of literacy programs to fit local circumstances and the transition to greater local ownership will require the establishment of a system to monitor the operation of decentralized management processes and assurance of equity and access so that the disadvantaged can obtain access. Thus, efforts will be taken to build capacity at the central government to be able to effectively monitor and regulate service provision so that the objective of ensuring equal access to quality training is not being compromised as a result of the shift to greater local autonomy.

Coordination

Measures will be taken to deal with the fragmented nature of literacy training with disparate efforts by various ministries, aid agencies, civil society organizations and individuals. To strengthen national leadership and coordination of literacy provision and adult education, three possible scenarios will be explored at three levels; 1) Political, 2) Executive and 3) Technical.

At the Political level, and in reference to the SWOT analysis which highlights the lack of political consensus, efforts will be made to materialize the National Literacy High Commission which, though being established, has yet to have initiated any meetings. The High Commission will be chaired by the Vice President and will be responsible for providing oversight to all aspects of adult learning and education including adult literacy (Ref. No. 1102 - 15/02/1388).

At the Executive level, a meeting will be conducted on a quarterly basis. This committee will involve representatives of all stakeholders of literacy at the decision making level. The meetings will be chaired either by the Minister of Education or the Deputy Minister for Literacy.

At the Technical level, in an effort to improve coordination mechanisms and processes, the LIFE meeting will continue to take place on a monthly basis. In these meetings all institutions engaged in literacy and adult learning and education will participate and through which they will communicate plans, progress, problems and results.

Efforts will be made to resolve arising problems and/or issues at the lowest (technical) level first before being taken, if necessary, to a higher level of authority.

Furthermore, an effective literacy program can only be implemented with the active, sustained participation of people from all levels of Afghan society. The roles and functions include supervision at the central, provincial, district, and community levels which will be specified in the implementation guidelines of the literacy programs. Necessary orientation and training will be provided to stakeholders to ensure their active and beneficial participation. Provincial level LIFE Coordination will continue to provide a mechanism for cooperation among literacy partners at the regional level, offering support to local communities across Afghanistan.

Chapter 3:

Implementation

3.1. Managing Literacy Programs: The Roles of Stakeholders at Different Levels

3.2. M&E Framework



Chapter 3: Implementation

3.1 Managing Literacy Programs: The Roles of Stakeholders at Different Levels

Role of the National High Commission for Literacy

- The National High Commission for Literacy will :
 - Provide Strategic Direction for all literacy development efforts
 - Ensure high level coordination and communication amongst the different line ministries and national level stakeholders, and take a lead on issues regarding the financing of literacy efforts to ensure adequate funding is obtained.

Role(s) of other ministries

- In addition to the Ministry of Education, a large number of national Ministries have a history of supporting literacy and have an important technical role in the development of thematic literacy courses that provide productive skills. **The National High Commission for Literacy**, which was created by Presidential decree, states that the following Ministries and national bodies will be directly involved in the development of literacy in Afghanistan: Ministry of Defense, Ministry of Interior Affairs, Ministry for Information and Culture, Ministry of Finance, Ministry of Border and Tribal Peoples, Ministry for Women's Affairs, Ministry for Public Health, Ministry of Rehabilitation and Rural Development, Ministry of Agriculture, Irrigation & Livestock, Ministry for Returning Refugees, Independent Commission for Human Rights
- These ministries will also help to adapt literacy courses in different regions of Afghanistan. All ministries will implement their literacy activities in coordination with the LD of MoE. They will enact policies and procedures to improve the literacy of their own workforces at the national, provincial and district levels. Moreover, they will help in organizing youth, provide extension facilities, and help in establishing linkages between adult learners and ongoing development activities.
- Participation in the National High Commission for Literacy (by Ministers) and in LIFE for technical Staff.

Role of the Literacy Department

- Overall supervision of literacy implementation
- Set and monitor standards of learners' assessment; certify facilitators; train and support trainers and teachers down to the village level; identify, support and disseminate best practices; develop and produce materials and curricula that are ap-

appropriate to the life of each learner; establish NF-EMIS - collect, analyze and disseminate information - and coordinate donors and facilitating partners to ensure national coverage.

- Assess the learners according to government standards and provide certificates acknowledging achievement of standards. LD will approve curricula and materials developed by any other agencies outside of the MoE at the central level in an effort to standardize and harmonize literacy efforts. Therefore a system to apply for and be granted MoE approval for outside curricula must be established.
- Decentralized management and capacity development of literacy personnel including building decentralized monitoring and evaluation capacity
- Implement literacy courses when appropriate
- The Literacy Department will function as the focal point for other ministries, all Facilitating Partners, donors, and NGOs at the national level. The LD will be the point for assimilation and transfer of standards and best practices, training of Master Trainers and provincial and district trainers. It has the core role of overseeing all literacy activities in the country, initiating required policies, setting standards for learner assessment and certifying, training facilitators, and development of curricula and materials. Mapping of existing literacy programs and an assessment of best practices and lessons learned nationwide will also be part of the strategic function of LD.
- Facilitating integration of literacy in ANQF.
- Coordinate the out-sourcing of certain activities to national and international NGOs as and when appropriate. The out-sourcing of tasks and activities will be in accordance with the needs of the Literacy Department and the Ministry of Education and the LD will supervise and oversee all such out-sourced contracts.

Role of the Provincial Literacy Department (PLDs)

- Coordinate literacy efforts at the provincial level
- Supervise and monitor implementation of literacy
- Provincial and District Offices will facilitate coordination and linkages with other government departments and agencies, particularly with the NSDP regional teams of MOLSAMD.

