



Ministry Of Education and Training

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Non-Formal Education Policy

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Foreword by the Hon. Minister of Education and Training



The Ministry of Education has finally reached its goal regarding the development of Non Formal Education (NFE) Policy. It was way back in the early 80's when NFE policy development started. The 1982 Education Sector Survey marked the beginning of policy formulation for NFE. Nothing much was done immediately thereafter.

However, five years later, the Ministry of Education organised the 1987 Seminar Sector Survey. The Seminar noted that the scope of NFE activities is so broad that it is difficult to measure its contributions to national development. This is because NFE cuts across all sectors of the economy. It also noted the importance of coordinating NFE activities in the country and linkages between formal and non-formal education systems, hence, a need for policy development to clarify priorities, structures and coordination mechanism.

In 1989/1990 the Operations Plan of the Ministry of Education on Clarification of Lesotho's Education Policies and Priorities Part II stipulated '*clear collaborative areas with NFE organizations*'. Thereafter the Education Sector Development Plan (ESDP) of 1991/92-1995/96 further suggested that '*the Lesotho Distance Teaching Centre (LDTC) needed reorganizing to strengthen NFE activities in the country*'.

After a series of workshops and consultations on advocacy for NFE policy formulation, the Task Force composed of the representatives from Ministry of Education – Lesotho Distance Teaching Centre, Non Formal Education Inspectorate, NUL – IEMS, LANFE, LCN and UNICEF was established to develop national NFE Policy. The Task Force held a number of meetings which led to the production of the NFE policy document. The NFE policy document was later discussed with stakeholders, Heads of Programmes, as well as development partners particularly UNICEF and the World Bank for the purpose of refinement.

The importance of Non Formal Education in enhancing access to education and promoting development in the country, as well as alleviating poverty cannot be overemphasised. This is because NFE programmes should be seen as ensuring that learning continues throughout the life of every individual in Lesotho. Therefore, the basic purpose of this policy document is to guide implementation among adult education practitioners, educational planners, and the various stakeholders, by crystallising a purposive and uniform plan of action which is aimed at standardising the operational modalities of Non Formal Education (NFE) programmes across all sectors of Lesotho's economy. The product of such a deliberate plan of action will be to achieve equity, access, uniformity, recognition, standard and quality of NFE programmes, sustainable development, integration and cost effectiveness in improving the individual's standard of living and thereby increasing the national economic growth, using education as a potent instrument.

The NFE policy will provide enabling environment for the government functionaries, in collaboration with other NFE providers such as NGOs and the international development partners. It will also enhance the frontiers of mutual trust and cooperation in their NFE coordination efforts.

It is against this background that this national policy document had to be refined and finalised for the purpose of approval.

PROF. NTOI RAPAPA

THE HONOURABLE MINISTER OF EDUCATION AND TRAINING

Acknowledgements

The Ministry of Education and Training (MoET) through Non-Formal Education Programme wishes to express gratitude to UNICEF and World Bank (WB) for their financial support towards the development of Non-Formal Education policy.



The MoET is also grateful to professional contributions from various stakeholders who contributed through conferences, seminars, and workshops in the development of the 2001 policy document. Furthermore, the MoET would like to express their heartfelt gratitude to other stakeholders who reviewed the 2001 NFE Draft policy, who included amongst others, National University of Lesotho (NUL) through its arm, the Institute of Extra Mural Studies (IEMS), Lesotho Correctional Service (LCS), Lesotho Distance Teaching Centre (LDTC), Integrated Early Childhood Care Development (IECCD-MoET), NFE Inspectorate, Non-Governmental Organisations (NGOs) such as Lesotho Association of Non Formal Education (LANFE) Lesotho Girl Guides Association (LGGA), Good Shepherd (GS), Kick 4 Life, Sentebale, Lesotho Women Institute (LWI), Lesotho National Council of Women (LNCW), She-Hive and Hae Learning Centre.

The MoET is again thankful to all the stakeholders who participated in the focus group discussions carried out for the purpose of refining and finalising the NFE policy document, without whose participation, this refining and finalisation process would not be possible.

The contribution of the following to the development of NFE Policy is highly appreciated: Ministry of Education and Training, Lesotho Commission for UNESCO (UNESCOM), Chief Education Officer - Curriculum and Assessment, Planning Office, MoET for their support during the process of developing this policy.

We thank you all.

TIEHO MAMASIANE MR.

THE PRINCIPAL SECRETARY FOR BASIC EDUCATION AND TRAINING

ACRONYMS

- ADEA = Association for Development of Education in Africa
- BLE = Basic and Literacy Education
- CASS = Continuous Assessment
- CEO = Chief Education Officer
- CI = Chief Inspector
- CEES = Community Education and Extension Services
- CLC = Community Learning Centre
- CDI = Curriculum Development and Inspectorate
- COSC = Cambridge Overseas School Certificate
- DC = District Coordination
- DCE = Distance and Continuing Education
- DD = Deputy Director
- DRTs = District Resource Teachers
- ECOL = Examinations Council of Lesotho
- ESDP = Education Development Sector Plan
- FE = Formal Education
- FPE = Free Primary Education
- GOL = Government of Lesotho
- ECOL = Examination Council of Lesotho
- HIV/ AIDS= Human Immune Deficiency Virus/Acquired Immune-
Deficiency Syndrome
- IEMS = Institute of Extra-Mural Studies
- IGA = Income Generating Activities
- K4L = Kick4Life
- LP = Lerotholi Polytechnic
- LANFE= Lesotho Association of Non-Formal Education
- LCN = Lesotho Council for Non-Government Organisation
- LDTC = Lesotho Distance Teaching Centre
- LNCW = Lesotho National Council of Women
- LGCSE = Lesotho General Certificate for Secondary Examinations
- LIPAM = Lesotho Institute of Public Administration
- LOIC = Lesotho Opportunities Industrialisation Centre
- LWI = Lesotho Women Institute
- MoET = Ministry of Education and Training

MRE = Monitoring, Research and Evaluation
NCDC = National Curriculum Development Centre
NFE = Non Formal Education
NFEC = Non-Formal Education Council
NGO = Non-Governmental Organisation
NQAB = National Qualifications Association Board
NSDP = National Strategic Development Plan
NTTC = National Teacher Training Centre
NUL = National University of Lesotho
PS = Principal Secretary
PSLE = Primary School Leaving Examinations
PSS = Production and Support Services
PTLS = Production, In-service Training and Learner Support Service
RE = Research and Evaluation
SADC = Southern African Development Community
UNICEF = United Nations Children's Fund
WB = World Bank

EXECUTIVE SUMMARY

Introduction

The Government of Lesotho has embraced Non-Formal Education (NFE) as one of the most important vehicles to promote national development. Therefore, the Non Formal Education policy will contribute towards ensuring responsive occupational skills training for economic and socio-economic growth of the country.

The existence of the long awaited NFE policy is intended to control NFE operations. It serves as a guideline for implementation of NFE activities by both government and local NGOs. It supports stakeholders' activities. The Education Sector Plan (ESP) (2016:1) indicates that NFE denotes all the processes of development in one's life (Education Sector (ESP) 2016-2026:1). The plan also indicates the wide range of programmes and support services offered by NFE stakeholders. The development of the Non-Formal Education Policy of the Government of Lesotho therefore, is to facilitate smooth operations of the stakeholders in NFE.

The purpose of the study was to refine and finalise the 2016 NFE Draft Policy for approval by the Ministry of Education and Training and the Government of Lesotho. The Government of Lesotho's finalized, refined, adopted and approved NFE policy shall clearly spell out how NFE programmes should be coordinated, registered and monitored.

This policy is intended to ensure that all Basotho who did not get the educational opportunities through the formal system be skilled through non-formal education programme. The policy should also indicate the role of stakeholders in dissemination of information, promotion of new acquired skills and many more through extensive programmes and support services.

Background Information

The Ministry of Education and Training (MoET) is responsible for development of the NFE policy. The policy has the following directions: provision of literacy education; appropriate occupational, technical and managerial skills; provision of continuing education through non formal education and promotion of cultural values and activities. Lesotho's formal education system is faced with some challenges, such as low level of qualified teachers; high drop-out and repeating rates and high costs to government and parents and so forth, in providing universal access to basic education. Again, some children might have not attended school, for

different reasons, such as poverty, orphanage and child headed families hence, the role of NFE is to supplement and complement efforts of formal education.

