



Technical Assistance Consultant's Report

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Papua New Guinea: Literacy is for Everyone Project (Financed by the Japan Special Fund)

Prepared by Wolfgang Kubitzki

For Department of Social Welfare and Development (Executing Agency) in cooperation
with National Literacy and Awareness Secretariat

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Asian Development Bank

REPORT

TECHNICAL ASSISTANCE
(Financed by the Japan Special Fund)

TO

PAPUA NEW GUINEA

FOR PREPARING THE

LITERACY IS FOR EVERYONE PROJECT

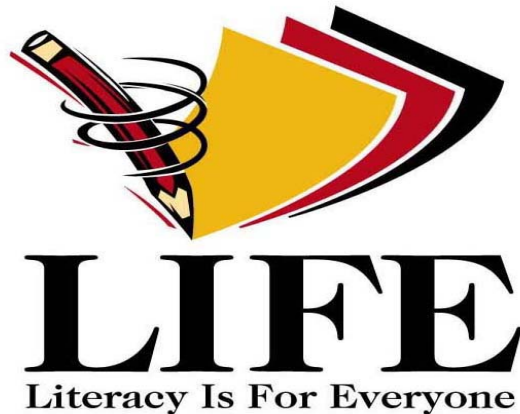
PART 3

REPORT ON

Role, Capacity and Future of the:

*National Literacy and Awareness Secretariat (NLAS) and
National Literacy And Awareness Council (NLAC)*

Restructuring Process of the Department For Community Development



April 2004

ABBREVIATIONS

ADB	–	Asian Development Bank
CBO	–	Community-Based Organization
CDB	–	Community Development Branch
CDD	–	Community Development Division
DFCD	-	Department For Community Development
DOE	–	Department of Education
DPLGA	-	Department of Provincial and Local Level Government Affairs
DPM	–	Department of Personnel Management
DSWD	–	Department of Social Welfare and Development
HRD	–	Human Resources Development
LIFE	–	Literacy Is For Everyone
LLG	–	Local-Level Government
NEC	–	National Executive Council
NGO	–	Non-government Organization
NLAS	–	National Literacy and Awareness Secretariat
PED	-	Provincial Education Division
PSRMU	–	Public Sector Reform Management Unit
POO	-	Plan of Operations
PPA	–	participatory poverty analysis
PNG	–	Papua New Guinea
SIL	–	Summer Institute of Linguistics
TA	–	Technical Assistance

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1. Introduction

Part 3 of the report for preparing the Literacy Is for Everyone Project (LIFE) provides

- an overview of findings and recommendations of the institutional capacity review of the National Literacy and Awareness Secretariat and
- a report on the status of the restructuring process of the Department for Community Development (DFCD), previously known as Department of Social Welfare and Development.

An institutional capacity review workshop with the entire staff of the NLAS has been carried out from 16th July to 18th July, 2003 to review all aspects of the NLAS, i.e. the vision statement, the objectives, mandate, status within the DOE-structure, relation with the National Literacy and Awareness Council, duty statements, strategies for awareness creation, material production, trainer and teacher training, strategies to establish coordination mechanisms promoting literacy at national and provincial level. Capacity building needs to strengthen the NLAS have been suggested.

During the field visits to the four pilot provinces and during the provincial workshops attended by senior provincial government officers, district administrators, LLG presidents and ward councilors NLAS's role as support provider at provincial, district and ward level was reviewed by government and non-government stakeholders. Intensive discussions took place with NLAS staff and senior officers from DFCD and DOE to agree on future roles of NLAC and NLAS under the assumption that the LIFE project concept will be implemented as suggested by the PPTA Team. This would assume that DFCD will become the executing agency of the LIFE project and the focal point to facilitate the promotion of adult literacy in PNG which is in line with the new mandate of DFCD to be the national focal point for non formal education.

2. Executive Summary on Findings and Recommendations of the Review of the NLAC and NLAS

The institutional structure to promote literacy in Papua New Guinea was established in 1989 through the creation of the National Literacy Committee (NLC) and its executive arm, the National Literacy Secretariat (NLS), which was formed to service the day-to-day affairs of the NLC. In 1990 the NLC and NLS were renamed as the National Literacy and Awareness Council (NLAC) respectively National Literacy and Awareness Secretariat (NLAS).

National Literacy And Awareness Council

In 2000 in the process of developing the National Literacy Policy the *terms of reference of the NLAC* have been adjusted and endorsed by the NEC as follows:

- Review the existing language situation and develop national language and literacy policies for recommendation to the Government
- Facilitate and coordinate literacy and awareness activities
- Review existing adult literacy, preschool and other vernacular and lingua franca programs and make recommendations for the disbursement of grants to projects and provinces
- Review existing vernacular teacher training programs and conduct periodic workshops for the purpose of training teacher trainers

- Set up and maintain a database of all vernacular and lingua franca activities incl. develop and maintain a national database of trainers for teachers and material producers and records of numbers of teachers and learners in literacy programs
- Liaise with government and non-government agencies involved in vernacular and lingua franca literacy
- Recommend and direct the preparation of vernacular and lingua franca programs and materials that are produced by the DOE
- Develop curriculum guidelines to assist in implementation of literacy programs
- Oversee the development and distribution of resource books, hand books, teachers' guides to provinces
- Facilitate annual conferences for provincial literacy coordinators and NGO literacy implementers and work through Regional NLC Representatives to organize regional meetings of Provincial Literacy Coordinators, District Literacy Coordinators, NGOs, churches, missions; coordinate with other Government Departments to facilitate literacy and awareness.

These tasks shall be implemented by NLAC's executive arm, the National Literacy and Awareness Secretariat (NLAS)

The NLACouncil was supposed to meet twice per year and did so up to 1997. Since 1998 it has met irregularly and failed to draw a quorum in 2000 and 2002. It was also reported that member organizations send junior officers to the meetings, who did not contribute as expected.

The majority of NGOs, CBOs and churches consulted during the PPTA, stated that the role of the NLAC was unknown to them. Non-governmental organizations and churches that are aware of NLAC's role, complaint that they feel underrepresented in the Council although they are the major support provider for literacy and awareness activities in the country. 12 out of 15 members of the NLAC represent government agencies from the national level. Participants of the provincial workshops conducted in all four pilot provinces questioned the importance of the Council and felt that its impact and support provided to promote literacy in the recent past has been insignificant.

Assuming that the LIFE project concept will be approved DFCD will become the major player to promote adult literacy nation-wide which is consistent with the new policy developments and DFCD's new role as focal point for non-formal education. Subsequently a LIFE-Project Implementation Unit (PIU) will be established within the DFCD to coordinate and facilitate adult literacy in PNG. Based on these assumptions it is recommended to consider transforming the NLAC into *National Literacy and Awareness Advisory Board* providing professional advice and guidance to DFCD in the implementation process of the project. Currently DFCD lacks sufficient expertise in the field of literacy promotion. An Advisory Board would be of benefit to DFCD. The current composition of the Council needs to be revised. Future Board Members should be dedicated to and experienced in literacy and awareness promotion and should represent government and non-government agencies. According to agenda topics additional technical experts could be invited to Board meetings to provide advise on specific topics.

National Literacy And Awareness Secretariat

The National Literacy Policy states that the Government shall “upgrade the status of, strengthen and support the NLAC”, which also includes that the “NLAS shall have adequate staffing level, office space, equipment and transportation. Funding must be ensured for national training workshops for teacher trainers and people able to produce materials”. In the year 2000 the NEC has endorsed to strengthen NLAS and to provide sufficient operational budget.

However, currently the NLAS does not have the required status nor does it receive sufficient support in terms of finance and manpower in order to fulfill the enormous tasks as executing agency of the NLAC. Administratively the status of the NLAS has not been up-graded since the establishment of the Secretariat in 1990. The NLAS has remained a section within DOE’s Curriculum Division and receives its budget from the Department of Education. 15 years after inception NLAS’ operational budget has not been increased.

Although the NLASecretariat is handicapped by its limited resources it has developed in corporation with selected NGOs and churches various excellent literacy materials to be used by volunteer teachers at community learning sites. “Shell Books” in A3 size (Big Books) and A5 size (Small Books) to be used as teaching and learning aid are available on various topics and languages, which are distributed to literacy providers and communities on request.

NLAS conducts the annual National Literacy Week, which is a major awareness event for literacy. However, the impact of the Literacy Awareness Week in terms of establishing new literacy programs at community level and raising sustainable awareness of district administrators, LLG presidents and ward councilors that is reflected in allocating funds for literacy in their respective budgets, has been limited. Depending on their small budget NLAS conducts few smaller awareness activities at provincial level and distributes good awareness materials such as posters, brochures, cassette tapes, video tapes.

In the past NLAS in cooperation with NGOs has conducted workshops to train literacy teachers and trainers including literacy materials production. Due to lack of funds these activities came to halt. Training manuals and teacher guides have been developed and being distributed on request.

At present NLAS’s databank provides a limited list of NGOs involved in literacy activities. A comprehensive Management Information System is not established, a coherent strategy to collect data and information establishing a national database is not in place.

Consultations during the field visits and the provincial workshops revealed that the demand for NLAS’s services and products has gone down. The majority of LLG presidents and ward councilors and even a substantial number CBOs, NGOs and church groups involved in literacy promotion are not aware of NLAS’ role and its products and services.

All stakeholders highlight the importance of awareness prior to start literacy programs in the communities. However feedback during the field visits and provincial workshops revealed that awareness on literacy related matters and on the importance of literacy in the development process is extremely poor particularly among government stakeholders at district and ward level. In order to increase literacy rates nationwide and establish

sustainable coordination mechanisms promoting literacy and awareness it will be essential to mobilize LLG Presidents, district administrators, ward councilors and improve the coordination between government stakeholders and NGOs, CBOs and churches at provincial, district and ward level.

Currently visible systems to promote literacy and awareness involving public administrations and non-governmental stakeholders at provincial, district and LLG level are not established. Interactions and communication between NLAS and governmental and non-governmental stakeholders are not institutionalized and depend on personal relationships.

Due to the limited resources provided to NLAS it will be difficult for the Secretariat to build up the capacity to facilitate the establishment of nationwide networks supporting literacy and awareness as required to increase literacy rates in PNG substantially.

The Way Forward

The LIFE Team discussed the long-term future of NLAS considering the new role of the DFCD as focal point for non-formal education that includes adult literacy and the consequences possibly caused by the future LIFE project.