Role of the District Literacy Department (DLDs)

- Coordinate literacy efforts at the district level

- Supervise and monitor the implementation of literacy, conduct regular Monitoring and Evaluation (M&E) and facilitate data collection
- Provincial and District Offices will facilitate coordination and linkages with other government departments and agencies, particularly with the NSDP regional teams of MOLSAMD.

Role of Communities

- Literacy program implementing organizations will work directly with community groups and institutions to build their capacities to manage their own community based interventions. These organizations will function as facilitating partners and among their key roles will be responding to the particular needs of local communities. Building on local structures, such as the *Local Community Councils* constructed through the National Solidarity Program (NSP), communities will be supported as needed in the following areas:
 - Mobilizing social and material support for literacy and productive skills;
 - Identifying, supporting and monitoring teachers and learners;
 - Developing, managing and maintaining community learning facilities; and,
 - Managing, monitoring and evaluating their own programs

Role of UN Agencies and donors

- UN Agencies and donors will provide technical assistance to build capacities of both government and communities. They will continue their support through implementation of literacy programs in a coordinated manner, such as through ongoing initiatives under the LIFE Group. The support of donors will be used largely for establishing the LD structure, its capacity building at central, provincial and district levels and for implementation of effective literacy programs across the country.
- Engage in fundraising

Role of NGOs

- Given the present multiple roles played by NGOs in Afghanistan such as implementing literacy programs, providing training to the literacy personnel, offering various forms of skills training and mobilizing local communities for social development activities, the roles of NGOs will be multi-dimensional. Depending on the capacity of the NGOs, roles will vary at the national, provincial, district, and village level. At the field level, the basic roles of NGOs will be facilitating the mobilization of communities and also implementing literacy and skills training courses in coordination with LD. At the provincial and national levels, in addition to technical services, major roles will be

advocacy for policy change, participation in the LIFE Group, resource allocation, and adjustment according to changing circumstances and contextual realities.

Role of the Private Sector and Voluntary Organizations

- The leaders of Afghanistan's major private businesses have a natural incentive to improve the literacy levels of their employees as well as a responsibility to participate in the national literacy initiatives for the benefit of the country at large. The private sector can play a role both in creating demand for literacy programs and in providing a supply of literacy venues, instructors and materials. The private sector is a natural partner in linking local market demand for particular productive skills with curriculum development for literacy courses that will supply literate labor. In much the same way, Afghanistan's voluntary sector is also envisaged as an important partner, helping to raise awareness on the importance of literacy and encouraging volunteer literacy facilitators.

Role of the Media

- The media in Afghanistan has a significant potential to assist in the expansion of literacy across the country. Through television, radio, and print, the media has access to a vast number of people. This provides the opportunity both for awareness raising of issues related to literacy as well as a direct medium for the delivery of literacy education.
- The media has the potential to act as a tool for the promotion of literacy in a range of contexts and environments, particularly in areas that are not reached by standard education programs. Television and radio offer the possibility of delivering regular, quality literacy education content to a broad range of target audiences.
- Potential options for harnessing the power of the media for the expansion of literacy in Afghanistan include:
 - Creating a specific mechanism for the involvement and promotion of the media in the development of literacy in Afghanistan;
 - The creation of an action plan to coordinate the activities of television, radio, print and wider digital media in promoting and expanding literacy;
 - The development of literacy targeted media content that corresponds to the national and local literacy curricula;
 - A commitment by the significant media outlets to allocating a fixed amount of content for educational and literacy programming;
 - The inclusion of media related components, both for awareness raising and for content delivery, in the literacy projects of the LD and their national and international partners;
 - The utilization of various modern technologies for the dissemination of literacy education content.

3.2. M&E Framework

The M&E framework represented by the log frame below provides an overview of the overall goal, expected outcomes, activities, indicators, and means of verification associated with the strategic objectives and focal area.

Log Frame

Impact: Higher income levels and reduced poverty; improved living conditions (MDGs)

GOAL:

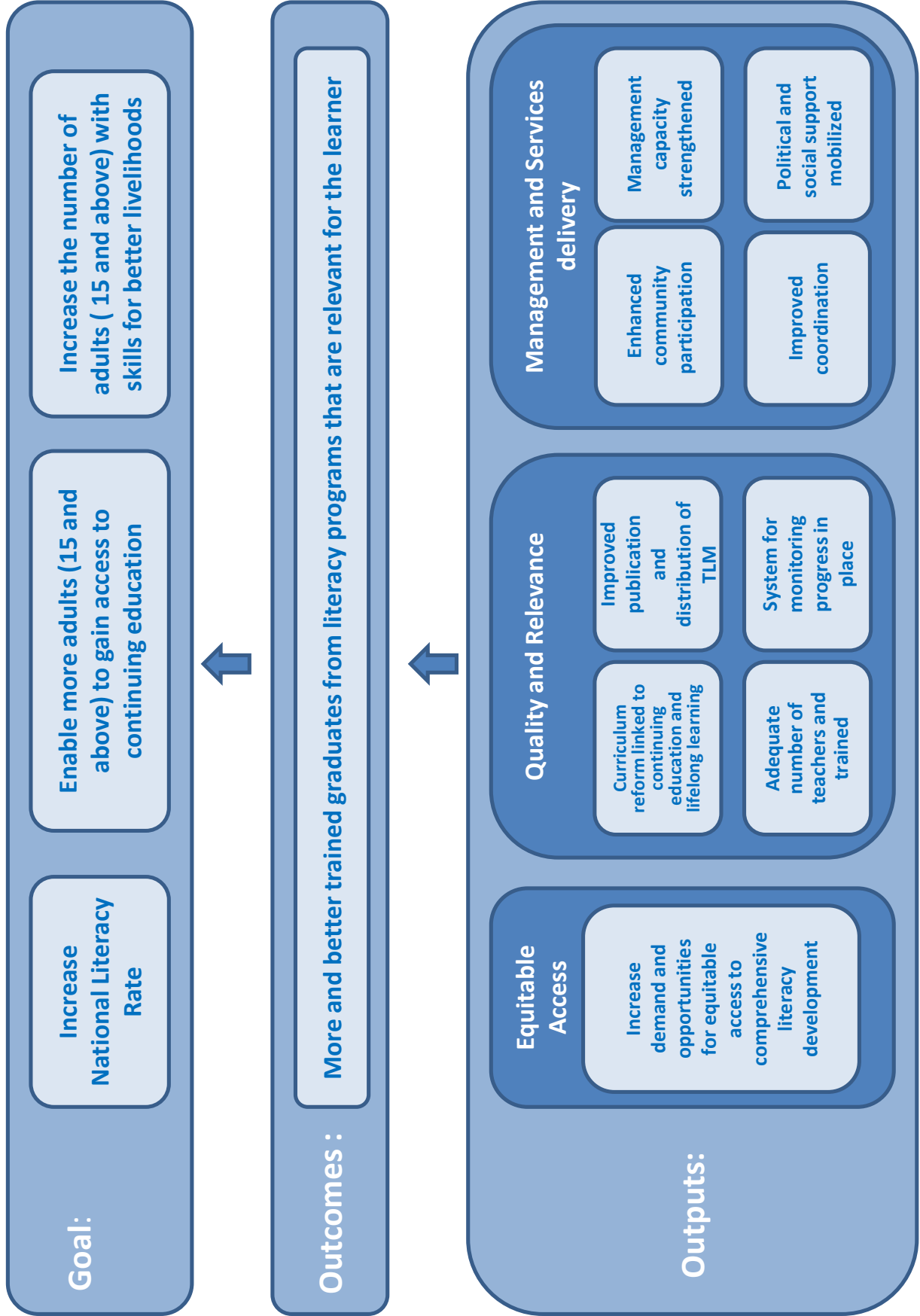
1. Increase national literacy rates from 36% (20% female, 50% male) in 1392/2013 to 60% (50% female and 70% male) by 1399/2020 across all groups of men and women aged 15 and above, targeting females, language minority groups, isolated communities, Kuchis and people with disabilities, and Military, Police and Veterans
2. Enable more adults (15 and above) to gain access to continuing education and lifelong learning after completing literacy programs
3. Increase the number of adults (15 and above) with skills for rural development and better livelihoods acquired through the process of embedded literacy

OUTCOME:

- **More and better trained graduates from literacy programs that are relevant for the learner**

OUTPUTS:

- 1.1-1.6 Increased demand for literacy and enhanced opportunities for equitable access to comprehensive literacy education, with special efforts to increase opportunities for the target groups
- 2.1 Learner-centered and competency-based curriculum reform linked to continuing education and lifelong learning through accreditation and equivalence status implemented for different types of programs (general, and skills-based/embedded)
- 2.2 Adequate number of teachers recruited and trained in adult pedagogy and learner-centered approaches
- 2.3 Improved publication and distribution of learning materials
- 2.4 Proper mechanisms in place to monitor progress in literacy achievement through appropriate assessment tools
- 3.1 Political and social support for literacy mobilized
- 3.2 Local ownership and community participation strengthened
- 3.3 Management capacity strengthened
- 3.4 Coordination strengthened



Higher income levels and reduced poverty; improved living conditions (MDGs)					
Impact:	Higher income levels and reduced poverty; improved living conditions (MDGs)				
Goal	Objectively Verifiable Indicators (OVIs)	Baseline	Target 1399/2020	Means of Verification	Assumptions
<p><u>Objective 1:</u> Increase national literacy rates from 36% (20% female, 50% male) in 1392/2013 to 60 (50% female and 70% male) by 1399/2020 across all groups of men and women aged 15 and above, targeting females, language minority groups, isolated communities, Kuchis and people with disabilities</p>	1a) (%) of adult literates nationwide by gender	36% (20% female, 50% male) in 1392/2013 N.A	60 (50% female and 70% male) by 1399/2020	National Risk and Vulnerability Assessment Survey	Political stability
	1b) Ratio: Literacy Rate Kuchi to National Literacy Rate	N.A	N.A	Afghanistan Literacy Assessment Survey (ALAS) or other national literacy assessment survey (to be developed)	Absence of natural disasters and other conditions impacting on livelihoods and well-being
	1c) Ratio: Literacy Rate Disabled people to National Literacy Rate	N.A	N.A		
	1d) Ratio: Literacy Rate Ethnic-linguistic minority groups to National Literacy Rate	N.A	N.A		
	1e) Dispersion ratio: 10 provinces with the lowest literacy rate to the 10 provinces with the highest literacy rates	N.A	N.A		
<p><u>Objective 2:</u> Enable more adults (15 and above) to gain access to continuing education and lifelong learning after completing literacy programs</p>	2a) % of literacy graduates who continue their education after completing basic literacy training by gender, ethnicity, and geographical location	N.A	N.A	Surveys and tracer studies carried out regularly	Educational institutions have capacity to absorb an increasing number of graduates from literacy programs
	2b) % of literacy graduates with qualifications for continuing education after completing basic literacy training by gender, ethnicity, and geographical location	N.A	N.A		
<p><u>Objective 3:</u> Increase the number of adults (15 and above) with skills for better livelihoods acquired through attainment of literacy</p>	3a) % of literacy graduates with improved living conditions upon completion of a literacy program by program type, gender, ethnicity, and geographical location	NA	N.A	Surveys and tracer studies carried out regularly	