The Education Sector Plan (ESP) (2016:1) indicates that NFE is an umbrella term for all out-of-school programmes (Education Sector Development (ESP) 2016-2026:1). In other words according to ESP 2016, in Lesotho, NFE is defined as an assortment of activities that are designed to provide disadvantaged Basotho youth with development information, awareness and skills required for them to function effectively, efficiently and productively in the various sectors of life.

Problem Statement

While universal access to education seems to have relatively increased intake and opportunities for learners, there still remains a high rate of illiteracy among Basotho men and women due to some of cultural practices. Again some other children are not attending school for many different reasons, including poverty, and being orphans and breadwinners or households heads. As a result, there are pre-mature drop outs from formal education system which leads to lack of relevant skills to engage in meaningful income generation activities. Therefore, NFE comes as a positive remedy to provide necessary skills that are essential in day to day life experiences.

NFE is easily accessible because it is everywhere and is responsive to the needs of people. It therefore calls for effective and efficient coordination in order to monitor quality service delivery among all NFE providers, other stakeholders and the community at large, hence the need to develop a policy to guide effective and efficient execution and implementation for national development.

The development of this Non-Formal Education Policy of the Government of Lesotho, in the Ministry of Education and Training (MOET) was completed in 2001. This National Draft Policy Document on Adult and Non-Formal Education in Lesotho was completed in 2001 but still has to be approved.

The purpose of the study

The purpose of the study was to:

- Refine and finalise NFE Draft Policy 2016 for approval by the Government of Lesotho.
- Indicate which organization should coordinate NFE programmes?
- Spell out how NFE programmes should be coordinated, registered, and monitored
- Spell out how the governing body responsible for NFE would operate.
- State how the NFE programme should be strengthened to ensure that all Basotho who did not get expected outcomes from formal school education are skilled through non-formal education programme.
- Ensure that the policy initiates government support to disseminate information,
- Promote new acquired skills and many more through extensive programmes and services.
- Forge links between formal and non-formal education

NFE Policy Objectives

The Government of Lesotho's finalized, refined, adopted and approved NFE policy clearly spells out how NFE programmes should be coordinated, registered, monitored and by the governing organization, which is responsible for NFE matters therewith.

This policy is intended to ensure that all Basotho who did not get expected outcomes from formal school education are skilled through non-formal education programme. Again, the government emphasises that NFE shall disseminate information, promote new acquired skills and many more through extensive programmes and support services.

The NFE Policy development processes were as follows:

1. Review the existing reports on NFE draft policy documents produced in 2015 and 2016 in Lesotho
2. Gather information from all relevant stakeholders including Government through individual interviews and structured focus groups' discussions
3. Conduct desk review and analyse information gathered
4. Benchmark this policy with regional best practices

5. Revise the draft policy and making sure that it responds to key issues raised in NFE reports developed by MOET and its partners in recent years.

Theoretical perspective

Lesotho aligns herself with the theories of literacy which define literacy as a set of social practices (Barton and Hamilton 2000:8). The theories of literacy based on New Literacy Studies Movement, recognise multiple literacies in different contexts (Rogers and Street 2012:65-66). Non-formal education includes adult learning programmes, using course materials or workbooks or primers, as well as learning on some developmental community projects, learning through daily family work, and learning at a workplace, in different contexts, where easy-to-read materials could be used to enhance learning. For all these activities literacy skills are used in a variety of ways by different NFE institutions or stakeholders.

Literature reviewed

The desk review of literature or reports on international policies has been done to get information on issues related to NFE as a strategy for lifelong learning. The earlier education policies and plans developed by the Ministry of Education, now the Ministry of Education and Training from 1982 to 2005 have also been reviewed. Both the MOET-NFE graft policy documents of 2001 and 2016, the latest NFE draft policy document, have been reviewed to compare the new and old information to be integrated into the NFE policy document. The other literature reviewed is from countries in the Southern African Development Community (SADC) region to compare the governing of NFE activities in those countries such as Tanzania and the Republic of Botswana. Finally, the other literature reviewed is related to the design and methodology used to collect information.

Research design and methodology

Qualitative approach to research was engaged through consultative meetings with stakeholders to gather information from selected relevant participants, including Government ministries involved in NFE. The stakeholders included implementers, key stakeholders and policy makers in the MOET. Qualitative approach involves the use of variety methods to collect data and get narratives and descriptive data or information about the opinions and views of the selected people. Qualitative research concentrates on words and observations to express reality and

attempts to describe people in natural situations (Lewis, 1995:2). According to Lewis people's disclosures are encouraged.

The study involved all the NFE stakeholders in Lesotho. The stakeholders are the institutions, organizations, programmes and government agencies providing Non-Formal Education at different levels of literacy, continuing and tertiary education. The focus groups discussions and the in-depth interviews with the use of question guide were conducted. The preliminary findings were presented to stakeholders to confirm the information from the focus group discussions.

NFE Policy Development

The stakeholders are aware of the whole process of NFE policy development as they had been part of it. They need it to support their activities. It is high time that NFE is recognized as a strategy for development of a country. NFE is the only way to achieve Sustainable Development Goals, particularly goals 3 and 4.

Consultative Meetings

Between 1978 and 2016, the MOET held a series of consultative workshops, seminars and meetings with NFE providers to establish an important role of NFE as a complementary tool of formal education system. This final 2018 NFE policy is a product of all these efforts.

Role of NFE

Globally, NFE is still not a priority for many countries, as compared to universal primary education (UNESCO 2008:1) yet it can arguably contribute a lot to the development of countries, as it is often presented as a strategy for development. There is a realisation that high-level political commitment and a long-term, coherent policy vision to provide quality literacy and continuing education programmes backed by sufficient capacity and resources, are needed to tackle this challenge (UNESCO ILL 2014:11).

NFE is a change agent strategy which is employed to attain national development goals. Most importantly, it is used to address needs of youth and adults alike. All institutions: Government and NGOs employ NFE to equip citizens with knowledge to acquire advanced levels of education and occupational skills training necessary for life improvement.

Situational Analysis

In 2010 the literacy rate for Lesotho was 82.2% (UNDP 2010:12). UNESCO (2013:6, 8) figures show that Lesotho's literacy rate had decreased to 75.8%, suggesting the need for greater attention to apprenticeship learning activities, through literacy practices in order to maintain 2010 figures. Presently the literacy rate in Lesotho is at 61%, (General Basic literacy) and 57% (functional literacy), with more females (63%) literate compared to males (58%) (Education Sector Development (ESD) 2016-2026:1).

The National Strategic Plan for 2005-2015 maintains that NFE is meant to foster meaningful life to all its citizens. This policy is intended to ensure that all Basotho who did not get expected outcomes from formal school education are skilled through non-formal education programme. Again, the government emphasises that NFE can be used to disseminate information, promote new acquired skills and many more through extensive programmes and support services.

Key NFE policy issues

- The NFE policy is long overdue. Stakeholders participated in the development of this policy. They need it to support their activities. The NFE policy document needs to be approved by the MoET and the Government of Lesotho.
- Coordination mechanism for NFE programmes' activities in the country, to enable the NFE programmes.
- Establishment of NFE department or office or Open College or Open University, with full complement of staff and upgrading of NFE positions.
 - The Open College or University will provide both short and long Courses, ranging from the period of one or two (2) weeks, one (1) month, three (3) months, six (6) months and even a one (1) year programme, awarded accordingly.
 - The Open College or University will develop programmes that bridge the gap between the Upper Basic Education and the university education.
 - Establishment of Open College or Open University – OC or OU has less cost as it uses the available human resources to provide both the credited and non-credited courses and programmes.