According to feedback received from senior officers at DOE it seems rather unrealistic to assume that NLAS will be upgraded within the DOE structure in the near future, although in 2000 NEC endorsed to upgrade the status of NLAS. Any institutional restructure and up grading of divisions has to be approved by the Department of Personal Management and endorsed by the NEC. Upgrading NLAS' status would involve additional expenditure. Due to the financial constraints PNG is currently facing the approval by DPM and NEC to upgrade NLAS' status is unlikely.

Further it seems to be unlikely that DOE will increase the meager operational budget for NLAS due to national budget constraints. As stated by the top management, the major focus of DOE is basic education. Adult literacy will not become a budget priority of the DOE. The transfer of responsibility for non-formal education that includes adult literacy from DOE to DFCD as agreed by NEC's policy shift is strongly supported by DOE. Hence, NLAS functions focusing on adult literacy fall under the responsibilities of the DFCD. Considering the current limited financial and manpower resources provided to NLAS and the lack of institutional support by DOE it will be difficult for the Secretariat to build up the capacity required to become a quality service provider implementing the enormous tasks as agreed and expected.

There are two major options for NLAS' future that were discussed with senior officers from DFCD and DOE:

- (i) The current status of NLAS is being maintained and NLAS receives assistance to strengthen its limited resources and capabilities to provide technical support to DFCD and other stakeholder involved in promoting and implementing literacy and awareness.
- (ii) NLAS functions are being absorbed by the future LIFE- Project Implementation Unit under DFCD.

(i) Current status of NLAS is being maintained

Current institutional status of NLAS as sub-section of the DOE's Curriculum Division is being maintained. Under the assumption that the LIFE project will be agreed NLAS would become a technical support provider to DFCD and the future LIFE Project Implementation Unit. Due to its limited financial and manpower resources NLAS will require assistance to provide demand driven, meaningful support services.

Assistance for NLAS would be required in terms of (a) additional staff and/or replacement of staff, (b) advisory support and training of staff and (c) additional operational funds.

(a) additional staff and/or replacement of staff

- The current staff structure is not sufficient to build up the capacity required to become a quality support provider delivering technical assistance as agreed in NLAC' terms of reference and required to assist implementing the LIFE project. Additional/new staff could be transferred from within DOE or assigned from the open market; redundant staff could be redeployed at other DOE divisions. DOE would need to convince DPM to agree to employ additional permanent manpower at a time when Government policy is to reduce the overall number of civil servants. In case the Government is unwilling to fund additional salaries, staff contracted from the open market need to be paid by the future LIFE project. At present, DOE seemed not to be willing to shoulder additional staff expenditure for NLAS.

(b) advisory support and training of staff

- Major training support for NLAS' staff and technical assistance will be required in policy planning, developing strategies to establish coordination mechanisms, conducting awareness campaigns, establishing and managing systems to implement community teacher training programs and distribute learning and reading materials, establishing and maintaining a Literacy-MIS. Training of staff could be carried out by short-term consultants on the job, and through training seminars in PNG and abroad (if required).

(c) additional operational funds

- It is obvious that NLAS would need additional operational funds to become a quality support provider able to respond to the demand and to carry out tasks as required. However, DOE has stated that it will not increase the budget for NLAS.

This option is supported by the current NLAS Director. However, it needs to be carefully considered whether the current NLAS structure shall be strengthened to avoid duplications assuming that under DFCD similar functions will be established and/or strengthened during the implementation period of the LIFE project.

After DFCD's mandate has been extended to include promoting non-formal education, which is supported by the senior management of DOE, capacity building support related to non-formal education will focus on DFCD in future. Strengthening NLAS' current

structure may lead to duplication of institutional structures and functions and could contradict the latest policy shift.

(ii) DFCD absorbs NLAS into its structure

Considering the current policy shift that extended the mandate of the DFCD to include non-formal education and given the current emphasis that DFCD places on community learning and functional literacy, the possibility of NLAS functions being absorbed into the structure of DFCD is certainly attractive. This option becomes even more logical if DFCD takes over the role of Project Executing Agency and will house the future Project Implementation Unit (PIU). In this scenario DFCD would become sole executing and implementing agency, establishing all technical know-how and experience required to promote functional literacy nation-wide. In establishing the PIU within DFCD, staff would be recruited from DFCD and NLAS (and if required from the open market).

In principle this option should bring about better cross-fertilization of ideas and approaches as it would combine the benefits of both agencies: NLAS provides technical expertise and experience in certain areas and linkages to the formal education system under DOE; DFCD has established nationwide networks with NGOs, churches and CBOs and has deployed community development officers at provincial and district level who can be mobilized for literacy and awareness promotion.

Rental costs and operational expenditure would also be minimized.

This option has a “formal” and a “soft” alternative:

- In case the arrangement is to be officially formalized, DPM would need to be convinced of the need for a restructure (merger); which requires a lengthy procedure.
- In a “soft approach” a joint “NLAS-DFCD LIFE-PIU” could be established under DFCD which would consist of staff from NLAS and DFCD - if required additional staff on short term contract could be deployed from the open market to be financed by LIFE project.

The joint PIU team would consist of a full time project manager, who will coordinate the implementation of project activities and will be responsible for day-to-day administration of the project and five professional staff recruited from DFCD and NLAS, one project accountant and support staff. The five project-officers will manage the following areas: (i) policy development and establishment of coordination mechanisms, (ii) management of training activities, (iii) facilitation of material production and development of awareness strategies, (iv) establishment and maintenance of a Literacy-MIS. International consultants will provide support to the project-officers.

The advantages of this approach are: (1) DPM does not need to be involved. PIU arrangements could be formalized by an MOA agreed between DOE and DFCD ensuring that remaining NLAS staff not suitable for the LIFE-PIU will be absorbed by DOE; (2) flexible approach to select staff: current NLAS and DFCD staff could be reviewed to identify suitable candidates to meet TOR and profiles as agreed. Redundant NLAS staff would be redeployed at other DOE divisions.

DOE need to delegate/transfer reporting responsibilities for NLAS staff to DFCD. Sufficient operational funds need to be allocated by DFCD.

Given a 6-year period of time under Project status, illiteracy rates in PNG should be reduced substantially through LIFE project activities. Before project completion it should be reviewed whether the joint PIU-Team would be still required as a unit under DFCD. Ongoing activities could be incorporated in the operations of the planned Community Development Division under DFCD.

International expertise (on long and short term basis) financed by the LIFE project should be deployed to assist and advise the joint LIFE-PIU. TOR for international expertise will have to be developed including assistance in policy development, establishment of coordination mechanisms at provincial and district level, establishment and maintenance of a MIS, manage training programs and material production, develop awareness strategies.

3. The National Literacy and Awareness Council (NLAC)

The institutional structure to promote literacy in Papua New Guinea was established in 1989 through the creation of the National Literacy Committee (NLC) and its executive arm, the National Literacy Secretariat (NLS), which was formed to service the day-to-day affairs of the NLC. In 1990 the NLC and NLS were renamed as the National Literacy and Awareness Council (NLAC) respectively National Literacy and Awareness Secretariat (NLAS).

In 1990 in its decision No. 46/90 the National Executive Council approved the following *objectives of the NLAC*:

- Review the existing language situation and develop national language and literacy policies for recommendation to the Government through the Minister for Education
- Review existing adult literacy, pre-school and other vernacular and lingua franca programs and make recommendations for the disbursement of grants to projects and provinces
- Review existing vernacular teacher training programs
- Set up and keep up-dated a database of all vernacular and lingua franca activities
- Liaise with both government and non-government agencies involved in vernacular and lingua franca literacy
- Recommend and direct the preparation of vernacular and lingua franca programs and materials by the DOE

- Carry out other literacy functions as directed by the Minister for Education

In 2000 in the process of developing the National Literacy Policy the *terms of reference of the NLAC* have been adjusted and endorsed by the NEC as formulated in the policy document:

- Review the existing language situation and develop national language and literacy policies for recommendation to the Government
- Facilitate and coordinate literacy and awareness activities
- Review existing adult literacy, preschool and other vernacular and lingua franca programs and make recommendations for the disbursement of grants to projects and provinces
- Review existing vernacular teacher training programs and conduct periodic workshops for the purpose of training teacher trainers
- Set up and maintain a database of all vernacular and lingua franca activities incl. develop and maintain a national database of trainers for teachers and material producers and records of numbers of teachers and learners in literacy programs
- Liaise with government and non-government agencies involved in vernacular and lingua franca literacy
- Recommend and direct the preparation of vernacular and lingua franca programs and materials that are produced by the DOE
- Carry out other literacy functions as directed by DOE
- Develop curriculum guidelines to assist in implementation of literacy programs
- Oversee the development and distribution of resource books, hand books, teachers' guides to provinces
- Facilitate annual conferences for provincial literacy coordinators and NGO literacy implementers and work through Regional NLC Representatives to organize regional meetings of Provincial Literacy Coordinators, District Literacy Coordinators, NGOs, churches, missions; coordinate with other Government Departments to facilitate literacy and awareness.

These Terms of Reference shall be implemented by NLAC's executive arm, the National Literacy and Awareness Secretariat (NLAS), which was formed to service the day-to-day affairs of the NLAC.

3.1 Members of the NLAC

The members of the NLAC represent the following organizations:

DoE, NLAS, University of PNG, National Information Service, Department of Forest, DFCD, Department of Health, National Library, National Youth Commission, NGO representative, Church representative and a representative from each of the four regions.

The NLAC was supposed to meet twice per year and did so up to 1997. Since 1998 it has met irregularly and failed to draw a quorum in 2000 and 2002. It was also reported that member organizations send junior officers to the meetings, who did not contribute as expected.

Consultations with representatives from NGOs, churches and officials from provincial and district administrations and ward councilors revealed that the vast majority is not aware of role of NLAC. Non-governmental organizations and churches that are aware of NLAC's role, complaint that they feel underrepresented in the Council although they are the major support provider for literacy and awareness activities in the country. Participants of the provincial workshops conducted in all four pilot provinces questioned the importance of the Council and felt that its impact and support provided to literacy development in the recent past has been insignificant.

3.2 Future Role of the NLAC

The future role and mandate of the NLAC should consider the latest policy developments, and the new role of the DFCD as focal point for non formal education that includes adult literacy and the implications possibly caused by the future LIFE project.

During the PPTA the following options have been discussed with NLAS staff and senior officers of DOE and DFCD:

- (i) The current status of NLAC directing the NLAS as executing agent shall be maintained. However, the composition of the Council shall be reviewed.