Outcomes	Objectively Verifiable Indicators (OVI's)	Baseline	Target 1399/2020	Means of Verification	Assumptions
1. More and better trained graduates from literacy programs	<p>1a) Number of illiterate population age 15 and above attending literacy programs by gender, ethnicity, and geographical location (province)</p> <p>2a)% of literacy learners successfully passing the standard literacy exam by program type, and gender, ethnicity, and geographical location (province)</p>	Number of literacy learners in 1392/2013	Number of literacy learners in 1399/2020		<p>Political stability</p> <p>Absence of natural disasters and other conditions impacting on attending literacy classes</p>
		N.A	70%		

Focus Area 1: Equitable Access

Establish a foundation for increasing access to literacy training for all illiterate youth and adults across Afghanistan				
Purpose:	Performance Indicators	Means of Verification	Activities/Strategies	Assumptions
<p>Output 1.1.</p> <p>Increased demand for literacy and enhanced opportunities for equitable access to :</p> <ol style="list-style-type: none"> 1. Basic and post basic general literacy; 2. Comprehensive literacy development integrating life skills (including agriculture and health components), and vocational skills for income generation, and better livelihoods 3. Continuing education and lifelong learning <p>for illiterate youth and adults (15-45 years) across all 34 provinces, targeting females, language minority groups, isolated communities, Kuchis and people with disabilities</p>	<ul style="list-style-type: none"> • The number of literacy students trained by 1399/2020 • Embedded and skills-based literacy available for 25 percent of literacy learners • Literacy programs available in all provinces in proportion to the illiterate adult population • Teacher / Learner ratio is no more than 30 in all areas 	Annual progress reports,	<ol style="list-style-type: none"> 1. Carry out regular assessments to ascertain whether low participation and completion rates are due to demand or supply constraints <p><u>To increase demand:</u></p> <ol style="list-style-type: none"> 2. Develop an advocacy and communication strategy for awareness raising 3. Form advocacy teams with representatives from Government, NGOs, private sector, etc. 4. Launch advocacy campaigns supported by the media 5. Sensitize Mullahs and other religious leaders, and respectable community members <p><u>To increase supply:</u></p> <ol style="list-style-type: none"> 6. Utilize existing resources including schools, community learning centers (CLCs), and mosques/Takaya both for male and female and mosques for male as venues 7. Strengthen and expand literacy schools, literacy vocational schools and community learning centers for adults literacy learners 8. Adopt alternative modes of delivery to increase flexibility: distance education, open learning, weekend classes, night shifts(men) 9. Adopt a family literacy model 10. Explore setting up ICT centers, and carry out pilots using mobile, media (radio and TV) 11. Provide literacy training where the demand is high 	<p>Political stability</p> <p>Absence of natural disasters and other conditions impacting on attending literacy classes</p>
<p>Output 1.2.</p> <p>Special efforts made to provide access to target group: <u>Women</u></p>	<ul style="list-style-type: none"> • % learners that are women (at least 60% should be women) 	Annual progress reports	<ol style="list-style-type: none"> 1. Use female teachers from formal systems and less qualified women from the communities who can be trained about adult education at TTC/TTI 2. Utilize Mullahs, elders or <i>mahram</i> as facilitators (where there is no women available) 	

			<ol style="list-style-type: none"> 3. Build capacity of facilitators and supervisors for the mobilization of women and girls and identification of their needs and problems 4. Raise awareness on the value of women literacy to mobilize women and girls to study and improve their lives 5. Establish cooperation with various agencies and Ministries who support programs for women
<p>Output 1.3. Special efforts made to provide access to target group: <u>Linguistic Minorities</u></p>	<ul style="list-style-type: none"> • % literacy courses provided in mother-tongue of minority groups • % of learners from ethno-linguistic minority groups 	Annual progress reports	<ol style="list-style-type: none"> 1. Provide literacy to minorities in their language capitalizing on MoE's effort in developing curriculum for minority languages (ethno-linguistic minorities) 2. Provide training for teachers to teach literacy in native languages
<p>Output 1.4. Special efforts made to provide access to target group: <u>People with Disabilities</u></p>	<ul style="list-style-type: none"> • % learners that are disable 	Annual progress report	<ol style="list-style-type: none"> 1. Identify special resource teachers at the local level to deal with particular types of disabilities 2. Train literacy facilitators on how to work with disabled learners without establishing separate classes for disabled to avoid stigmatization 3. Train core facilitators in methodology handling visually and hearing impaired learners 4. Develop materials for deaf and blind learners (MOE with help of specialists) consulting with stakeholders which have experiences in the field of disabilities
<p>Output 1.5. Special efforts made to provide access to target group: <u>Kuchis</u></p>	<ul style="list-style-type: none"> • % learners that are from the Kuchi population 	Annual progress report	<ol style="list-style-type: none"> 1. Carry out a needs assessment to gauge the Kuchi people's needs 2. Develop temporary programs for the Kuchi population for the winter season exploring a modular approach which has Kuchi relevant content
<p>Output 1.6. Special efforts made to provide access <u>in insecure areas</u></p>	<ul style="list-style-type: none"> • % learners living in the 13 most insecure provinces by gender 	Annual progress report	<ol style="list-style-type: none"> 1. Establish mechanisms to draw upon resources and experiences from programs concurrently being implemented by MoE, e.g., the program for Global Partnership for Education (GPE)