- Establishing the NFE Board or Council will help in strengthening NFE programme. The Management - Lower and Upper Basic and Tertiary Education, Teaching Services, Curriculum and Assessment and the Director NFE be members of this Governing Body and report to the MOET and the Board. The governing body will advise the Minister in the MOET.
- Coordination of NFE programme ought to be done through meetings, workshops, seminars, and it will involve sharing of resources, monitoring, sharing of research findings etc.
- Participation of all stakeholders: government departments, community leaders, chiefs, councilors, Whistle Blowers and individual people will have a role to play in disseminating information through post-literacy materials.
- Registration of individual NFE programmes or organizations with the NFE department will be determined by the registration guidelines.
- Implementation of NFE policy will be driven by continuous monitoring, evaluation and research to ensure achievements of the goals and objectives of individual NFE organizations. The NFE Inspectorate, the Research and Evaluation Section of NFE Department, the Planning Unit of the MoET and the Board or Council are responsible for these NFE aspects.
- NFE policy recommends smooth collaboration and support between Formal and Non-Formal Education systems among NFE providers and between NFE providers and the NFE Department and the MoET.
- NFE curriculum as suggested by the stakeholders who are already involved in NFE activities is inclusive or broad.
- Vocational institutions will concentrate on vocational subjects. Individual providers of the vocational institutions will expand and extend their provisions or programmes to the rest of the country to ensure wide coverage.
- Open and Distance Learning (ODL) and other various teaching methods will be used.
- The Non-Formal National Qualification Framework will be established for the purpose of awarding certificates.
- TVET will be responsible for trade testing of the acquired vocational skills.
- Capacity building will ensure availability of qualified staff to fill up the new positions of the NFE department and to strengthen the already existing NFE personnel.

- The resources to be shared by the NFE stakeholders include the human, materials and the financial resources.
- Harmonization of minimum NFE standards. Such minimum NFE standards are based on registration guidelines should be met by all registered NFE organizations or programmes. The minimum NFE standards are the criteria for registration, as they are a control measure.
- Consideration of principles of NFE. Learners learn at their own time and pace. Designing and developing NFE programmes by individual providers will consider learners' characteristics.
- NFE Learners deserve learning in a conducive environment. There is need to accommodate NFE activities at community level. This applies to those areas where literacy work is expected to be launched. Local schools should play a role in accommodating NFE activities.
- The present NFE Literacy Teachers need to change roles. They could be used as Whistle Blowers at community level and continue earning their stipend.
- Qualified NFE teachers should be engaged by the Teaching Services. trained on NFE facilitation methods
- The implementation of the NFE policy will involve addressing the challenges stated, to allow smooth operations of NFE programme.

Vision

Provision of lifelong learning and equitable learning for all to eradicate poverty

Mission

Development and implementation of policies and strategies which facilitate access to lifelong and continuing education.

Guiding principles

Achievement of both vision and mission through the guiding principles.

The goal of NFE

Promotion of the culture of lifelong learning and the increase access to quality and relevant education for all.

Objectives

Provision of lifelong learning and of quality education

Activities

Provision of literacy and continuing education that include life and survival skills through ODL for out-of-school youth and adults.

Strategies for NFE

Design and development NFE marketing strategy for NFE programmes.

Administrative structure for NFE Department

The Administrative structure for NFE includes key management role players and infrastructures from all Chief Education Officers (CEOs)

The NFE Department will be headed by the Director NFE. There will be the NFE Board or Council established.

The NFE Department will coordinate NFE providers of literacy, continuing and tertiary education under the three CEOs respectively.

The strengthened NFE Inspectorate will move to the Central Inspectorate of the MoET.

PART 1

BACKGROUND INFORMATION

1.1 Background

1.1.1 Lesotho's aspirations

Lesotho, like all other developing countries of the world, has embraced education as one of the important vehicles to promote national development and indeed make a reality in every Mosotho's life. The Government of Lesotho has attempted to make this dream come true through the Ministry of Education and Training's (MoET) formal as well as non - formal structures. The important role that education plays in people's lives is clearly manifested in the Constitution of Lesotho which stipulates among other things that:

Lesotho shall endeavour to make education available to all and shall adopt policies aimed at ensuring that:

- a) education is directed to the full development of the human personality and sense of dignity and strengthening the respect for human rights and fundamental freedom;
- b) primary education is compulsory and available to all;
- c) Fundamental education is encouraged or intensified as far as possible for those persons who have not received
or
completed their formal education.

(The Constitution of Lesotho, Section 28:24)

Consequently, the Lesotho Government through its five-year development plans has emphasised the role of NFE in the development of Lesotho, by engaging in NFE policy development, from the 1980s. This is evidenced in:

1. The 1980 Education Sector Survey Report of the Task Force (1982:7) indicated that NFE had always been '*developing skills and attitudes required for the development of Lesotho*'.

2. The Ministry of Education Clarification of Lesotho's Education Policies and Priorities Part I Report of 1987 stated that NFE is functional, learner-centred and was '*responding to Literacy education, occupational training and in-service Training*'.
3. The Operations Plan of 1989/1990 of the Ministry of Education on Clarification of Lesotho's Education Policies and Priorities Part II stipulated '*clear collaborative areas with NFE organizations*'.
4. The Education Sector Development Plan (ESDP) of 1991/92-1995/96 of the Ministry of Education (June 1992:157-158) suggested that '*the Lesotho Distance Teaching Centre (LDTC) needed reorganizing to strengthen NFE activities in the country*'.

Lesotho needs to respond to a changing global world. This includes being able to communicate at all levels of literacy and for all its population to have access to global knowledge systems. The Lesotho's NSDP 2015 policy document supports education, life skills and implicitly lifelong learning. Other local policies that support education in Lesotho are as follows:

- The kingdom's Poverty Reduction Strategy Paper (PRSP) 2004/2005-2006/2007, (GOL 2004:80-81), stating government's commitment to literacy development and lifelong education.
- The Lesotho Government's Vision 2020 document (2004:5-6) commits Lesotho to having a well-developed human resource base which will create access to quality education that is fully responsive to the country's needs, accessible at all levels. Lifelong learning is a core feature of this mission.
- The Lesotho Gender and Development Policy, (GOL 2003:13-14) suggests development of an inclusive gender-sensitive career guidance at all levels of education.
- The Lesotho Education Sector HIV and AIDS Policy of 2012 expresses a need for the availability and accessibility of Non-Formal Education programmes for the vulnerable and the disabled people (MoET and UNESCO, 2012:25).
- The government developed an Information Communication and Technology (ICT) Policy for Lesotho in 2005 (GOL 2005:29), which addresses the issue of training in ICT, to produce ICT expertise among educators in the country who will promote the use of ICT in schools, as well as in lifelong learning.
- Lesotho's ODL Policy (2015:19) also indicates that in Africa ODL has been used to offer courses in literacy, continuing education, health, agriculture and community/civic

education, often for adults with little or no formal schooling. Researches confirm that ODL is suitable for adult learning and plays an important role in increasing access to non-formal education for rural development.

These policy documents reflect recognition of the need for both formal, non-formal and informal education. These policy directions are: provision of universal primary education; provision of appropriate occupational, technical and managerial skills; promotion of continuing education through non formal education; promotion of cultural values and activities, promotion of co-operative partnerships in administration of education and facilitation of education for all by the year 2000. As a right step towards fighting illiteracy in Lesotho and commitment to the provision of an equitable basic education to Basotho, the government introduced a Free Primary Education (FPE) policy from January 2000 to provide hope for every Mosotho to have a better future (Lesotho Vision 2020 (2014:16). The first cohort wrote their Primary School Leaving Examinations (PSLE) in 2006. The bulk of that cohort obtained their junior degree from the National University of Lesotho in 2015/2016.

The National Strategic Development Plan (NSDP) (2014:114-115) states that the introduction of free and compulsory education improved enrolment (net enrolment above 80% and the completion rate high at 87.5%) in 2010. However, the quality of education in many primary schools remained poor due to relatively low level of qualified teachers (48%) in 2008. Low enrolments at secondary and high school levels limit the flexibility of manpower to acquire industry-specific skills and their ability to move between sectors in line with the changing economic opportunities.

1.2 Meaning of Non Formal Education

The initial Lesotho NFE task force then adopted the following broad definitions of non-formal education:

Non-formal education is any structured and organised learning activity which has identifiable objectives and which takes place outside the regular school system. It is functional and learner-centred, responding to the expressed needs of the participants. Primary methods are of teaching by example, discussions and learning by doing (Education Sector Survey, (1982 and ESP 2016-2021).