The success of literacy and awareness activities conducted at community based learning sites depend on the support provided by NGOs, CBOs and churches. However, 12 out of 15 members of the NLAC represent government agencies from the national level. NGOs, CBOs, churches, that are aware of the NLAC and NLAS, feel underrepresented. It would be of benefit for the Council to have more participation from non-governmental agencies, churches and representation from provincial, district and/or LLG level. Members of the Council shall be selected carefully to ensure that only stakeholders who are committed and actively involved in promoting literacy shall be represented in the Council.

Reporting procedures between NLAS and NLAC were unclear as the NLAS is administratively a Section of the DOE under the Curriculum Division and at the same time the executing agency of the NLAC. Reporting structures between the NLAC and the NLAS have to be clearly defined to avoid inefficiency and misunderstandings.

- (ii) Composition of the NLAC shall be reviewed as described under (i) - and status of NLA-Council shall be changed to become an Advisory Board to the NLAS that has a monitoring and advisory role. The Board will neither be involved in decision-making nor in micro management. The Director of NLAS will report to the DOE hierarchy.

Beside regular annual meetings the Board could be invited for special meeting as and when need arises to discuss strategies and content matters related to literacy and awareness programs. Participants of these Board meetings could vary according to the matters to be discussed. This flexibility would ensure that knowledgeable and experienced participants are invited who provided meaningful advise in the meetings.

- (iii) In this option it is assumed that the LIFE project concept will be approved as suggested, subsequently DFCD will become the major player to promote adult literacy nation-wide which is in line with the new policy developments and DFCD's new role as focal point for non-formal education. Accordingly a LIFE-project management team will be established within the DFCD to coordinate and facilitate adult literacy in PNG. Under these circumstances the NLA-Secretariat's functions may become redundant although parts of it could be reestablished at the DFCD and others could be absorbed by the DOE.

Based on these assumptions a NLA-Council in its current form will not be required any longer. However, a National Literacy and Awareness Advisory Board providing professional advise and guidance to DFCD in its efforts to promote literacy and awareness would be of great benefit to the Department. Currently DFCD lack sufficient expertise in the field of literacy promotion. Board members should be dedicated to and experienced in literacy and awareness promotion and should represent government and non-government agencies. According to agenda topics additional participants/technical experts could be invited to Board meetings to provide advise on specific topics.

4. National Literacy And Awareness Secretariat (NLAS)

4.1 Present Status of NLAS

The NLAS is the executive agency of the NLAC that was established in 1990 to service the day-to-day affairs of NLAC to promote literacy and awareness in PNG. Hence, terms of reference of the NLAS shall relate to the tasks given to the NLAC. (as described under para 2)

The National Literacy Policy states that the Government shall “upgrade the status of, strengthen and support the NLAC”, which also includes that the “NLAS shall have adequate staffing level, office space, equipment and transportation. Funding must be ensured for national training workshops for teacher trainers and people able to produce materials”. The NEC has reconfirmed and endorsed to strengthen the NLAS and to provide sufficient operational budget in its decision No. 53/2000 on 23rd April, 2000.

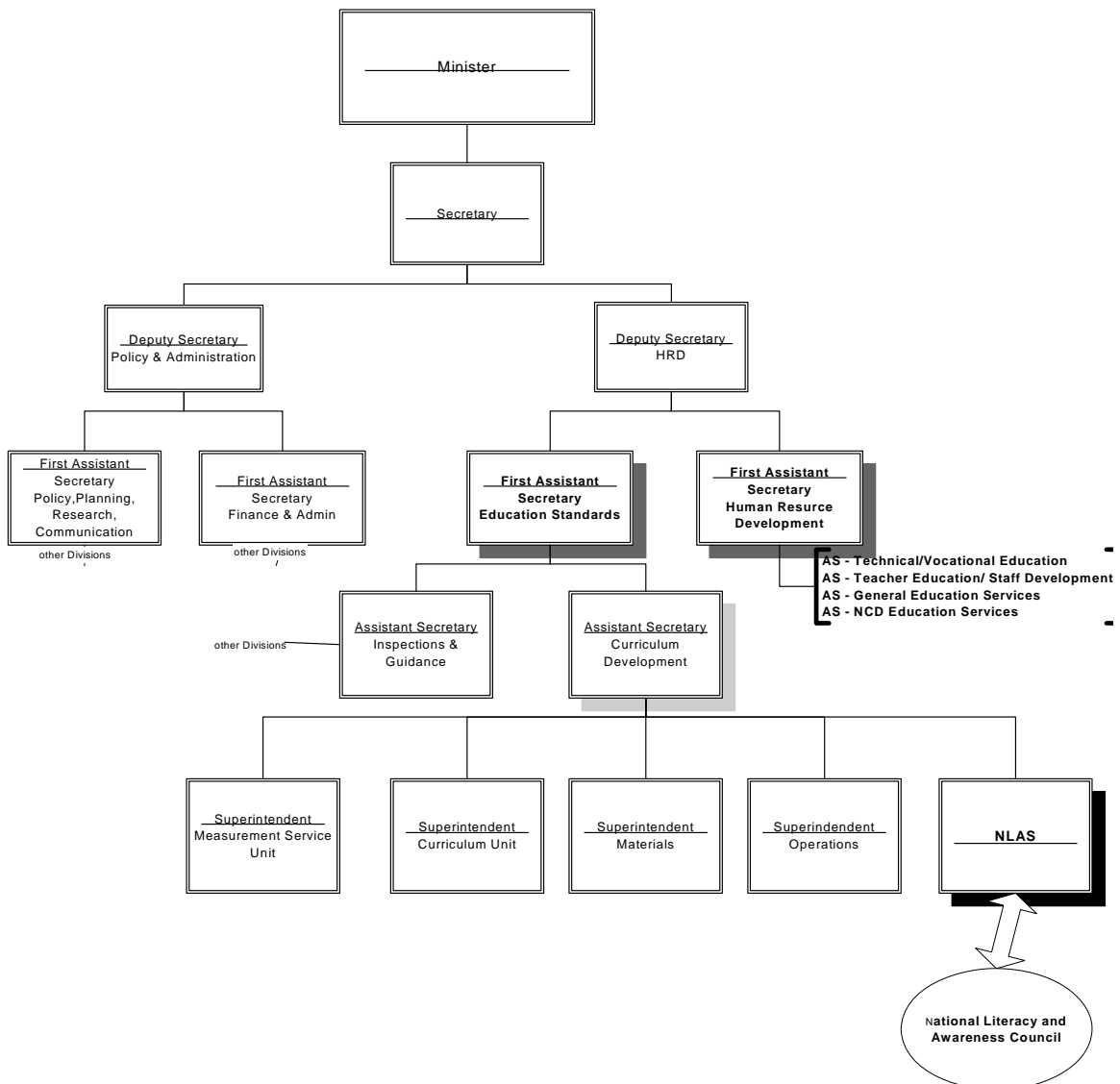
However, currently the NLAS does not have the required status nor does it receive sufficient support in terms of finance and manpower in order to fulfill the enormous tasks as executing agency of the NLAC.

Administratively the status of the NLAS has not been up-graded since the establishment of the Secretariat in 1990. The NLAS has remained a section within DOE's Curriculum Division and receives its budget from the Department of Education.

The NEC has endorsed in its decision No. 53/2000 that "... the operational budget of the NLAS be increased by at least K200,000 per year." This directive has not been implemented although NLAS has requested for an increased budget based on the NEC decision.

The following chart provides an overview about relevant organizational structure of DOE that relates to the NLAS:

National Literacy and Awareness Secretariat within the Department of Education



4.2 NLAS's Current Vision Statement, Mission, Goal, Scope and Objectives

NLAS' Vision Statement, Mission, Goal, Scope and Objectives documented in the "NLAS-Profile Document" differ from those of the NLAC and seem to be even more ambitious. The profile document has been prepared by NLAS, however, vision statements, mission, scope and objectives as stated have neither been endorsed or approved by the DOE or by the NLAC.

1.0 Vision Statement

The Vision for Literacy in Papua New Guinea (PNG) is that Education should not be perceived as a passport to a paid job. Literacy education must focus on the entire population to be liberated from ignorance so that they acquire cognitive and practical skills with positive attitudes to others for the purpose of becoming self-reliant and living useful lives in their society.

2.0 Mission

- 2.1. To develop a Non Formal Education (NFE) System that will maintain, preserve and promote our cultural identity, heritage, traditional values and beliefs.
- 2.2. To make education accessible to the poor and physically, mentally and socially handicapped as well as to those who are educationally disadvantaged.
- 2.3. To facilitate and promote the integral human development.
- 2.4. To provide possibilities for NFE recipients to enter the Formal Education system of PNG.

3.0 Goal

National Literacy & Awareness Secretariat goals is the same as that stipulated in the National Constitution of Papua New Guinea: *that all persons endeavour to achieve universal literacy in Tokpisin, Hiri Motu or English and in Tokples or ita eda tano gado (1975)*

4.0 Scope

This policy pertains to literacy activities that are outside of the formal education system. It covers elementary school age children not catered for by the formal school system, out-of-school youth and adults.

5.0 Objectives of the NLAS

- To ensure an effective and efficient literacy Information Management System for Non Formal Education in Papua New Guinea;
- To build capacity of Non Formal Education personnel at all levels through partnership;
- To ensure an effective and efficient networking system for Non Formal Education with all stakeholders and partners in Papua New Guinea;
- To coordinate all NFE programs conducted by all Non Formal Education providers in Papua New Guinea;
- To ensure that all Non Formal Education programs are self-sustaining;
- To develop and implement Non Formal Education policies for Papua New Guinea in consultation with all stakeholders;
- To help people understand the changes that are occurring in contemporary society through the provision of Non Formal Education and Literacy Program;
- To design, develop and produce Non Formal Education curriculum Guide;
- To design and develop a training guide for Non Formal Education personnel;
- To ensure materials produced are disseminated to all Non Formal Education partners Nationally and Internationally;
- To promote literacy and awareness programs through National Literacy Week;
- To design, develop and produce literacy & Awareness Materials for Non Formal Education Program;
- To monitor and evaluate all Non Formal Education programs in PNG.

According to the Profile Document NLAS assumes responsibility for non-formal education in general which exceeds the mandate to be responsible for literacy only.