Focus Area 2: Quality, and Relevance

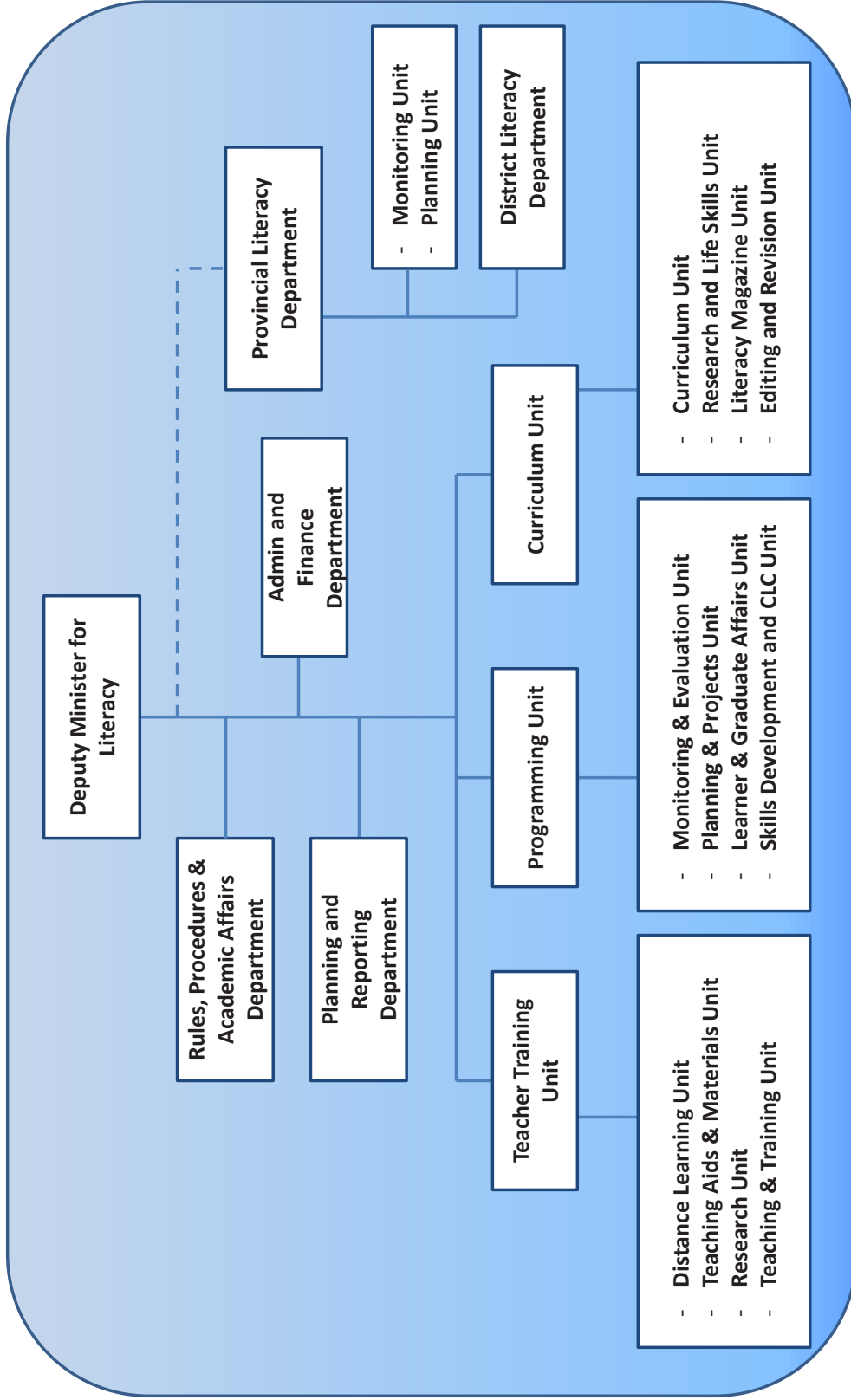
Purpose: Make all available resources more effective in producing desired learning outcomes and ensure that all literacy training is relevant for the need of the learner and for society as a whole				
Outputs	Performance Questions & Performance Indicators	Means of Verification	Activities/Strategies	Assumptions
Output 2.1 Learner-centered and competency-based reform linked to continuing education and lifelong learning for different types of programs (general, and skills-based/embedded)	<ul style="list-style-type: none"> • % of literacy programs/centers having adopted a learner-centered and competency- based curriculum • Literacy linked to formal education through accreditation and equivalence status 	Progress reports/ Quarterly monitoring reports	<ol style="list-style-type: none"> 1. Define competency levels for literacy and develop competency based curriculum linked to ANQF 2. Review and map the needs of diverse local contexts and different types of learners by consulting with local community leaders, other line ministries and NSP in particular 3. Develop curriculum for general basic literacy 4. Develop curriculum for skills based/ embedded literacy with applications to local context 5. Develop teaching and learning materials for different curriculum 	Security and political stability
Output 2.2 Adequate number of teachers recruited and trained in adult pedagogy and learner-centered approaches	<ul style="list-style-type: none"> • Learner- facilitator ratio by program type, and by geographical areas and gender • % of facilitators that have received a minimum of 6 days of pre-service training and a minimum of 5 days of in-service training • % of trainers that have received a minimum of 8 days of pre-service training and a minimum of 10 days of in-service training 	Progress reports/ Quarterly monitoring reports	<ol style="list-style-type: none"> 1. Establish an adult education department in each TTC 2. Implement a system for training of Core and Master Trainers 3. Recruit facilitators from the current cadre of qualified general education teachers to receive pre-service training for 10 days with extended opportunities for in-service training 	Teachers have the required capacity to adopt and incorporate new approaches