UNESCO ICAE (2008:1) argues that NFE contributes a lot to the development of countries, as it is often presented as a strategy for development. NFE is any organized educational activity outside the established formal system.

NFE is defined in Lesotho as, “activities that are designed to provide the Basotho youth and adults with development information, knowledge and skills required for them to function effectively, efficiently and productively in the various sectors of life” (NFE Draft Policy Workshop, 2001-1).

1.3 The scope of Non Formal Education

NFE has economic, social and political consequences in the lives of all Basotho. It is the policy that has a list of endless areas of teaching and learning, to grapple with before understanding the Lesotho’s educational conditions, needs, aspirations and goals.

NFE includes everybody because it starts with individuals in the family, goes into the community and then workplace. It is necessary for improving people’s daily activities. It also has an influence on the economy of the country, as it is related to lifelong learning. It mainly involves the use of a variety of materials that inform communities. The notion of NFE has broadened in the 1980s and 1990s, to include the challenges of the influence of new technologies, electronic media (internet) and other ways of knowing (UNESCO 2005:15).

PART 2

PROBLEM STATEMENT AND NEED FOR NFE POLICY

2.1 Problem Statement

The development of the draft Non-Formal Education Policy of the Government of Lesotho, in the Ministry of Education (MOE) was completed in 2001. This National Draft Policy Document on Adult and Non-Formal Education in Lesotho was completed in 2001 but still has to be approved. The guiding principle of non-formal and adult education is to:

Foster good and meaningful life to all citizens by developing an informed and skilled citizenry through the provision of Non-Formal Education programmes and support running throughout one's life. Non-formal education is a catalyst of development which can be used in the dissemination of information, promotion of new required skills, introduction and facilitation of change and the articulation of innovative drive within any organized society for the ultimate achievement of literacy and poverty reduction and the enhancement of improved standards of living (Braimoh 2001:16).

It can be seen from this quotation that literacy is a primary function for non-formal education. Illiteracy rate is increasing among Basotho. In 2010 the literacy rate for Lesotho was 82.2% (UNDP 2010:12). UNESCO (2013:6, 8) figures show that Lesotho's literacy rate has decreased to 75.8%, suggesting the need for greater attention to apprenticeship learning activities, through literacy practices in order to maintain 2010 figures.

The literacy rate in Lesotho is at 61%, (General Basic literacy) and 57% (functional literacy), with more females (63%) literate compared to males (58%) (Education Sector Development (ESD) 2016-2020:1).

For Lesotho, literacy training has always been a component of NFE. NFE strategies like out-of-school education have always been used in literacy work and as a result the government has always regarded NFE as literacy teaching, and the concentration of literacy training has always

been on adult literacy. The Education Act – Lesotho Government Gazette, Extraordinary (2010:167) supported establishment of learning centres for out-of-school basic education. When addressing the EFA strategic goals, the government of Lesotho was targeting a total improvement of NFE by 2015 (GOL MoET 2005:167) specifically to reduce adult illiteracy by 50%, expand basic education and skills training, train NFE staff, strengthen the lifelong learning component of Lesotho’s education provision and establish strong collaboration among NFE institutions for this purpose. However, the target on permanent staff training only affected staff at the LDTC.

NFE is easily accessible because it is everywhere and is responsive to the needs of people. It therefore calls for effective and efficient coordination in order to monitor quality service delivery among all NFE providers, other stakeholders and the community at large, hence the need to develop a policy to guide effective and efficient execution and implementation for national development.

The 2001 draft policy, supported by the World Bank (WB), was formulated by the NFE Task Force. The draft policy was further developed during 2015 and 2016 with the support of UNICEF. The draft version of 2016 has been refined and finalised for the purpose of adoption by Government of Lesotho as a working document for regulating and directing NFE activities in Lesotho.

PART 3

3.0 IMPLEMENTATION OF NFE POLICY

3.1 NFE policy development

The NFE policy is long overdue. The stakeholders need it to support their activities. The Need for NFE policy to be approved was very critical. The implementation of the NFE policy remains a challenge. NFE status should be upgraded. NFE remained a poor relative of formal education for too many years, yet it complements formal education system. It is high time it is recognized as a strategy for development of the country. NFE is the only way to achieve Sustainable Development Goals, particularly goals 3 and 4. The approval of the NFE policy was necessary.

3.2 Coordination Mechanism of NFE Activities

The coordination of NFE programmes is necessary. Coordination will involve harmonization of standards regarding certification of skills. Coordination of NFE programme ought to be done through meetings, workshops, seminars and other means of communication. It will include sharing of resources, monitoring, sharing of research findings.

The NFE Department will be the Coordinator of NFE activities by stakeholders, including the present LDTC's literacy and continuing education provisions and the tertiary education. The NFE Department or office or Open College or Open University will be establishment, with full complement of staff, and will involve upgrading of NFE positions.

- The Open College or Open University will provide both short and long Courses, ranging from the period of one or two (2) weeks, one (1) month, three (3) months, six (6) months and even a year programme.
- The Open College or University will develop programmes that bridge the gap between the Upper Basic Education and the university education.
- Establishment of Open College or University (OC or OU) has less cost as it uses the available human resources to provide both credited and non-credited courses or programmes.

The NFE Board or Council will be established. It will help in strengthening NFE programme. The Management of MoET - Lower and Upper Basic and Tertiary Education, Teaching

Services, Curriculum and Assessment and the Director NFE will be members of this Governing Body and report to the MOET, as well as the Board. The governing body will advise the Principal Secretary for Basic Education and Training in the MOET.

What is important is that there will be a link between the MOET and the Lesotho NFE Working Group or stakeholders. Whether it is the NFE Board of Governors or the NFE Council, the bottom line is that the stakeholders are represented within any of the two bodies, as a governing body. The composition of any of them will include NFE stakeholders.

The NFE Council shall provide regulations to prevent people with personal vested interests to abuse NFE programmes offerings. This abuse could be in the form of exploitation of the innocent but desperate clientele, especially by charging high fees, providing sub-standard programmes as well as deceit in awarding irrelevant and fake certificates to them.

In 1997 a major study on improving NFE was undertaken by the Government of Lesotho (GoL) MoE and Set'sabi (997:5). This study, commissioned by MOE aimed at assessing the status of NFE in the country and to suggest ways of improving NFE offerings. Setsabi recommends among other things, the formation of NFE council, whose function will be to coordinate NFE activities with the objective of ensuring delivery of high quality programmes.

The NFE council will be established and composed of NFE stakeholders - The NFE Council will be under the MOET.

3.3 Strengthening NFE Programme

Strengthening NFE programme will include stakeholders' participation in NFE activities, expansion of the already existing programmes, establishment of NFE Department or Office with full complement of staff, upgrading of NFE positions, wide coverage, and establishment of new lower and upper basic education centres, construction of Headquarters offices, availability of resources for implementation of NFE policy and transferring the NFE Inspectorate to the Central Inspectorate of the MoET.

NFE policy implementation will be given a priority for the purpose of strengthening NFE programmes. Strengthening of NFE programme will enable expansion of NFE provisions to cover the whole country with provision of different programmes.

The Literacy Programme will fall under the Chief Education Officer – Primary, while the Continuing Education offered through ODL will fall under the Chief Education Officer – Secondary. The third, the Tertiary Programme will fall under the Chief Education Officer – Tertiary.

The NFE Officers are already in existence at the LDTC. The challenge is the expansion and upgrading of those existing positions and establishing the new positions. The whole re-organisation of the LDTC needs to be well thought of and considered.

NFE Inspectorate will be rightfully placed within the Central Inspectorate of the MoET. It is a big challenge to expand NFE Inspectorate, for it to be able to do inspections on NFE programmes as expected. There will be regional Inspectors and other Assistant Inspectors per region. There will also be Inspectors at community level.

3.4 Information dissemination

The NFE policy will enable all government departments, community leaders, chiefs, councillors, Whistle Blowers and individual people to participate in disseminating information through post-literacy materials.

Information dissemination will be one method of facilitating learning as materials carry content on different topics. Local institutions will be involved in dissemination of information.