NLAS' objectives imply that the Secretariat has the capacity to *implement* literacy and awareness measures at national, provincial, district and ward level throughout the country, which does not correspond with NLAS' limited financial resources and manpower capacity. Consultations during the field visits in the pilot provinces and feedback received during the provincial workshops revealed that NLAS has failed to establish systematic support and coordination mechanisms at provincial and district level to promote communities, CBOS, NGOS and churches to establish and maintain literacy programs. Communication between NLAS and the Provincial Education Divisions is inefficient, support provided is on ad hoc basis and depends on personal contacts rather than on an institutionalized systems. It is recommended that

- (i) NLAS shall focus on promotion of *literacy and awareness* rather than targeting non-formal education in general
- (ii) NLAS's role shall focus on *facilitation* rather than implementation of literacy and awareness and support the establishment policy frameworks and coordination mechanisms at provincial and district level promoting all kinds of literacy and awareness activities.

During the institutional-capacity-review-workshop the current Vision Statement, Mission, Goal, Scope and Objectives have been reviewed and revised jointly with NLAS staff and DFCD officers to be consistent with NLAC's objectives and to complement DFCD's new role as focal point for non-formal education.

4.3 NLAS revised Vision Statement and Objectives

NLAS' role should focus on facilitation and provision of technical support to promote ongoing literacy activities and awareness campaigns, to contribute in the preparation of literacy related policy documents and to assist in the establishment of new literacy programs. The NLAS should utilize and strengthen existing government-networks of the DFCD, DOE and other relevant governmental stakeholders at national, provincial, district and ward level and networks of NGOs, churches, CBOs.

The following provides recommendations for NLAS revised vision statement and objectives as agreed in the workshop:

4.3.1 NLAS' revised Vision Statement

The Vision of the NLAS is to establish and maintain an effective, coordinated literacy and awareness system, served by NGOs, Churches, CBOs and government training providers, providing life-long opportunities for all Papua New Guineans to receive functional literacy training that meet the needs of the communities to increase the average literacy rate to 90% by the year 2020.

4.3.2 NLAS' revised Objectives

POLICY

Facilitate in cooperation with the DFCD the establishment of a policy framework that opens life-long opportunities and pathways to achieve functional literacy and provides for an alternative accreditation system for learners and teachers involving the formal and non-formal education system

COORDINATION

Facilitate in cooperation with the DFCD the process to strengthen the coordination of governmental, non-governmental, communities, churches and other relevant stakeholders and training providers at national and provincial level with the aim of improving and establishing effective and efficient delivery systems for functional literacy programs according to community demand.

PROMOTION OF TRAINING PROVIDERS

Facilitate relevant assistance and collaborative support in areas such as curriculum development, material production and trainer/teacher training between Formal and Non-Formal sectors to promote training providers and functional literacy programs

MONITORING/ INFORMATION MANAGEMENT

Design and maintain a monitoring and information system to provide feedback and guidance relating to literacy to policy makers, implementers and other relevant stakeholders

AWARENESS

Facilitate and conduct awareness measures to promote the importance of functional literacy and its relevance to community empowerment and development

FUNDING

Initiate sustainable funding for non-governmental and community driven learning sites providing functional literacy

RESEARCH

Review the existing language and literacy situation in Papua New Guinea and review existing literacy and other vernacular programs

4.4 NLAS' Target Groups

NLAS' target groups for literacy training are:

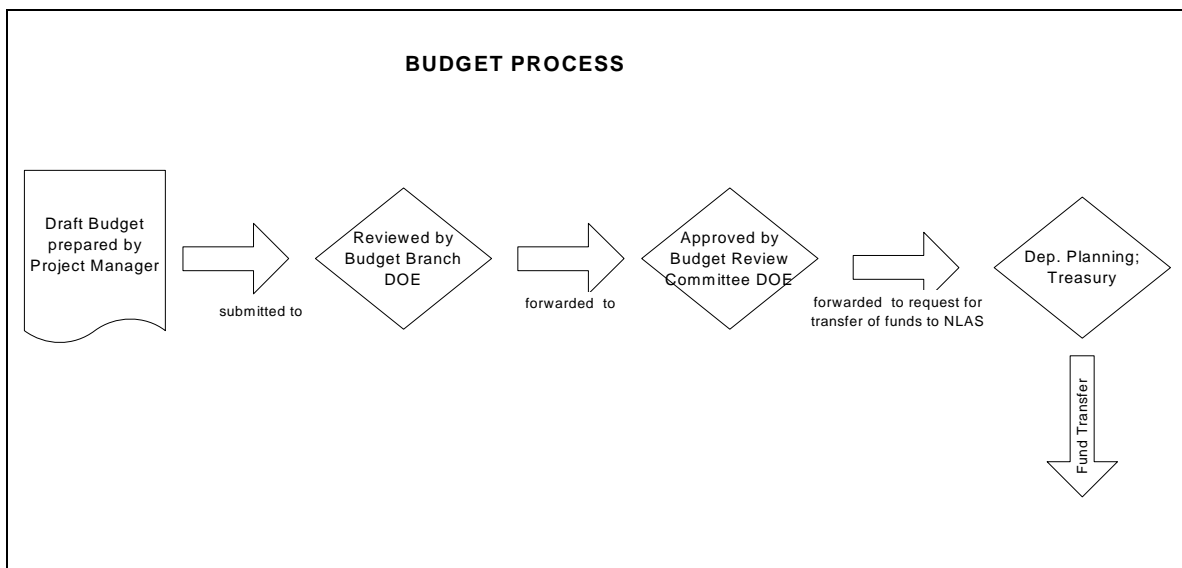
- Illiterate adults
- Out of school youth
- School aged children not enrolled in schools

The target groups for awareness to mobilize communities to start new literacy activities and to maintain ongoing literacy classes are:

- Politicians, bureaucrats, decision makers at national, provincial, district and ward level
- Community leaders

4.5 NLAS' Budget

In order to achieve the revised objective and to provide demand oriented services to NGOs, CBOs, churches and governmental literacy support providers appropriate budget is required. The following chart provides an overview about the budget process. It has to be noted that budget proposals submitted by the NLAS had been reduced substantially by the DOE Budget Review Committee, which confirms that NLAS does not have a high priority within DOE.

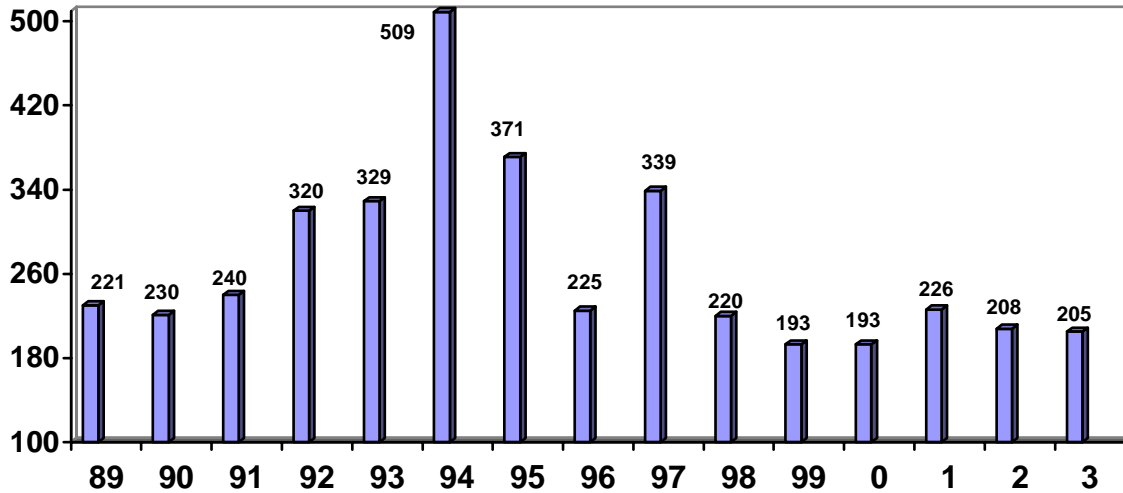


The following chart provides an overview about the funds received by NLAS during its 15 years of operation. During the last 8 years about 80% to 85% of the budget was utilized for salaries and leave fares for NLAS staff, which leaves limited funds to cover operational expenditures. In 2003, NLAS is left with about 40,000 Kina for operational expenditures.

In April 2000 NEC's had endorsed with its decision No. 53/2000 "the operational budget of the NLAS be increased by at least K200,000 per year." This directive has not been implemented although NLAS has requested for an increased budget.

Consultations reveal that budget requests from NLAS are being reduced within the DOE budget process. The NLAS as Section within the Curriculum Division does not play a prominent role within the DOE-system nor is literacy considered a priority within the Department. DOE's focus is on the implementation of the formal education reform program. Literacy is has no budget priority.

Budget Allocations from 1989 to 2003
in '000 Kina



NLAS's budget situation contradicts the recommendations of the NEC and the National Literacy Policy that has been endorsed by the Government in April 2000. Both documents state that NLAS be provided sufficient budget to promote literacy and awareness and to carry out tasks as determined in the policy documents. According to feedback received from DOE it seems rather unrealistic to assume that NLAS will be upgraded within the DOE structure and receive more operational funds in the near future. Due to serious national budget constraints it is expected that the overall budget of DOE will decrease in the next financial year. Major focus of DOE is basic education. Adult literacy will not become a budget priority of DOE according to DOE Top Management. Without sufficient budget NLAS's operations to promote literacy training providers and to support communities at provincial and district level are extremely limited.

4.6 Services and Products

Although the NLAS is handicapped by its limited resources it has developed in corporation with selected NGOs and churches various literacy materials for adults and children to be used by volunteer teachers at community learning sites.

“Shell Books” in A3 size (Big Books) and A5 size (Small Books) to be used as teaching and learning aid are available on various topics and languages, which are distributed to literacy providers and communities on request.

NLAS conducts the annual National Literacy Week, which is a major awareness event for literacy. Depending on their limited budget NLAS conducts further, smaller awareness activities at provincial level. NLAS produces regular newsletters on literacy

matters and LAMP Centers. Limited awareness materials such as posters, brochures, cassette tapes, video tapes are being distributed by NLAS.

Jointly with NGOs the NLAS has also conducted workshops for teacher and trainers, and literacy materials production workshop for community teachers. Due to lack of funds these activities came to halt. Training manuals and teacher guides have been developed and being distributed on request.

At present NLAS's databank provides a limited list of NGOs involved in literacy activities. The development of a comprehensive Management Information System is hampered due to poor communication linkages between NLAS and provinces and districts. A coherent strategy to collect data and information establishing a national database is not in place. During the PPTA the NLAS database officer was seconded to DFCD to assist in the establishing of a literacy MIS.