	<ul style="list-style-type: none"> • % of facilitators using learner-centered teaching methods appropriate for adults after 4 months of received training 		<p>4. Recruit and train volunteers for pre-service training for 10 days with extended opportunities for in-service training</p>	
<p>Output 2.3 Improved publication and distribution of learning materials</p>	<ul style="list-style-type: none"> • % of learning centers receiving new textbooks and materials that are in use within 2 months after delivery • % of learners who have access to learning materials at the beginning and throughout the literacy courses 	<p>Progress reports/ Quarterly monitoring reports</p>	<p>1. Establish a system for publication and distribution of learning materials to CLCs and other implementing bodies</p>	<p>Security and political stability</p>
<p>Output 2.4 Proper mechanisms are in place to monitor progress in literacy achievement</p>	<ul style="list-style-type: none"> • Assessment instruments developed for both basic general literacy and skills-based literacy • Assessment executed for all learners • % of districts with examination centers • % of literacy classes that have received at least monthly supervision by trainers • % of districts that have reliable monitoring reports 	<p>Monitoring reports</p>	<p>1. Implement assessment tools to monitor individual learner's performance and as a requirement for obtaining certificate</p> <p>2. Establish examination centers in each province</p> <p>3. Recruit and train monitors/supervisors</p> <p>4. Utilise assessments and results from examination centres to monitor learner progress.</p>	<p>Security and political stability</p>

Focus Area 3: Management and Service Delivery

The Government (the Ministry of Education, other line Ministries) at different levels, implementing partners, and local communities will make best use of resources within clearly defined roles that will promote mutual understanding trust and support				
Purpose:	Performance Indicators	Means of Verification	Activities/Strategies	Assumptions
Output 3.1. Political and social support for literacy mobilized	<ul style="list-style-type: none"> Number of events, and speeches where literacy is on the agenda % Increase of current funds for literacy 	Regular reports of events, speeches and campaigns Evaluations and commissioned studies	<ol style="list-style-type: none"> Resume the High Commission for Literacy chaired by the Vice President Undertake lobbying activities targeting the parliament, national cabinet, and national ceremonies and events 	Security and political stability Continued donor support
Output 3.2. Local ownership and community participation strengthened	<ul style="list-style-type: none"> The number of meetings held annually within the community on literacy % of new literacy classes established upon request by the LCCs or other community representatives Degree of variation of curriculum used across the country 	Monitoring and evaluation reports	<ol style="list-style-type: none"> Establish communications with the MoRD and the National Solidary Program (NSP) Provide support in literacy training to the Local Community Councils (LCCs) through close collaboration with NSP, EQUIP, and GPE Build on/create synergies with MoE's work on strengthening school management committees, shuras, and social mobilisers 	Political Stability
Output 3.3. Management capacity strengthened	<ul style="list-style-type: none"> % of central/provincial/district-level staff that has received training in management, monitoring, evaluation, and quality assurance at least once a year Monitoring and evaluation reinforced with accurate and timely data collected and evaluations carried out and used for decision making purpose Central/provincial/district-level staff processing requests/transfers/documents on-time (including financial disbursements) % of government staff that are "satisfactorily performing their duties", "% of government staff that under performing their duties" and "% of government staff that over-performing their duties" according ToRs 	Annual evaluation reports Annul staff reviews	<ol style="list-style-type: none"> Review and reinforce the central, and local government's role as implementers and in monitoring, evaluation, and quality assurance Explore outsourcing delivery of literacy programs to NGOs and civil society and develop their capacity for oversight Establish a functioning NF-EMIS to track progress in provision of literacy Establish a research Unit to carry out regular assessments including tracer studies of learners Carry out an assessment of capacity building needs Implement a capacity building program 	
Output 3.4. Coordination strengthened	<ul style="list-style-type: none"> Less fragmented literacy provision: improved coverage of literacy programs Harmonized curriculum, training of facilitators, and remuneration of facilitators Best practice models more widespread 	Monitoring and evaluation reports	<ol style="list-style-type: none"> Establish a High Commission for Literacy chaired by the Vice President Reinforce the role of LIFE in ensuring synergies and coordination amongst literacy providers Establish collaborations with other line ministries (MoSaMD, MoI, MoD, MRRD, MoWA etc., as stated in Presidential decree on National High Commission for Literacy) to integrate literacy as part of skills development programs 	

Annex 1: Organizational Structure of the Literacy Department¹⁷



17. The Literacy department is in the process of restructuring, and thus the above organogram is likely to change as a result.

		*Number of graduates from all literacy programs (Total)	*Number of graduates from all literacy programs (Female)	*Number of graduates from all literacy programs (Male)	*Number of graduates from all literacy programs (Kuchi population)	* Number of graduates from all literacy programs (Ethno-linguistic minorities)	*Number of graduates from all literacy programs from the 10 provinces with the highest current literacy rate	*Number of graduates from all literacy programs from the 10 provinces with the lowest current literacy rate	*Passing rate (Total)	*Passing rate(Female)	*Passing rate (Male)	*Passing rate Kuchi population	*Passing rate (Ethnic-linguistic Minorities)
		Number of graduates from different literacy programs by gender, ethnicity, and geographical location (province)							Improved quality and literacy more relevant for the learner	N.A	N.A	N.A	N.A
OUTCOMES													