Programmes' Designers and Course Developers and Material Writers are already there at the LDTC, IEMS, Agricultural Extension, Health Education Division, and other government ministries. The NFE department will organise training workshops for Facilitators on how to write and produce materials on their different disciplines, for out-of-school learners. Financial resources will be made available, by the NFE Department to produce a lot of material to cover the whole country to provide every Mosotho with information and skills on different subjects and courses.

3.5 Registration of NFE providers

Registration of individual NFE programmes with the NFE department will be determined by the registration guidelines. For example, NFE Registration guidelines will include registration of Lesotho Correctional Services (LCS) and Hae Learning Centre as NFE centres, because of their NFE clientele and their non-formal structures.

NFE programmes or institutions will register with the Department of Non-Formal Education, so that their mandates and objectives are known, there is a clear understanding of their work. This will help control of the mushrooming of such institutions, who sometimes take advantage of stranded Basotho children.

Clear registration requirements will be spelt out by the NFE Department or office. All the NFE providers or institutions will meet all registration requirements.

Different NFE providers will require different facilities depending on the NFE programme they offer. However, NFE Department shall monitor and satisfy itself with facilities such as buildings, chairs and tables, library, hard and software equipment where applicable, before granting the NFE provider permission and/or renewal to operate in Lesotho. This will lead to programme standardisation across the country.

NFE Inspectorate has guidelines that were approved by the MOET for NFE providers or organizations which want to register. NFE guidelines are more appropriate because they are earmarked for NFE schools. The question is whether all stakeholders will meet the requirements. What remains the challenge is what will be done to those who do not qualify for registration, yet they want to provide education. The department will help in that regard.

The NFE Department shall make a careful study of its programme(s) applying for registration of NFE providing agencies, through NFE coordination mechanisms to validate the competence level and suitability for offering such NFE programme by such an NFE provider, including approval of the programme course duration.

The MoET will offer non-formal education programmes through NFE Department, in collaboration with the main NFE providers in Lesotho within the Non-Governmental

Organisations (NGOs) such as LANFE, the community, private individuals and some church organisations as follows:

The Lesotho Distance Teaching Centre (LDTC) will become the NFE department of the Ministry of Education and Training, providing literacy and post-literacy education to out-of-school children including herd boys, youth and adults, who were dropped by formal education system, for various reasons. It will also provide continuing education at secondary and at tertiary levels through distance teaching mode. The NFE Department will provide tertiary education in the form of short and long courses or programmes.

The Institute of Extra Mural Studies (IEMS) is the Open and Distance Learning arm of the National University of Lesotho (NUL) which offers adult education programmes. The IEMS will offer short-term courses for groups of people. It will also continue to offer credit programmes at diploma, degree and post-graduate programmes.

The other main NFE provider in Lesotho will be the NGO, the Lesotho Association of Non-Formal Education (LANFE) providing literacy activities, as well as functional skills.

Other NFE providers are: The Lesotho National Council of Women, Lesotho Girl Guides Association, the Good Shepherd Centres, which provide continuing education, occupational and Biblical education. Itjareng Vocational Training Centre for people with disabilities, Lesotho Opportunities Industrialisation Centre (LOIC) will continue to provide vocational skills training.

NFE is also offered by communities, private individuals and some government ministries such as Ministry of Agriculture, Ministry of Health and the Ministry of Local Government and Chieftainship Affairs.

For ethical reasons and to maintain code of conduct among NFE providers, there will be NFE stakeholders forum to which representatives of all NFE providers will be members and which will be chaired by the chairperson of the NFE Board or Council or by the CEO (Primary or Secondary or Tertiary).

3.6 Monitoring, Evaluation and Research

Implementation of NFE policy will be driven by continuous monitoring, evaluation and research to ensure achievements of the goals and objectives of individual NFE programmes or organizations. This will be done by the NFE Inspectorate, the Research and Evaluation Section of NFE Department, the Planning Unit of the MoET and the Board or Council, in collaboration with the individual programmes are responsible for these NFE aspects.

Putting in place the monitoring, evaluation and research systems contributes to quality assurance in NFE programmes.

3.6.1 Monitoring of NFE Activities

Continuous monitoring process will be done throughout each year, through inspections by the NFE Inspectorate. The continuous monitoring activity will result in smooth implementation of the NFE policy by the NFE programmes or organization.

The continuous monitoring will involve overseeing the implementation of the NFE policy, and the monitoring tool will be developed by the NFE Department and NFE council with NFE Working Group, based on the offerings by different programmes, as to why, how and when they are offering them. The monitoring system of the governing body will identify achievements, challenges and problems experienced by the NFE programmes. The monitoring results will indicate the resources needed by different programmes in their provisions.

The NFE Inspectorate expansion is expected to support coverage of the whole country. The establishment and the increase of Inspectors will result in acceptable job done. The positions of the Regional Inspectors and their Assistants (three or four per region), including Inspectors at community level will be established. This way the NFE Inspectorate will be strengthened. NFE Inspectors need to be in place for the purpose of monitoring.

3.6.2 Evaluation of NFE Activities

Evaluation of the NFE programmes will be the responsibility of the NFE inspectorate, NFE Department and NFE Council will advise in that regard. Evaluation will be done in the middle and at the end of the each rolling plan of the implementation of the NFE policy.

Formative and summative evaluation, focusing on mandate and objectives of individual programmes is encouraged. It can be done through interviews, observations, questionnaires and inspections. Evaluation reports will indicate the gaps in the implementation and guide the direction for further implementation of NFE policy.

3.6.3 Research in Non-Formal Education

Research is valued because it informs and guides implementation of programmes' objectives. Research findings will be a support system for NFE policy implementation.

Continuous research is necessary because it gives light to the new ways of learning or new methods of learning, including the ever changing content and curriculum.

The Research and Evaluation Section of the LDTC will be expanded and be equipped with knowledgeable staff and be part of the NFE Department or office.

Needs assessment will be carried out to determine the educational needs of the people, for the purpose of skills' development.

3.7 Collaboration and Support

There is need for collaboration among all the stakeholders in order to achieve NFE goals. Collaboration will be in the form of the use of facilities at district level, at school level and among all stakeholders. Collaboration and support has been proposed in the following programmes: Between Formal and Non-Formal Education systems, among NFE providers and between NFE providers and the NFE Department and the MoET.

There is already a strong relationship within the Lesotho Non-Formal Education Working Group members participating in various NFE activities in their different organisations. Strong collaboration will make implementation of NFE policy implementation run smoothly. The challenge will be the sharing of some financial resources. The challenge comes in when the managers of church schools have to let the NFE activities take place within their schools.

In ensuring quality assurance the following collaborative areas shall be taken into consideration by the government and the MoET:

- The government shall empower the NFE Council to formulate regulations regarding the certification process of all the NFE programmes, where such is applicable.
- ECoL shall be responsible for setting the National Assessments and Examinations for participants within the Non Formal Education system.
- All graduates of registered NFE institutions in Lesotho will be granted recognition to use the acquired certificates for employment purpose or to practise in order to create employment for others. Such certificates and/or the knowledge acquired are not to be used to the detriment of the government and the people of Lesotho or in conflict with the recognised national education certificates issued by the Ministry of Education and Training of Lesotho.
- The government shall equally empower the NFE Council to make pronouncements such as null and void, on such certificates or inhibit the graduates to demonstrate their newly acquired skills if and when such become contradictory to the development of the country.
- The NFE Council shall be represented within the National Qualifications and Assessment Board (NQAB). The Board will be responsible for accreditation, certification, monitoring and evaluation of both the educational programmes and the institutional NFE providers including the learners, as a process of maintaining quality and standard.
- The government through MoET shall establish a policy for engaging and rewarding literacy teachers.

3.8 NFE Curriculum

NFE policy will be used to organise occupational skills training for those who are already working and need to improve on their job performance, for example, computer skills, secretarial skills, and community development practices and so on. NFE will also be used a lot in the promotion of health, agricultural practices, business and management through organisation of extension training programmes.

The NFE curriculum of NFE activities is very broad in the true sense of the word. It is inclusive of all activities of what people learn on daily basis, which need enhancing. Different organisations can offer different skills, so that they need not compete for provisions.