Consultations during the field visits and the provincial workshops revealed that the demand for NLAS's services and products has gone down. The majority of LLG presidents and ward councilors and even a substantial number CBOs, NGOs and church groups involved in literacy promotion are not aware of NLAS' role and its products and services.

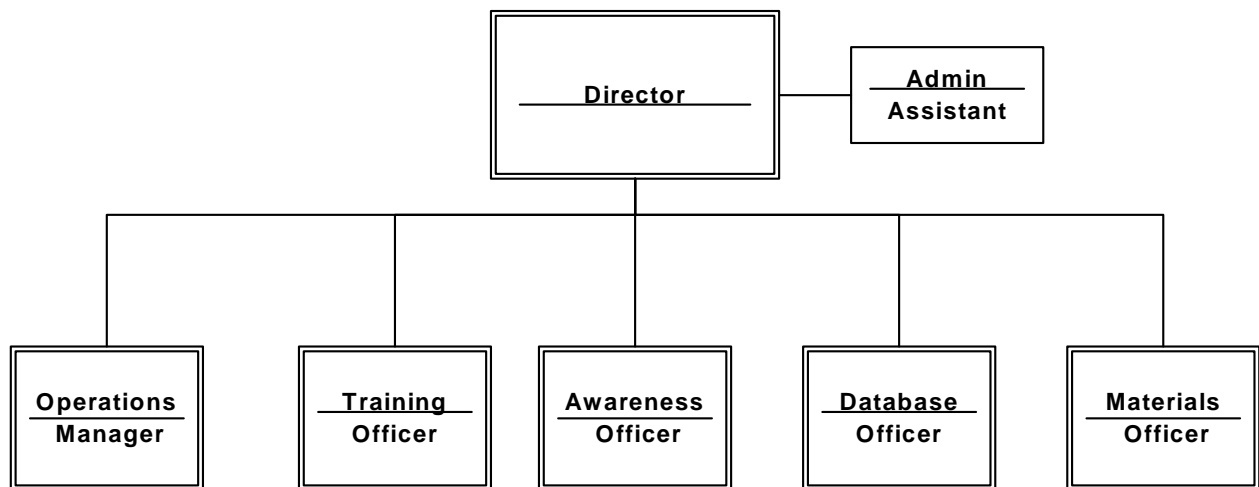
All stakeholders highlight the importance of awareness prior to start literacy programs in the communities. However feedback during the field visits and provincial workshops revealed that awareness on literacy related matters and on the importance of literacy in the development process is extremely poor particularly among government stakeholders at district and ward level. In order to increase literacy rates nationwide and establish sustainable coordination mechanisms promoting literacy and awareness it will be essential to mobilize LLG Presidents, district administrators, ward councilors and improve the coordination between government stakeholders and NGOs, CBOs and churches at provincial, district and ward level.

Currently visible systems to promote literacy and awareness involving public administrations and non-governmental stakeholders at provincial, district and LLG level are not established. Interactions and communication between NLAS and governmental and non-governmental stakeholders are not institutionalized and depend on personal relationships.

4.7 NLAS Staff Structure

Currently the NLAS operates with 7 staff, including the Director, a Operations Manager, a Training Officer, a Material Officer, a Data Base Officer, an Awareness Officer and an Administrative Assistant.

NLAS Organizational Chart



The existing duty statements have been reviewed and revised to be consistent with NLAS facilitating role and its new objectives. The following descriptions provide an overview of the current duty statements and the recommended adjustments for all NLAS staff¹:

4.7.1 NLAS Director

(Level 14)

- Be a mentor to every NLAS Officer.
- Oversee the effective and efficient operation of the National Literacy and Awareness Secretariat. This includes overseeing the work of the:

¹ **new** terms of references/activities/notes are mark bold, outdated activities/notes are ~~crossed-out~~

- ~~Projects~~ Operations Manager
 - Training Officer
 - Materials Officer
 - Any other staff that may be temporarily or permanently assigned to the NLAS in the future.
 - Awareness Officer
 - ~~Research/Database~~ Officer
 - Admin/~~Database Clerk~~ **Assistant**
- **Facilitate the establishment of a policy-framework promoting literacy in PNG collaborating closely with DFCD and other relevant governmental and non-governmental stakeholders; review existing policies and systems relevant to literacy; arrange for the collection and analysis of relevant data and information on all aspects of policy relating to literacy.**
 - **Facilitate in close cooperation with DFCD the establishment of a coordination mechanism at national and provincial level to promote literacy in Papua New Guinea.**
 - **Monitor the development of curriculum systems, materials production and dissemination, and the operation of the LIFE – MIS; ensure that all such activities are fully integrated into overall Project objectives and that all necessary policy frameworks are in place to ensure the effective dissemination of information and materials to satisfy the needs of literacy providers.**
 - **Provide guidance to design and facilitate awareness campaigns targeted at political decision makers, bureaucrats, relevant stakeholders and illiterate communities.**
 - **Facilitate and conduct research and reviews of existing language and literacy situation in PNG.**
 - **Initiate funding for literacy programs and liaise with Donors**
 - **Follow-up budget procedures to ensure sufficient funds for NLAS's operations.**

~~3. The Literacy Projects Manager will serve as Deputy Director of NLAS.~~

- ~~Serve as Executive Officer to the National Literacy and Awareness Council (NLAC). This includes ensuring that arrangements are made for twice yearly NLAC meetings and that meeting minutes are prepared and distributed in a timely manner. This also includes the on-going development of a distribution list for NLAC minutes.~~
- ~~Make periodic public relations and inspection visits to the provinces. The goal is that one of the NLAS officers visit each province once per year. When invited, facilitate NLAS visits to as many literacy functions as possible. This may be to open or close a workshop, a graduation or other public ceremony. The Director or his/her representative is the primary public relations spokesperson for literacy in PNG.~~

- Work with NLAS staff to ensure that needed communications are carried out with International contacts, funding agencies, provincial and district literacy officers and individual literacy projects and other officers as needed.
- Work with the NLAS Training Officer to facilitate liaison with Government Departments, churches, missions, NGOs, provincial and district literacy officers to plan and carry out cooperative literacy training workshops.
- Ensure that the Materials Officer and other NLAS officers work closely with LAMP Centres, churches, missions, NGOs, Government Departments, provinces and districts in the production of local language literacy and awareness materials.
- Cooperate with other Education Division entities and other Departments to promote local language literacy.

Qualification Requirements for the NLAS-Director:

Mature individual who has already developed positive relationships with leaders in government and non-government agencies. He/she must:

- be a self starter, taking initiative without waiting to be told what to do;
- have recognized administrative ability;
- be willing and able to go to difficult access areas;
- be computer literate;
- be an effective communicator; and
- be able to liaise with various government and non-government organisations.

The person must be committed to community based vernacular literacy programs and the training of trainers to carry out such programs.

Ten years of field experience in literacy **and management** is essential.

Have ~~or work toward~~ a Masters or Ph.D. in Linguistics and Language Education.

4.7.2 Training Officer

(Level 11)

Under the direction of the NLAS Director, the Training Officer shall carry out the following duties:

- **Organize and conduct workshops to exchange information and experience with major stakeholders on current strategies on teacher and trainer training related to literacy.**
- **Facilitate the development of training systems on literacy for (a) multiplier and core trainer training, (b) literacy-teacher training, and (c) in-service training for**
 - **adult literacy programs,**

- literacy programs for out of school youths, and
- literacy programs for children out of elementary schools (TPS)

incl. selection criteria for multipliers and core trainers; and content, duration, language, and methodology of training packages, curriculum development.

- Facilitate training programs throughout PNG for (a) multiplier/ core trainers, literacy- teachers, and in-service training
- Ensure that gender-specific requirements are incorporated in all aspects of adult literacy and trainer training system.
- Facilitate curriculum design and review workshops
- Develop an evaluation mechanism to assess all training programs.

~~1. Ensure appropriate execution of literacy training programs~~

~~2. Give advice to and liaise with other literacy entities to:~~

- ~~▪ plan and coordinate literacy training workshops as needed; and~~
- ~~▪ Ensure that literacy and awareness training workshops have the needed trainers and materials.~~

~~3. When needed, assist those wanting to conduct literacy and awareness training workshops to locate trainers. May serve as a trainer when no other adequately qualified trainers are available.~~

~~○ Become familiar with the needs for training manuals and other training materials and take the lead in developing the needed materials.~~

~~○ Be familiar with the content and use of NDOE and other literacy materials used in PNG in order to be able to recommend materials for use in different programs.~~

~~○ Work with the Research **Assist the Database**-Officer to ensure that the Database is correct and up to date on literacy training matters. This includes keeping a list of literacy trainers, their location, availability and areas of expertise.~~

~~○ Prepare written reports for the NLAC meetings on training materials developed, workshops conducted and literacy trained personnel. **Contribute to all report requirements.**~~

~~7. Assist as needed with organising the twice yearly NLAC meetings then follow-up Secretary of Education approved NLAC recommendations that relate to training.~~

~~8. Assist the Awareness Officer to prepare and distribute the annual report of the NLAS activities.~~

~~○ Carry out provincial visits as directed by the Director.~~

~~○ Cooperate with other Education Division entities and other Departments to promote local language literacy.~~

- ~~Work with~~ **Assist** the ~~Projects~~ **Operations** Manager to secure funds for literacy training
- Perform other duties as directed by the Director ~~and that are consistent with this job description.~~
- Work with other NLAS staff to ensure maximum efficiency and effectiveness of the NLAS operations.

Qualification Requirements for the Training Officer:

- University degree in language education or linguistics desirable.
- Excellent and effective communication skills. Facility in Tokpisin, Hiri Motu and English are highly desirable.
- Computer skills needed for word processing and using PageMaker.
- Eight years of field experience in literacy.
- Experience and expertise in training literacy workers and trainers.
- Proven ability to work effectively with NGOs, churches, missions and various government organisations.
- Committed and dedicated to literacy and willing to work in remote and difficult access areas.
- Must be committed to Community Based Tokples Literacy programs and training trainers to carry out those programs.