COSTING TABLE

Items	2013/2014 (Baseline)	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021	Remarks
	1392	1393	1394	1395	1396	1397	1398	1399	
Total population									
Female	16,600,028	17,114,629	17,645,182	18,192,183	18,756,140	19,337,581	19,937,046	20,555,094	Source: Undata*, 2011 population date projected at average 3.1 annual growth rate and Sex ratio (males per 100 females) = 107.2.
Male	17,795,264	18,346,917	18,915,672	19,502,058	20,106,621	20,729,927	21,372,554	22,035,104	
Total	34,395,292	35,461,546	36,560,854	37,694,240	38,862,762	40,067,508	41,309,600	42,590,198	
15 years and above									
Female	8,300,014	8,557,314	8,822,591	9,096,091	9,378,070	9,668,790	9,968,523	10,277,547	
Male	8,897,632	9,173,459	9,457,836	9,751,029	10,053,311	10,364,963	10,686,277	11,017,552	
Total		17,730,773	18,280,427	18,847,120	19,431,381	20,033,754	20,654,800	21,295,099	
National literacy rate									
Female	20%	23%	26%	30%	34%	38%	44%	50%	
Male	50%	52%	55%	58%	61%	64%	67%	70%	
Total	36%	38%	41%	44%	48%	52%	56%	60%	
Literate Adult Population									
Female	1,763,379	1,984,274	2,321,968	2,717,132	3,179,547	3,720,659	4,353,859	5,094,820	
Male	4,524,193	4,808,360	5,205,290	5,634,987	6,100,155	6,603,723	7,148,860	7,738,999	
Total	6,287,572	6,792,634	7,527,258	8,352,119	9,279,702	10,324,382	11,502,719	12,833,819	
Enrolled Grade 8 students in schools									MoE Data
Female	196,119	208,568	230,332	249,999	273,717	301,548	338,174	389,506	
Male	324,430	334,924	361,193	378,982	402,494	434,380	475,313	523,891	
Total	520,549	543,491	591,525	628,982	676,211	735,928	813,487	913,397	
Completion Rate for Literacy Programme									50% literacy completion rate based on (Abadzi, 1994)
Female	50%	53%	55%	58%	61%	64%	67%	70%	
Male	50%	53%	55%	58%	61%	64%	67%	70%	
Total	50%	53%	55%	58%	61%	64%	67%	70%	
Literacy Graduates									Mortality rate=1.4
Female	156,906	156,906	197,340	250,456	311,908	383,741	463,741	575,147	
Male	129,324	129,324	141,378	165,076	186,476	203,210	214,910	223,309	
Total	286,230	286,230	338,718	415,531	498,384	586,951	678,651	798,457	
Total Enrolled Learners									
Female	298,869	298,869	357,986	432,706	513,215	601,343	692,101	817,493	
Male	246,331	246,331	256,468	285,197	306,828	318,441	320,738	317,403	
Total	545,199	545,199	614,454	717,903	820,044	919,784	1,012,839	1,134,896	
Enrolled Learners for General Basic Literacy									75% all learners will be in General Basic Literacy
Female	224,151	224,151	268,489	324,529	384,911	451,007	519,076	613,120	

	Male	184,748	192,351	213,898	230,121	238,830	240,553	238,053	
	Total	408,899	460,840	538,427	615,033	689,838	759,630	851,172	
Enrolled Learners for Skill Based Literacy	Female	74,717	89,496	108,176	128,304	150,336	173,025	204,373	and 25% in skill based literacy
	Male	61,583	64,117	71,299	76,707	79,610	80,184	79,351	
Total Facilitators/Teachers	Total	136,300	153,613	179,476	205,011	229,946	253,210	283,724	
	Female	9,153	10,963	13,252	15,717	18,416	21,196	25,036	
	Male	7,544	7,854	8,734	9,397	9,752	9,823	9,720	
	Total	16,697	18,818	21,986	25,114	28,168	31,018	34,756	
Facilitators/teacher for General Basic Literacy	Female	4,483	5,370	6,491	7,698	9,020	10,382	12,262	One facilitator will teach 50 learners in two separate groups of 25 learners
	Male	3,695	3,847	4,278	4,602	4,777	4,811	4,761	
	Total	8,178	9,217	10,769	12,301	13,797	15,193	17,023	
	Female	9,340	11,187	13,522	16,038	18,792	21,628	25,547	One facilitator will teach 16 learners in two separate groups of 8 learners
Facilitators/teachers for Skill Based Literacy	Male	7,698	8,015	8,912	9,588	9,951	10,023	9,919	
	Total	17,037	19,202	22,434	25,626	28,743	31,651	35,466	
Total Trainers	Female	463	555	671	795	932	1,073	1,267	One Trainer will be responsible for pre service, in service and on job training of 50 facilitators in general basic literacy and 25 facilitators in skilled based literacy and every 40 trainer will be supervise by one Master Trainer
	Male	382	398	442	476	494	497	492	
	Total	845	952	1,113	1,271	1,426	1,570	1,759	
	Female	12	14	17	20	23	27	32	
Master Trainers	Male	10	10	11	12	12	12	12	
	Total	21	24	28	32	36	39	44	
Trainers for General Basic Literacy	Female	90	107	130	154	180	208	245	
	Male	74	77	86	92	96	96	95	
	Total	164	184	215	246	276	304	340	
	Female	374	447	541	642	752	865	1,022	
Trainers for Skill Based Literacy	Male	308	321	356	384	398	401	397	
	Total	681	768	897	1,025	1,150	1,266	1,419	