The broad NFE curriculum covers every Mosotho, so that all those who did not benefit from formal education can get certificates after training. In this case NFE has a role to promote new acquired skills and many more through extensive programmes and support services. The skills acquired through NFE trainings will be trade tested and certificated, so that the holders of the certificates can benefit in terms of employment, as well as self-employment.

Vocational institutions will concentrate on vocational subjects. Individual NFE providers or the vocational institutions will expand and extend their provisions or programmes to the rest of the country to ensure wide coverage of the whole country.

This policy will ensure that all Basotho who did not get expected outcomes from formal school education are skilled through non-formal education programme. Again, the government emphasises that NFE will be used to disseminate information.

Broad curriculum represents lifelong learning and it involves all stakeholders to participate fully with their provisions. There is a need for development of lifelong learning systems that people can access easily. In their publication, Rogers and Street (2012:174-175) indicate that 'Learning Opportunities for Adults for South Africa', suggest that other governmental ministries or departments and private agencies should join the Department of Education in providing short courses, so that out-of-school learners can choose from a menu of courses.

Different credited and non-credited programmes need to be designed to serve different clientele at all levels and be delivered through ODL.

NFE curriculum will include literacy and continuing education, human rights (workers' and herd boys' rights) computer literacy, civic education, financial literacy, health and environmental issues, agriculture, animal husbandry, arable soil, building soil, life of plants, time management, seasons of the year, planting seasons, handwork, computer literacy, decorations, sewing, catering and life skills.

There are two challenges in this aspect, the increase in number of programmes to cover the whole of Lesotho with different NFE programmes for skills' acquisition and the financial aspect and facilities. Structures shall to be put up to accommodate learning activities and this is another challenge in itself.

3.9 Methods of Learning and Teaching

There will be various methods used for out-of-school clientele by different programmes or organisations. Different methods suit different learners.

The suitable mode of delivery for out-of-school learners is Open and Distance Learning (ODL) and part-time study because they are working and can study after working hours. ODL and part-time methods of learning complement each other. The Lesotho Open and Distance Learning (ODL) Policy (July 2015:12) and the ESP (2016-2021:2) state that Lesotho has embraced the concept of ODL to extend education access at all levels of education and training. This includes offering NFE curriculum through ODL to reach every Mosotho who wants to learn. This means financing of ODL will automatically be supporting NFE programmes (ODL policy 2015:16).

While ODL is the best content delivery method, the challenge is strengthening it through procuring facilities for ODL, so that materials are always printed and available. The printing shop needs big machines to print a bulk of books.

3.10 Capacity Building/Training

Capacity building will ensure availability of qualified staff to fill up the new positions of the department and to strengthen the already existing NFE personnel. Qualified staff will ensure smooth and efficient implementation of the policy. Training is necessary for all levels of the department.

More staff will be trained in their different areas. Capacity building is necessary for the NFE offerings, within the Lower Basic and Upper Basic Education for the purpose of strengthening NFE programme. Capacity building will result in enhancement of wide coverage, to include all Basotho who either dropped out of formal education or have never been to school.

On the one hand, the LDTC NFE staff is already trained to some extent. They only need refresher courses when they join the NFE department, to get ready for the re-organised offices. This will act as a motivation to work in a transformed organization. On the other hand, it will be operating with some new staff members who will need training for their specific jobs.

3.11 Resources' Allocation

The resources that will be shared by the NFE stakeholders include human, materials and financial resources as stated below. The resources are critical for the implementation of the NFE policy by the NFE programmes or organisations.

3.11.1 Human resources

Human resource development will be shared by all the NFE programmes under the coordination mechanism of the NFE department. The decentralized NFE Department will facilitate smooth collaboration between stakeholders and the NFE department out there at community level. The challenge will be decentralizing NFE department.

3.11.2 Materials resources

The NFE department or office will ensure development of attractive and innovative materials to train literacy teachers. Material resources such as literacy primers, stationery, books, literacy materials for local NFE programmes and other learning materials are already shared. What is needed is to evaluate the use of those materials. The critical aspect will be sharing transport and offices. The issue of transport will also depend on whether the Parliament says “yes” to the NFE policy.

3.11.3 Financial resources

The financial resources will drive the implementation of the NFE policy. The NFE department will ensure that there is availability of financial resources for all the NFE programmes and institutions for smooth running of all individual NFE programmes to achieve their goals. Financial support for stakeholders will depend on the approval of the policy, if the government approves the NFE policy.

The whole NFE activities will depend on the budget, if it will be open for all stakeholders as allocated by the parliament. The budget for NFE Department should have a separate vote. The budget for literacy or lower basic education provision will be under the primary education. While the budget for continuing education provision will be under the secondary education budget. While the budget for tertiary education will be under Tertiary department. The challenge will be the increase of allocation of budget for all those FE and NFE activities together.

3.12 Quality Assurance Measures

There will be minimum standards required for NFE providers to operate. Such standards will be met by all registered NFE organizations or programmes. There is a need for harmonisation of standards.

Harmonisation of minimum NFE standards is critical for implementation of this policy. Such minimum NFE standards are based on registration guidelines and should be met by all registered NFE programmes or organizations. The minimum NFE standards are the criteria for registration, as they are a control measure.

The Quality Assurance committee will be set up. The Quality Assurance committee will ensure quality offerings by the NFE programmes or organizations and that they meet all the operational requirements. Quality assurance measures will be controlled by the NFE department through its committee or unit and NFE Inspectorate.

Quality assurance measures will be controlled by the NFE department and NFE Inspectorate or there will be Quality Assurance Unit established. The LDTC already has a Quality Assurance Task Force (Committee). The challenge is to strengthen it. It needs to have permanent personnel.

3.13 NFE Assessment of skills/Trade testing

Established National Qualifications Framework (NQF) will look into standardization issues. The NQF will spell out the levels of education according to standards.

Evaluation of NFE programmes' performance will be standardised. Such evaluation will be done by NFE department together with the NFE Department and NFE Council, with the support of the Examinations Council of Lesotho (ECOL) in designing examinations questions. Measuring tools will be certificates awarded at different levels.

Vocational skills acquired through work experience or the trainings will be awarded certificates. TVET is the custodian of trade testing for vocational skills, while ECOL will remain responsible for the Lower (Literacy) and Upper Basic education(LGCSE) assessments.

- All the vocational skills acquired through work experience or the trainings will be awarded certificates.
- TVET will be responsible for trade testing of the acquired vocational skills.
- The National Qualification Framework will be established for the purpose of awarding certificates.

The trade testing will enable acquisition of skills and awards of certificates. TVET is already experienced in trade testing. It has a role to trade test all skills acquired by Basotho, at basic level. Skills development will be according to levels. The challenge will be coverage of the whole country. NFE providers will expand and extend their vocational programmes to cover the whole country. More resources will be needed. Continuous training in quality assurance aspect is also necessary.

3.14 Principles of Non-Formal Education

NFE Learners are self-motivated. They learn what they want to learn and learn at their own times and pace, when they are ready and also write examinations or are assessed when they finish modules as individuals. NFE learners make decisions on their actions regarding their learning. The design and curriculum development will consider learners' characteristics.

3.15 Learning Environment for Literacy Learners

The NFE literacy learners do not only include herd boys, as adult literacy learners, but everybody who dropped out of formal education system. They need to be provided with out-of-school education to prepare them to sit for LGCSE. NFE providers will think hard about their clientele.

The literacy learners regard themselves disadvantaged due to various reasons that include learning environment that is not conducive. NFE Learners deserve learning in a conducive environment. Learners in the rural areas are more disadvantaged than learners in towns, since in town there are many educational structures and literacy teachers use them for NFE activities. There is a need for small structures to be constructed as centres for NFE activities, especially where the schools and councils are far.

There are local schools out in the rural areas that will be used for NFE activities, but where learning posts are far from School, the infrastructure will be constructed for NFE activities. The challenge is constructing centres all over Lesotho, in cases where schools and councils are far. This applies to those areas where literacy work is expected to be launched. This will need a lot of money. However, Local schools should play a role in accommodating NFE activities.