4.7.3 ——— ~~Research and Database Officer~~

(Level 12)

Under the direction of the NLAS Director, the ~~Research and Database Officer~~ shall carry out the following duties:

- **Establish a system to collect and up-date data and information for all user levels related to literacy**
- **Design and maintain an Management Information System providing feedback, information and guidance according to the needs of policy makers, governmental and non-governmental supporters and providers promoting literacy in PNG**
- **Design and maintain a Web-page for NLAS**
- **Provide training to users of the MIS**
- 1. ~~Ensure that literacy efforts are evaluated for both learning and cost effectiveness.~~
This includes evaluation of:
 - ~~awareness programs and awareness content in literacy materials;~~
 - ~~training programs;~~

- ~~• materials development and production; and~~
 - ~~• teaching methods for children, youth and adult literacy classes.~~
- ~~2. Develop a working relationship with literacy and awareness related research institutions within the country and internationally.~~
 - ~~3. Work in cooperation with NGOs, churches and missions and government agencies and, when needed, external research personnel or agencies, to design and carry out needed research in such areas as needs of programs and effectiveness of programs.~~
 - ~~4. Set up and develop an EMIS (Education Management Information System) for NLAS.~~
 - o Ensure the further development, maintenance and expansion of the literacy database. Where possible, this should be done in cooperation and conjunction with other government departments and agencies as well as NGOs, churches and missions involved in literacy.
 - o Ensure that literacy database information that is relevant to provinces, districts and local literacy projects ~~is distributed to them at least annually.~~ **and information is distributed as requested.**
 - ~~7. Conduct training in simple research skills for those involved in literacy who express a need and desire for such training.~~
 - o Work with other NLAS officers to carry out provincial visits. The officer must be willing and able to carry out work and visits in difficult access areas.
 - o Cooperate with other Education Division entities and other Departments to promote local language literacy.
 - o Work together with other NLAS staff to ensure maximum efficiency and effectiveness of the NLAS operations.
 - ~~11. Work with the Director on all matters and carry out other such duties as should be assigned by him/her and is consistent with this job description.~~ **Perform other duties as directed by the Director.**

Qualification Requirements for the Data Base Officer:

- University degree in IT related field is desirable.
- Advanced computer skills ~~highly desirable.~~ Needs to be proficient in the use of Excel, Pagemaker and database programs such as FileMaker Pro.
- ~~• Field Research skills, training and experience necessary~~
 - o **sound knowledge of data mapping, the design of data collection processes, and data management/computer training**
- Eight years of experience in related fields needed.

4.7.4 Materials Officer

(Level 11)

Under the direction of the NLAS Director, the Materials Officer shall carry out the following duties:

1. ~~Work with the Research Officer,~~ **Liaise with** churches, missions, NGOs, district and provincial governments, government departments, international organisations and other **stakeholders** ~~statutory authorities~~ **to facilitate:**
 - Identify types of literacy materials that are needed **and available**;
 - ~~Research the needs for awareness materials according to people in rural villages and urban settlements;~~
 - Plan and co-ordinate Literacy ~~and Awareness~~ Materials Development Workshops;
 - Work with the Database officer to ~~develop a list of trainers for~~ **conducting to provide relevant information and data related to literacy** materials development workshops.
 - Serve as a trainer for materials development workshops when no other qualified trainer is available;
 - **Assist to** Format, prepare for printing, print and distribute literacy and awareness materials that are developed by individuals or in workshops;
 - Develop and maintain an on-going system for distributing literacy and awareness materials to literacy programs, **providers and stakeholders** that have requested them; and
 - Support national, provincial, community and school libraries and other agencies involved in producing, distributing and making available literacy and awareness materials.
2. Work closely with the Provincial LAMP Centres, provincial and district officers, churches, missions, NGOs, Government Departments and international agencies to facilitate production of local language literacy ~~and awareness~~ materials.
3. ~~Work with~~ **Assist** the Training Officer to develop and distribute needed training manuals
 - **Assist the Data Base Officer to keep the MIS up-dated**
4. ~~Provide written reports to the National Literacy and Awareness Council concerning matters relating to literacy and awareness materials;~~ **Contribute to all reports as required.**
5. Assist with organisation and follow-up of National Literacy and Awareness Council directives relating to materials production.
6. Be familiar with the content and use of National Department of Education and other literacy materials used in PNG in order to be able to recommend materials for use in different programs.
7. Carry out provincial visits as directed by the Director.

8. Work with other NLAS staff to produce and distribute the LAMP Centre Bulletin as often and for as long as it is needed.
9. Cooperate with other Education Division entities and other Departments to promote local language literacy.
10. Perform other duties as directed by the Director and as is consistent with this job description.
11. Work with the Director and other NLAS staff to ensure maximum efficiency and effectiveness of the NLAS operations.

Qualification requirements for the Materials Officer:

- University degree in Language and Education or Journalism desirable.
- Eight years of field experience in literacy; this needs to include experience in conducting Materials Production Workshops in Literacy.
- Ability to effectively work with NGOs, churches, missions and government organisations.
- Willing and able to carry out visits to difficult access areas.
- Fairly advanced computer skills in using word processing programs and Pagemaker.
- Must be committed to community based Tokples Literacy Programs and the training of teachers to carry out those programs.

4.7.5 Awareness Officer

(Level 12)

Under the direction of the NLAS Director, the Awareness Officer shall carry out the following duties:

- **Ensure Awareness Strategies are in place targeted at political decision makers at national and provincial level and illiterate communities**
 - **Establish “Awareness Creation Committees” at national and provincial level, liaise with all major stakeholders to facilitate awareness campaigns and workshops**
 - **Prepare evaluation strategies to review and assess the effectiveness of awareness campaigns**
 - **Prepare relevant awareness materials**
1. Work with the other NLAS staff to prepare literacy and awareness releases to Department of Education and other Government publications, commercial

newspapers, radio and TV. Ensure that proper clearance for articles has been gained before releasing them.

2. Ensure that the activities relating to awareness campaigns are incorporated into literacy activities at national and provincial levels.
3. Take the lead in organising and promoting National Literacy Week (NLW).
4. ~~On an on-going basis, liaise with all literacy implementers, district, provincial and national level literacy officers. As opportunity arises or can be developed, keep in communication with international literacy activities.~~
5. ~~Work with the other NLAS staff to~~ prepare an annual report for presentation to Parliament through the Minister for Education. This report of NLAS activities shall be distributed to NGOs, missions, churches and Government officers or agencies involved in literacy and awareness activities.
6. Work with other NLAS staff to ensure the production and distribution of at least two but not more than three issues of *Ritim na Save* newsletter in Tokpisin. English and Hiri Motu editions may also be produced and distributed. This includes the on-going development of the distribution list.
7. Work with the other NLAS staff to prepare a quarterly NLAS newsletter to leaders to update them on what NLAS is doing. This newsletter should also go to funding agencies. This newsletter will normally be in English. This includes on-going updating of the distribution list.
8. Work with other officers to carry out provincial visits. Must be willing and able to visit and work in difficult access areas.
9. Cooperate with other Education Division entities and other Departments to promote local language literacy.
10. Perform other duties as directed by the Director and that are consistent with this job description.
11. Work with other NLAS staff to ensure maximum efficiency and effectiveness of the NLAS operations.

Qualification Requirements for the Awareness Officer:

- A university degree in journalism is desired.
- 8 years work experience in literacy related fields.
 - **experience in social mobilization/community awareness**
- Excellent and effective written communication skills essential. Facility in Tokpisin, Hiri Motu and English are highly desirable.
- Ability and interest in developing writing skills in others is highly desirable.
- Editing skills for letters and literacy materials needed.
- Computer literate with good skills in word processing and Pagemaker.
- Ability to work effectively with NGOs, churches, missions and various government organisations.
- Must be committed to promoting Community Based Tokples Literacy programs.

4.7.6 Operations Manager

(Level 13)

Under the direction of the NLAS Director, the Operations Manger shall carry out the following duties:

1. Serve as Assistant Director and in the absence of the Director assume the duties of the Director of the NLAS
2. Plan and present the budget for the upcoming year:
 - **Follow-up the budget process to ensure funds are being transferred as requested/approved by respective authorities**
 - **Prepare jointly with NLAS officers budgets for their respective activities/areas and inform periodically about fund allocations and disbursements; adjust these budgets accordingly**
 - **Maintain the NLAS accounts according to the Financial Management Act**
 - Make adjustments to the budget in the quarterly reviews, and
 - Keep the Director informed of the financial condition of the NLAS
3. When there are literacy funds to be distributed, receive, evaluate, action and file all funding applications:
 - When projects have not been endorsed by the appropriate provincial authority, return them to the proper authorities for endorsement
 - Notify applicants of what action is been taken
4. When there are literacy funds to be distributed, plan, arrange and carry out meetings with a finance committee to determine grants to provinces and individual literacy projects:
 - Notify the projects and the appropriate provincial officer of the amount of the award and an approximate time when the money can be expected;
 - Include an acquittal form with the cheque when it is send out;
 - Keep accurate and up to date records of awards **and grants**
 - Keep accurate and up to date records of acquittals. When needed, take more direct action to facilitate acquittals.
- ~~5. Keep accurate and up to date records of all literacy grants.~~
6. Establish and oversee trust accounts as needed to handle special funds
7. Oversee the management of the training and printing budget. Where appropriate, request payment to agencies other than the DOE print-shop to ensure timely and cost effective printing and distribution of literacy materials. Ensure that the necessary clearance from the Government Printing Office has been obtained before requesting payment to a private firm.
8. Work with the Director to locate funds for literacy from sources other than the DOE recurrent budget:

- Ensure the proper and timely acquittal of those funds, and
 - Ensure that appropriate recognition is given to the donor for the funds.
9. ~~Work with the Director to make periodic provincial visits especially to those provinces where acquittals are not timely, accurate and complete~~
 10. Prepare and present financial reports **as required** ~~for the NLAC meetings~~
 11. Assist the Director as needed in making arrangements for NLASC meetings
 12. Work closely with the Director on all matters
 13. Work with other NLAS staff to ensure maximum efficiency and effectiveness of the NLAS operations
 14. Cooperate with other Education Divisions entities and other Departments to promote local language literacy.
- **In cooperation with the Director plan and facilitate HRD measures for NLAS staff**

Qualification Requirements for the Operation Manager:

- University degree in accounting or public administration ~~desirable~~
- Computer literate, especially word processing and a spreadsheet program like Excel
- 10 years of field experience in literacy is essential
- ~~Background~~ **sound experience** in accounting and/or **financial** planning
- Willing and able to conduct visits in difficult access areas

4.7.7 Administration Officer

(Level 9)