Items	Unit Cost	1393	1394	1395	1396	1397	1398	1399	Remarks
Stationery for learners	\$7	\$2,344,465	\$2,528,349	\$2,652,875	\$2,817,458	\$3,040,657	\$3,327,189	\$3,667,237	Development of Material Through Workshops is Not Included in this Cost
Textbooks for SBL	\$7	\$905,265	\$989,647	\$1,155,531	\$1,305,332	\$1,422,469	\$1,504,368	\$1,563,165	
Textbooks for GBL	\$7	\$2,862,296	\$3,225,883	\$3,768,992	\$4,305,229	\$4,828,864	\$5,317,407	\$5,958,206	
Teacher guide and stationery for GBL	\$6	\$1,108,488	\$1,154,107	\$1,283,388	\$1,380,728	\$1,432,982	\$1,443,321	\$1,428,316	
Teacher guide and stationery for SBL	\$6	\$2,586,471	\$2,692,916	\$2,994,572	\$3,221,698	\$3,343,626	\$3,367,748	\$3,332,737	
Equipment for SBL	\$50	\$851,874	\$960,084	\$1,121,724	\$1,281,318	\$1,437,162	\$1,582,562	\$1,773,276	
Black/white board and Carpet for both SBL and GBL	\$70	\$1,168,771	\$1,317,236	\$1,539,005	\$1,757,969	\$1,971,786	\$2,171,274	\$2,432,934	
Cost for Training of Trainers (for 20 days)	\$1,400	\$1,183,082	\$1,333,365	\$1,557,850	\$1,779,495	\$1,995,930	\$2,197,861	\$2,462,725	One day training cost per trainee=70 USD including travel cost
Cost for Training of Trainers (for 11 days)	\$770	\$69,039	\$82,695	\$99,955	\$118,553	\$138,910	\$159,875	\$188,841	
Facilitators Training Cost (for 20 days)	\$200	\$3,339,345	\$3,763,530	\$4,397,157	\$5,022,768	\$5,633,674	\$6,203,641	\$6,951,240	One day training cost per trainee = 10 USD
Facilitators Training Cost (for 11 days)	\$110	\$1,836,640	\$2,069,942	\$2,418,436	\$2,762,522	\$3,098,521	\$3,412,003	\$3,823,182	
Trainer/supervisor salary	\$1,920	\$1,622,513	\$1,828,615	\$2,136,480	\$2,440,450	\$2,737,276	\$3,014,210	\$3,377,452	Trainer/Supervisor Salary=12 (months)*\$160:00
Facilitator/teacher salary	\$900	\$13,524,348	\$15,242,297	\$17,808,486	\$20,342,209	\$22,816,380	\$25,124,747	\$28,152,523	salary =90\$*10 Months and 10 % of facilitators will be volunteer
Total Cost with 20 days of training		\$31,496,917	\$35,036,027	\$40,416,060	\$45,654,653	\$50,660,806	\$55,254,328	\$61,099,809	
Total Cost with 11 days of training		\$28,880,168	\$32,091,769	\$36,979,444	\$41,733,466	\$46,268,632	\$50,424,703	\$55,697,867	

Annex 3: Risks and Risk Mitigation Measures

Security in some of the provinces will negatively affect implementation of the program and adult learners' access to learning opportunities. The Literacy Department will work with local communities through collaborations with MRRD and NSP, and capitalize ongoing efforts by the MoE in strengthening and supporting school shuras, as well as drawing on the experience by EQUIP and the Global Partnership for Education's operation in the 13 most insecure provinces, in order to engage communities in finding appropriate solutions.

Political instability in general and frequent changes in the leadership of the ministry may have negative effects on governance and on the implementation of the plan. Strengthening the ministry's systems and capacities will help mitigate the negative effects associated with these risks.

The social context in some communities, particularly in the south, may undermine women's enrollment and retention mainly due to the lack of female facilitators. Campaigns for women's participation, awareness-raising through local and religious leaders about the importance of literacy for women are some strategies that will be considered to mitigate these risks. The MoE will regularly consult with civil society organizations, parents, and local community councils on delivery of literacy training to instill a sense of trust and confidence in the government's ability to deliver.

Fiscal Sustainability and budget constraints will have a negative impact on access to and quality of literacy training. Provided that the High Commission for Literacy is established, the Literacy Department will lobby within Parliament and will encourage donors and the MoF to provide adequate resources to literacy and prioritized activities.

Risks, Levels and Mitigation Measures

Risks	Risk Factors	Level	Mitigation Measures
Political	Political instability, electoral uncertainty, rivalry	High/ Medium	Policy and system strengthening
Insecurity	Insecurity and instability undermines service delivery outreach and quality delivery.	High	Close coordination with security forces (national and international) to coordinate gains in stabilization with service provision. Involve community in management of literacy programs and protection, develop and implement security awareness measures, and report incidents.
Financial Sustainability	Limited resources to implement due to the low profile and limited donor commitment to literacy	High	Scenario-based resourcing planning and prioritization and results framework to justify spending on core activities Undertaking of lobbying activities
Fiduciary	Weak finance and procurement systems	Medium	Focus on strengthening procurement
Accountability and Corruption	Risk of petty corruption, particularly at the sub-national levels and in insecure provinces		Strong drive on civil servant ethics, PFM reforms, LMIS, AFMIS and progressive automation (including back transfers) and expenditure tracking, counter corruption measures.
Implementation/ demand driven approach	Decentralized decision-making does not reflect actual provincial and district capacities	Medium	Capacity building based on needs assessment Functional reform and restructuring to decision-making units

Planning	Manipulation of data concerning number of students, where allocation of funds is based on number of students, which distorts resource allocations	High	Training and recruitment of monitors and increase resource allocation for monitoring purposes
Coordination	Fragmented delivery of literacy training and lack of inter-governmental/inter-ministerial coordination	Medium	High Commission for Literacy and strengthen LIFE
Results Evaluation	Output to purpose level performance weak, M&E capacities need strengthening	Low	Results and performance based monitoring systems based on results framework
Cultural barriers	Significant gender disparity in access and retention	High	Gender friendly modes of service delivery Indicators/benchmarks developed to be monitored
Certification and Examinations	Teaching Staff and examiners sell examination questions, can compromise the quality and reliability. Required signatures are withheld, unless bribes for services, examination results, and/or certificates are paid	High	Examination centers and the use of question data bank and online testing
Curriculum Development	Lack of capacity to make curriculum responsive to local needs and to the need of the economy	medium	High Commission for Literacy & Establish collaborations with other line ministries, enhance community participation

Annex 4: Draft Proposed Adult Basic Education Program (ABEP) in Afghanistan