3.16 Working Environment for Literacy teachers

The present NFE Literacy Teachers have two roles, as teachers and as learners themselves due to their low level of education. They are furthering their studies to improve their education, for the purpose of promotion of NFE activities. They will be encouraged to study free of charge with the organisations they are working for, as they need recognition with regard to their participation in NFE activities, as facilitators of learning. This has financial implications. The similar case is presented by Breieret *al.* (1996:81) who indicate that the possibility of job promotion for workers in an asbestos factory in the Western Cape was an important motivation for further study, even if the study had to take place after working hours. Vocational Instructors also need to acquire certification of teaching to be regarded as NFE facilitators or teachers; because financing by government needs certain requirements.

If NFE is strengthened as suggested, it means it is important for Literacy Teachers to further their studies, so that they will qualify for the upgraded positions of Literacy Teachers, otherwise they are faced with an uncomfortable situation of being dropped as facilitators of learning. They are taking long to qualify as Literacy Teachers, they could be of some use as Whistle Blowers at community level and continue earning their stipend. They need to be engaged for the purpose of announcing trainings and other upcoming activities in their communities. They will be involved in announcing the upcoming NFE activities to the communities in their different areas. They will inform the chiefs and the councillors of such activities.

There are many graduates in different disciplines, who are jobless yet they could be of some use for this campaign of skills training for Basotho, including literacy education, as in reading, writing and numeracy. Such personnel could be employed and be trained on NFE methods.

3.17 Challenges Facing NFE Activities

The implementation of NFE policy will face the following challenges mentioned:

- Establishing the Open College or University
- Reorganising the LDTC to take a new shape
- Merging the formal and the NFE programmes doing similar jobs
- Establishment of a fully-fledged NFE Department or office.
- Establishing the NFE Board or Council.
- Expansion of the literacy and continuing education centres and financing activities in those centres.
- Engaging and training unemployed college and university graduates to become Literacy Teachers or Facilitators.
- TS paying the salaries of the literacy teachers
- Organizing training for the present NFE Officers
- Upgrading NFE positions at LDTC, for the purpose of establishing NFE Department
- Establishing new positions for the NFE department
- Shortage of staff for implementation of the NFE policy
- Inadequate resources
- Transportation to visit remote areas
- Means of clear communication channels
- Limited slots for radio programmes
- Low distribution of materials (Pamphlets, leaflets) due to financial resource.
- People's reluctance to participate in NFE literacy programme
- Designing programmes that are relevant to the clientele
- Mode of training relevant to the clientele

The implementation of the NFE policy will involve addressing the challenges stated, to allow smooth operations.

PART 4

STRATEGIC MANAGEMENT

4.0 Strategic Plan

The NFE policy development was very consultative. The stakeholders participated in workshops organised for members of the Task Force formed and charged with the responsibility of NFE policy development, later participated in activities meant for refining and finalising the NFE policy document.

This policy was informed by the ministerial and legal frameworks, for example LESSP 2005-2015, ESP 2016, Education Act: Government Gazette 2010, NSDP 2015, the Constitution of Lesotho Section 28:24, 2015 and 2016 NFE Draft Policy documents.

4.1 Vision

By the year 2025, Basotho will have full access to quality education at all levels, fully responsive to their own and the country's needs and not restricted by income, wealth or social status. Lesotho will have a system of education that is well researched to enhance learners' talents and capabilities.

4.2 Mission

To develop and implement policies and strategies which facilitate access to lifelong.

4.3 Guiding principles

To achieve both the vision and mission, the guiding principles are as follows:

- Collaboration and partnership
- Integrated approach to learning
- Multi-sectoral approach
- Decentralised approach
- Cost- effectiveness
- Learner centeredness
- Evidenced Based Planning
- Needs-based and demand driven programmes

- Removal of barriers to learning
- Flexibility in mode of delivery
- Cultural sensitivity

4.4 The Goal of NFE

To promote the culture of lifelong learning and increase access to quality and relevant education for all.

4.5 Policy Objectives

The objectives of the NFE policy are to:

- Promote a culture of lifelong learning.
- Provide access to quality education.
- Instill self-reliance for self-employment and promote income generating activities
- Mainstream life-skills education, gender issues, Human Rights Education and other emerging issues.
- Improve Health, Combat HIV/AIDS and Reduce Vulnerability
- Promote research, relevance and appropriateness of NFE programmes.
- Encourage collaboration between NFE institutions.
- Establish mechanisms for effective and efficient coordination of NFE programmes.
- Establish NFE department for coordination of NFE activities by NFE programmes or organizations.
- Establish Open College or Open University for the purpose of providing short and long courses or programmes for all Basotho, who did not make it through formal education.
- Establish NFE council for effective monitoring and evaluation of NFE activities.
- Increase educational infrastructure
- Train NFE facilitators
- Employ new NFE Facilitators
- Advocacy for NFE

4.6 Activities

The activities will be to:

- Provide literacy education that includes functional literacy education with life and survival skills education to Basotho youth and adults
- Provide continuing education through Open and Distance Learning for out-of-school youth and adults
- Promote gender and human rights issues
- Provide short and long courses through Open and Distance Learning for out-of-school youth and adults

4.7 Strategies for NFE

The strategies engaged will be to:

- Empower the disadvantaged groups
- Advance love, justice and peace
- Promote cultural values and disciplined moral society
- Eradicate poverty and promote food self-sufficiency
- Promote health and social welfare service provision
- Design and develop NFE Marketing strategy for NFE programmes

4.7 Priority matrix:

General NFE Goal:

To promote a culture of lifelong learning and increase access to quality and relevant education for all.

The NFE Strategic Goal 1: Improved coordination mechanism for NFE activities

Strategic Goal	Strategic objective	Target	Strategic Action
Presentation of NFE policy for approval	To launch the NFE policy	NFE policy launched by 2018	Organise launching seminar

Strategic Goal	Strategic objective	Target	Strategic Action
Improved NFE governance, funding, accountability, and management systems	To establish NFE department	NFE department fully functional by 2018	Implement NFE policy Upgrade NFE positions
	To establish NFE Board or Council	NFE Board or Council fully functional by 2019	Registration of NFE providers Invite NFE stakeholders to serve as members of NFE Board or Council
	To re-organise the LDTC to merge the Literacy, continuing and tertiary programmes with formal education systems	Independent Literacy, Continuing and Tertiary education programmes by 2019 The literacy programme placed under the Management – Primary by 2019	Organise a seminar for all the MoET staff to launch the implementation of NFE policy
	To merge the continuing education programme with	The Continuing Education programme placed under Management – Secondary by 2020	Collaborate with formal education system to share existing resources
	To establish Open University (OU)	Open University paced under Management – Tertiary Education fully functional by 2020	Collaborate with NFE stakeholders to form a team of experts to design courses and develop materials
	To relocate the NFE Inspectorate to the Central Inspectorate (MoET)	The NFE Inspectorate strengthened and placed within the Central Inspectorate of the MoET by 2020 10 NFE Inspectors/NFE Officers fully	Establish new positions of NFE Inspectors/Officers Upgrade positions of Monitors/ Literacy Resources Teachers to