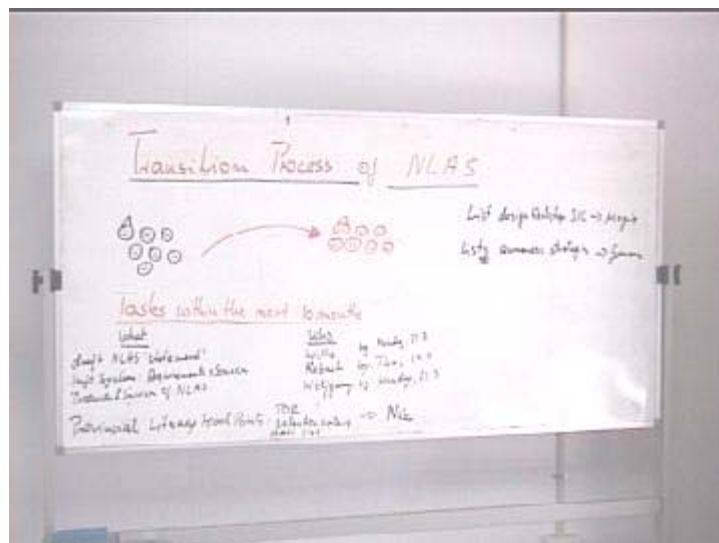
Under the direction of the NLAS Director the Admin Officer shall carry out the following duties:

1. Manage the smooth running and efficient operation of the NLAS office;
2. Continue to upgrade the NLAS filing system. File all incoming correspondence and materials and copies of outgoing communications for NLAS.
3. Receive and register incoming mail; keep a register of outgoing communications.
4. Continue to develop, catalogue, and ensure the availability and safety of research reports, general government documents, Department of Education documents, resource materials and local language materials as these become available.
5. Assist the ~~Training~~ **all NLAS Officers** in planning ~~training~~ **their respective** activities by making travel and accommodations bookings, pick up tickets and notify travellers of travel arrangements, PTA numbers and such.

6. Work with the ~~Projects~~ **Operations** Manager in processing ~~money~~ **financial** requests for workshops and meetings **and procurements**.
 7. Work with the ~~Research~~ and Database Officer to ensure that all data is quickly and correctly entered into the database. Ensure that reports of database materials are distributed to the provinces, districts and literacy projects concerned.
 8. Follow up communications with literacy and awareness program implementers.
 9. Take minutes for ~~Division~~ meetings and follow up actions of meetings.
 10. Cooperate with other Education Division entities and other Departments to promote local language literacy.
 11. Work with and carry out other duties as assigned by the NLAS Director.
- **Maintain the flow of information to all provincial focal points and major stakeholders at national and provincial level**

Qualification requirements for the Administration Officer:

- A diploma in public administration desirable.
- Experience and skills in office management and procedures and advanced computer skills in database management and general word processing.
- Must be able to work with a minimum of supervision from the Director. The officer must be self motivated and take initiative in his/her work, committed to carrying out all assigned duties with a high degree of excellence.
- Must possess the necessary interpersonal and communication skills to communicate with a wide variety of people and work with all officers and literacy workers who come into the office.
- Fluency in Tokpisin, Hiri Motu and English are highly desirable.



5. Recommendations for the Future Role of NLAS

The LIFE Team discussed the long-term future of NLAS considering the new role of the DFCD as focal point for non formal education that includes adult literacy and the consequences possibly caused by the future LIFE project.

According to feedback received from senior officers at DOE it seems rather unrealistic to assume that NLAS will be upgraded within the DOE structure in the near future, although an upgraded status of NLAS was endorsed by NEC in 2000. Any institutional restructure and up-grading of divisions has to be approved by the Department of Personal Management and endorsed by the NEC. Upgrading NLAS' status would involve additional expenditure. Due to the financial constraints PNG is currently facing the approval by DPM and NEC to upgrade NLAS' status is unlikely.

Further it seems to be unlikely that DOE will increase the meager operational budget for NLAS due to national budget constraints. It is even expected that the overall budget of DOE will decrease in the next financial year. As stated by the top management, the major focus of DOE is basic education. Adult literacy will not become a budget priority of the DOE which is consistent with the latest policy development and the transfer of responsibility for non-formal education from DOE to DFCD as agreed by NEC.

Considering the current limited financial and manpower resources provided to NLAS and the lack of institutional support by DOE it will be difficult for the Secretariat to build up the capacity required to become a quality service provider implementing tasks as agreed and expected.

There are two major options for NLAS' future that were discussed with senior officers from DFCD and DOE:

- The current status of NLAS is being maintained and NLAS receives assistance to strengthen its limited resources and capabilities to provide technical support to DFCD and other stakeholder involved in promoting and implementing literacy and awareness.
- NLAS functions are being absorbed by the future LIFE- Project Implementation Unit under DFCD.

(i) Current status of NLAS is being maintained

Current institutional status of NLAS as sub-section of the DOE's Curriculum Division is being maintained. Under the assumption that the LIFE project will be agreed NLAS would become a technical support provider to DFCD and the future LIFE Project Implementation Unit. Due to its limited financial and manpower resources NLAS will require assistance to provide demand driven, meaningful support services.

Assistance for NLAS would be required in terms of (a) additional staff and/or replacement of staff, (b) advisory support and training of staff and (c) additional operational funds.

(a) additional staff and/or replacement of staff

The current staff structure is not sufficient to build up the capacity required to become a quality support provider delivering technical assistance as defined in NLAC' terms of reference and required to assist implementing the LIFE project. Additional/new staff could be transferred from within DOE or assigned from the open market; redundant staff could be redeployed at other DOE divisions. DOE would need to convince DPM to agree to employ additional permanent manpower at a time when Government policy is to reduce the overall number of civil servants. In case the Government is unwilling to fund additional salaries, staff contracted from the open market need to be paid by the future LIFE project. At present, DOE seemed not to be willing to shoulder additional staff expenditure for NLAS.

(b) advisory support and training of staff

Major training support for NLAS' staff and technical assistance will be required in policy planning, developing strategies to establish coordination mechanisms, conduct awareness campaigns, establish and manage systems to implement community teacher training programs and distribute learning and reading materials, establish a literacy MIS. Training of staff could be carried out by short-term consultants on the job, and through training seminars in PNG and abroad (if required).

(c) additional operational funds.

It is obvious that NLAS would need additional operational funds to become a quality support provider able to respond to the demand and to carry out tasks as required. As DOE has already stated that it will not increase the budget for NLAS, additional operational funds would need to be allocated under the future LIFE project.

This option is supported by the current NLAS Director. However, it needs to be carefully considered whether the current NLAS structure shall be strengthened (or specific functions) in order to avoid duplications assuming that under DFCD similar functions will be established and strengthened during the implementation period of the LIFE project.

After DFCD's mandate has been extended to include promoting non-formal education, which is supported by the senior management of DOE, capacity building support related to non-formal education will focus on DFCD in future. Strengthening NLAS' current structure may lead to duplication of institutional structures and functions and could contradict the latest policy shift.

(ii) DFCD absorbs NLAS into its structure

Considering the current policy shift that extended the mandate of the DFCD to include non-formal education and given the current emphasis that DFCD places on community learning and functional literacy, the possibility of NLAS functions being absorbed into the structure of DFCD is certainly attractive. This option becomes even more logical if DFCD takes over the role of Project Executing Agency and will house the future Project Implementation Unit (PIU). In this scenario DFCD would become sole executing and implementing agency, establishing all technical know-how and experience required to

promote functional literacy nation-wide. In establishing the PIU staff would be recruited from DFCD and NLAS (and if required from the open market).

In principle this option should bring about better cross-fertilization of ideas and approaches as it would combine the benefits of both agencies: NLAS provides technical expertise and experience and linkages to DOE; DFCD has established nationwide networks of NGOs, churches and CBOs and has deployed community development officers at provincial and district level who can be mobilized for literacy and awareness. Rental costs and operational expenditure would also be minimized.

This option has a “formal” and a “soft” alternative:

- In case this arrangement is to be officially formalized, DPM would need to be convinced of the need for a restructure (merger); which requires a lengthy procedure.

In a “soft approach” a joint “NLAS-DFCD LIFE-PIU” could be established under DFCD which would consist of staff from NLAS and DFCD - if required additional staff on short term contract could be deployed from the open market to be financed by LIFE project.

The joint PIU team would consist of a full time project manager, who will have extensive relevant administrative and policy experience at senior level in PNG and five professional staff recruited from DFCD and NLAS, one project accountant and support staff. The project manager will coordinate the implementation of project activities and will be responsible for day-to-day administration of the project. The five project-officers will manage the following areas: (i) policy development and establishment of coordination mechanisms (ii) management of training activities, (iii) facilitation of material production and development of awareness strategies, (iv) establishment and maintenance of a literacy MIS. The project-officers will be supported by international consultants.

The advantages of this approach are: (1) DPM does not need to be involved. PIU arrangements could be formalized by an MOA agreed between DOE and DFCD ensuring that remaining NLAS staff not suitable for the LIFE-PIU will be absorbed by DOE; (2) flexible approach to select staff: current NLAS and DFCD staff could be reviewed to identify suitable candidates to meet the required TOR and profiles. Redundant NLAS staff would be redeployed at other DOE divisions.

DOE need to delegate/transfer reporting responsibilities for NLAS staff to DFCD, sufficient operational funds need to be allocated by DFCD.

Given a 6-year period of time under Project status, illiteracy rates in PNG should be reduced substantially through LIFE project activities. Before project completion it should be reviewed whether the joint PIU-Team would be still required as a unit under DFCD. Ongoing activities could be incorporated in the operations of the planned Community Development Division under DFCD.

International expertise (on long and short term basis) financed by the LIFE project should be deployed to assist and advise the joint LIFE-PIU as described under option (i). TOR for international expertise will have to be developed

including assistance in policy development, establishment of coordination mechanisms at provincial and district level, establishment and maintenance of a MIS, manage training programs and material production, develop awareness strategies.

5. Status on DFCD Restructuring Process

5.1 Background

During the past 20 years the responsibility for non-formal education had been transferred three times between the Department of Education and the Department For Community Development (DFCD) previously known as the Department of Social Welfare and Development (DFCD). In 2002, the National Executive Council with its decision No. NG 86/2002 of Special Meeting No. 27/2002 expanded the mandate of DFCD to include non-formal education, which includes literacy and community learning. This latest policy development clearly assigns responsibility for non-formal education to DFCD and responsibility for formal education to DOE, which is supported by the Secretary of DOE and his senior officers. The Department aims at establishing a new national policy framework for non-formal-education complementing the existing formal education system under the Department of Education providing a parallel development ladder for people not participating in the formal education system.