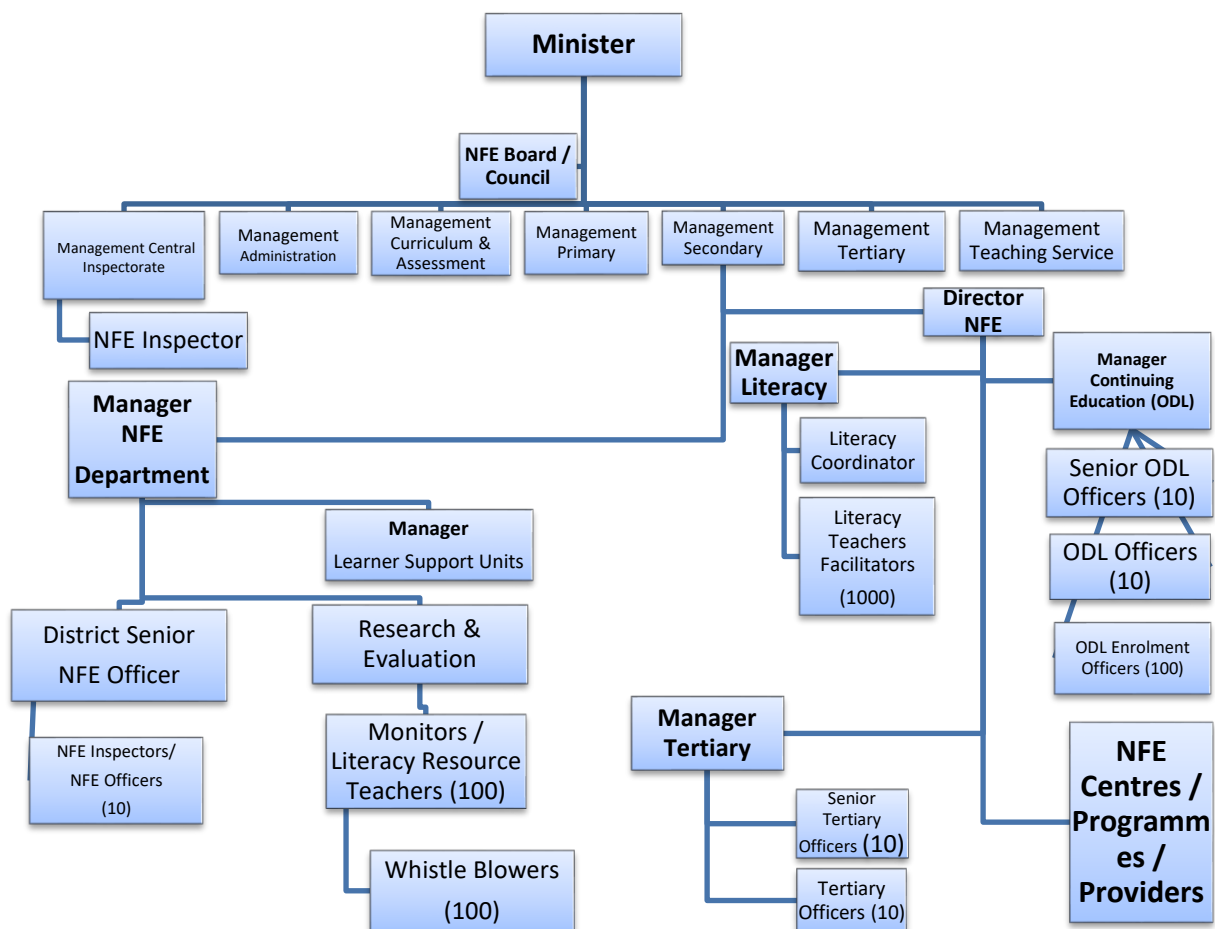
Strategic Goal	Strategic objective	Target	Strategic Action
	<p>To strengthen monitoring and evaluation Unit within the NFE department</p> <p>To broaden the financing modalities of NFE</p>	<p>functional at district level</p> <p>Strengthened Research and Evaluation Section fully functional by 2026</p> <p>Increase the number of funding agencies</p>	<p>be able to do inspections at community level.</p> <p>Increase the number of Inspectors at community level Capacitate NFE Inspectors/Officers, Monitors and Literacy Resource Teachers on Monitoring and evaluation at community level</p> <p>Engage new staff for monitoring and evaluation purposes</p> <p>Develop capacity of NFE providers on financial mobilisation and management</p>
Open access to education for all	<p>To conduct needs assessment on educational needs of Basotho</p> <p>To conduct a study about the number of schools' drop outs to be catered for by NFE</p> <p>To establish new NFE programmes including vocational programmes</p>	<p>Identified educational needs of Basotho by 2020</p> <p>Study report on Schools' drop outs available by 2021</p> <p>New programmes by 2023</p> <p>Short and long courses developed by 2024</p>	<p>Conduct a study on educational needs</p> <p>Conduct a study to determine the literacy rates and the number of schools' drop outs</p> <p>Stakeholders to launch new vocational programmes throughout the country</p> <p>Develop short and long courses</p> <p>Trainings conducted and awarded certificates</p> <p>Writing of materials</p>

Strategic Goal	Strategic objective	Target	Strategic Action
	<p>To launch new learning centres</p> <p>To develop post-literacy materials on various subjects</p>	<p>New learning centres launched by 2023</p> <p>Availability of post-literacy materials by 2024</p>	<p>Stakeholders' involvement in programmes' design and materials writing</p> <p>Increase the number of learning centres</p> <p>Distribution of post-literacy materials</p>
Ensure quality education	<p>To establish the Quality Assurance Committee or unit</p> <p>To develop NFE monitoring guidelines</p> <p>To monitor NFE provisions through inspections</p> <p>To evaluate NFE programmes</p> <p>To conduct researches to inform implementation of NFE policy</p> <p>To maintain quality assurance standards</p> <p>To prepare Trade Testing</p> <p>To train all the levels of staff</p>	<p>Quality Assurance guidelines developed by 2020</p> <p>Registration of all NFE providers by 2020</p> <p>NFE monitoring guidelines ready by 2020 Monitoring started by 2021</p> <p>Evaluation of NFE programmes done by 2024</p> <p>Research instruments or tools developed by 2023</p> <p>Quality Assurance Check List developed by 2020</p> <p>Skills will be trade tested by 2022</p> <p>NFE staff trained by 2026</p>	<p>Develop quality assurance guidelines</p> <p>State clear guidelines for registration</p> <p>Stakeholders invited to develop of NFE monitoring guidelines</p> <p>Monitor NFE providers through continuous inspections</p> <p>Evaluate the NFE programmes</p> <p>Do continuous research</p> <p>Develop QA check lists</p> <p>TVET to Prepare for Trade Tests</p> <p>NFE providers organise trainings.</p>

Strategic Goal	Strategic objective	Target	Strategic Action
	To collaborate in mode of operation	NFE department to provide support to stakeholders	Sharing all the resources among NFE providers

4.8 Proposed NFE Administrative structures

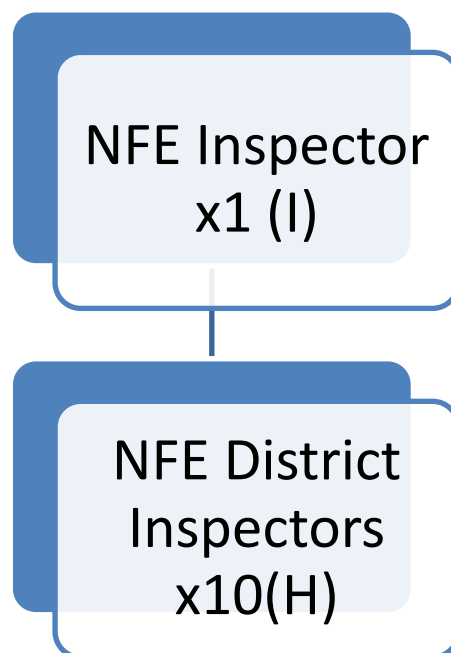
4.9.1 Proposed NFE Department Structure



- The Administrative structure of NFE include key management role players and infrastructures from Management Systems of the MoET (Chief Education Officers (CEOs)) – Primary, Secondary, Tertiary, Curriculum and Assessment and Teaching Services.

- Literacy, continuing and tertiary education provisions will fall under different management systems of the MoET (Primary, Secondary and Tertiary systems). The sections will be led by Managers.
- The NFE Department will be headed by the Director NFE. The managers will fall under the Director NFE.
- The NFE Board or Council will be established for the purpose of coordination mechanism and will be responsible to the MoET.
- The strengthened Research and Evaluation Section transferred from the LDTC will be part of the NFE Department and will also be led by a Manager.
- The rest of the Support Sections printing, radio, Accounts and Human Resource, Projects and Marketing etc. will be part of the department and led by the Manager.

4.9.2 Proposed NFE Inspectorate Structure



The NFE inspectorate will be moved to the Central Inspectorate of the MoET:

- There will be One (1) Inspector at Central Inspectorate
- There will be ten (10) Inspectors at district level
- The present Monitors and Literacy Resource Teachers will continue to be Inspectors at community level.
- There will be Whistle Blowers

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