However, at present no coherent national policy frame has been agreed. Current objects and purposes of the National Education System as defined in the Education Act still assign the promotion of non-formal education as one of four national objectives to be achieved by the Department of Education: *“To help people understand the changes that are occurring in contemporary society through the provision of non-formal education and literacy programs”* The major policy document regarding literacy, the National Literacy Policy, that was endorsed by NEC in 2000 assigns the lead role to promote literacy to DOE, which is not consistent with the latest policy developments any longer.

The restructuring process of the Department for Community development commenced in January 2002. The new leadership of the Department refocused the development strategy from a ‘welfare approach to a community development/ community empowerment approach. The ‘welfare’ approach previously applied by the Department proved not to be sustainable to social development nor culturally appropriate to PNG culture. In the process of supporting communities and individuals the DFCD understands its new role as facilitating agent

- to develop policies and strategies promoting community development in cooperation with other relevant ministries and non-governmental stakeholders in order to complement existing policies and programs and to avoid duplications;
- to mobilize and promote NGOs, churches, CBOs involved in implementing community development programs, incl. adult learning
- to mobilize and strengthen respective provincial and LLG structures, involved in community development
- to establish and support networks/cooperation mechanisms, incl. governmental and non-governmental stakeholders promoting community development
- to initiate and support the development of Community Learning Programs to be implemented by NGOs, churches, CBOs.

The target groups of the DFCD are extended family units in communities particularly in the informal sector. The DFCD aims at strengthening these family units through literacy programs, non-formal skills training and education, primary health care and good

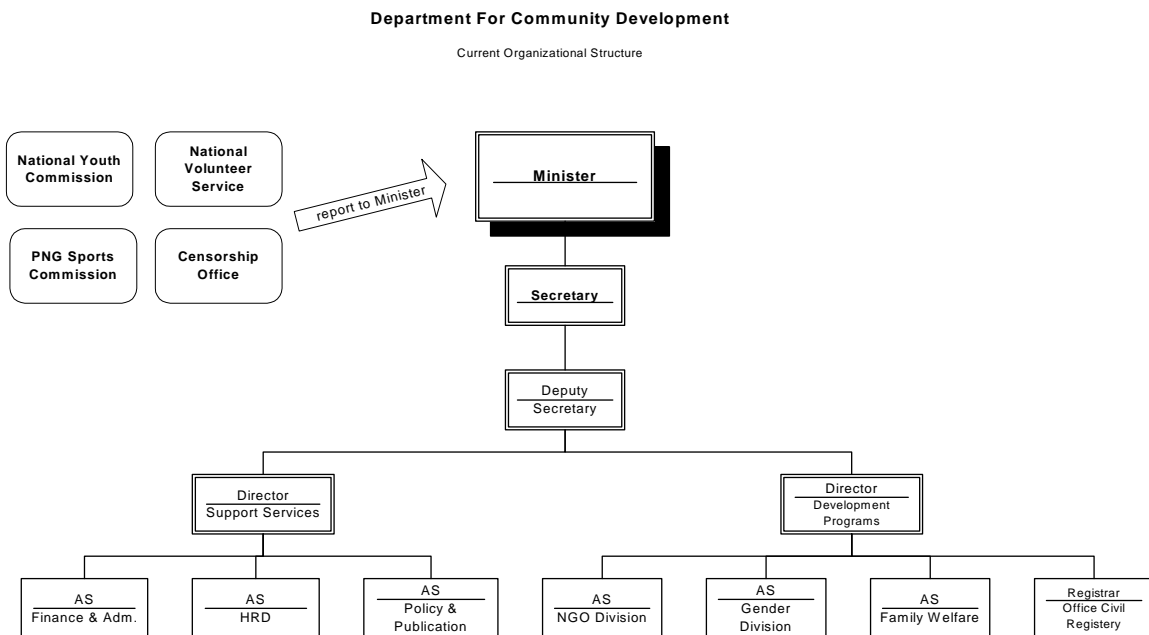
governance in order to improve income earning opportunities and livelihood in the communities.

In the process to strengthen communities and families the DFCD aims at mobilizing NGOs, CBOs and churches to promote community development programs and strengthening linkages between the National, Provincial and Local Level Governments and public administrations at district level. The Department will become the facilitator of development processes and promotes bottom-up planning approaches involving communities, ward councilors and LLG Governments as recommended by the *Organic Law on Provincial Governments and Local-Level Governments*. The key development areas for community development and community empowerment are focusing on

- community governance
- community learning
- community livelihood (improving economic opportunities)
- community environment

5.2 Current Structure of DFCD

The following chart provide an overview about the current organizational structure of the Department.



Further under the responsibility of DFCD are the following four semi-statutory bodies:

- Papua New Guinea Sports Commission (PNGSC)
- Office of Censorship (OOC)
- National Youth Commission (NYC)
- National Volunteer Service (NVS)

These agencies operate independently and report directly to the Minister for Community Development.

Papua New Guinea Sports Commission

The core function of the PNGSC is to provide technical assistance in policy matters, controlling national programs and evaluating and coordinating development of sports codes in Papua New Guinea through; i) private sector contribution towards funding sports development; ii) providing leadership in the development of PNG's performance in sports; iii) encouraging increased participation and sports for all by Papua New Guinea in Sports.

Office of Censorship

The OOC seeks to (i) ensure that all forms of public communication provided by the mass media both from outside and within the country, promotes the well-being of the people in their physical, mental, social, cultural and spiritual life, (ii) monitor mass media and public communication provided for entertainment and encourage the recognition of individual's self-property and simultaneously observing the public welfare and moral life of the people, (iii) assess the impact of communication material on the different sections of the community in relation to their needs and vulnerability, (iv) use the legal powers provided by the Act to restrict and control the dissemination of material judged to be contrary to the nation's well-being by reasons of encouraging unhealthy behavior or being offensive to a section of a community, (v) consider the impact of the mass media on the entire nation and prevent all material to be in some way undesirable and promote the production of other communication which will provide corrective measure and lessen the undesirable impact on people.

National Youth Commission

The NYC's core objectives are: i) to develop policies and programs and facilitate meaningful participation of young people in the development process; ii) instill discipline and pride and maintain a high level of esteem among youths; iii) enable the young people to become the focal point for promoting national pride and nationalism; iv) enable young people to maintain a high level of moral and ethical standards and therefore contribute towards the fight against moral decay and other forms of corruption in communities.

National Volunteer Service

The mission statement of NVS is to promote and support the ideals and principles of volunteerism among Papua New Guineans through individuals and community participation in sustainable and people centered development. In doing so, it seeks to; i) place skilled and experienced Papua New Guinean Volunteers to work with groups and communities who share similar vision for development; ii) promote and create awareness on the values and ideals of volunteerism through Community Development

Programs; iii) develop and enhance the skill of Papua New Guinean Volunteers to enable them to effectively participate in community development programs through volunteer work.

The total staff strength under the present organizational structure including the semi-statutory organizations stands as follows.

The total annual budget appropriation for the department in 2004 is K 7.62 million, which consists of DFCD (including OOC and NVS): K4.8 million, PNGSC: K1.596 million and NYC: K1.224 million.

5.3 Networks at Provincial and District Level

Under the network of DFCD community development divisions are established at each province that are headed by an advisor for community development. In addition community development officers are deployed under each district administration who closely liaise with the provincial advisor for community development but report to the district administrator. Provincial and district community development officers closely interact with women, youth, NGOs, CBOs, churches and communities. The tasks of these officers include:

- advice, supervision and counseling on all matters related to:
 - child welfare, such as adoption, abduction, affiliation, customary and legal issues
 - marital issues
 - deserted wives and children
 - support of court cases
 - support to prisoners
- training for women and youth groups on simple bookkeeping, project planning, and presentation skills and others
- advise on organizational and managerial issues to women and youth groups and associations and
- assistance for women and youth groups, and CBOs to liaise with government programs and projects
- facilitates awareness presentations and meetings related to health, child abuse, drugs, violence.

Through its provincial divisions and district officers the DFCD has established networks and good communication linkages with provincial divisions, district administrations, LLG presidents, non-governmental and church stakeholders and community leaders that can be mobilized to promote literacy and awareness. The provincial divisions maintain a fair record on women and youth groups and NGOs, CBOs and churches that are active in their respective province. The majority of provincial divisions for community development are recognized as focal points promoting NGOs, CBOs, churches, women and youth groups and provide limited support to communities.

However, under the *Organic Law on Provincial and Local-Level Governments* provincial divisions do not report to the National Department. The provincial advisors of the divisions for community development report to the Provincial Administrators. Similarly, the district community development officers report to the district administrators, who report to the Provincial Administrators. This reporting systems hampers the flow of information from the national department to provincial and district level. Implementation of national policies and strategies cannot be directed by the National Department as operations of the provincial divisions fall under the responsibility of provincial administrations and provincial advisors report to their provincial administrators. These arrangements provide a great challenge to the National Department as it has to provide convincing strategies, services and products to win the support of provincial and district staff rather than directing them to follow/or comply with their instructions.

A major factor inhibiting the effective operation of provincial and district officers is the paucity of infrastructure and facilities. This problem is most marked at district levels. Apart from office space, which is often inadequate or non-existent, there is a widespread concern about the absence of housing, transport and communication facilities. The responsibility for providing infrastructure and facilities rests with the provincial administration.

Many district administrators are highly critical about the level of funding actually received from the National or Provincial Government. While the planned funding levels are based on agreed formulae, there has been a consistent shortfall in allocations. It has been reported that flow of funds can be intermittent and unpredictable, caused by delayed disbursement at national or provincial level, or do not even reach their destinations.

Consultations in all four pilot provinces reveal that awareness among provincial and district community development officers about the value of literacy in the process of community development and community empowerment that is the objective of DFCD is poor. Currently adult literacy is no priority at provincial community development divisions and district administrations.

5.4 Restructuring Process of the DFCD

After the DFCD's new policy was endorsed in December 2002 the department commenced the restructuring process, which aims at institutionalizing the new concept of community development. One key element of the restructuring the Department is the establishment of a Community Development Division that should include four branches namely:

- Community Governance
- Community Learning
- Community Economic Development
- Community Environment

The new Community Development Division shall become the facilitator to promote community development policies and strategies, incl. adult learning at provincial, district and local levels and to increase and improve access to participation in community development programs.

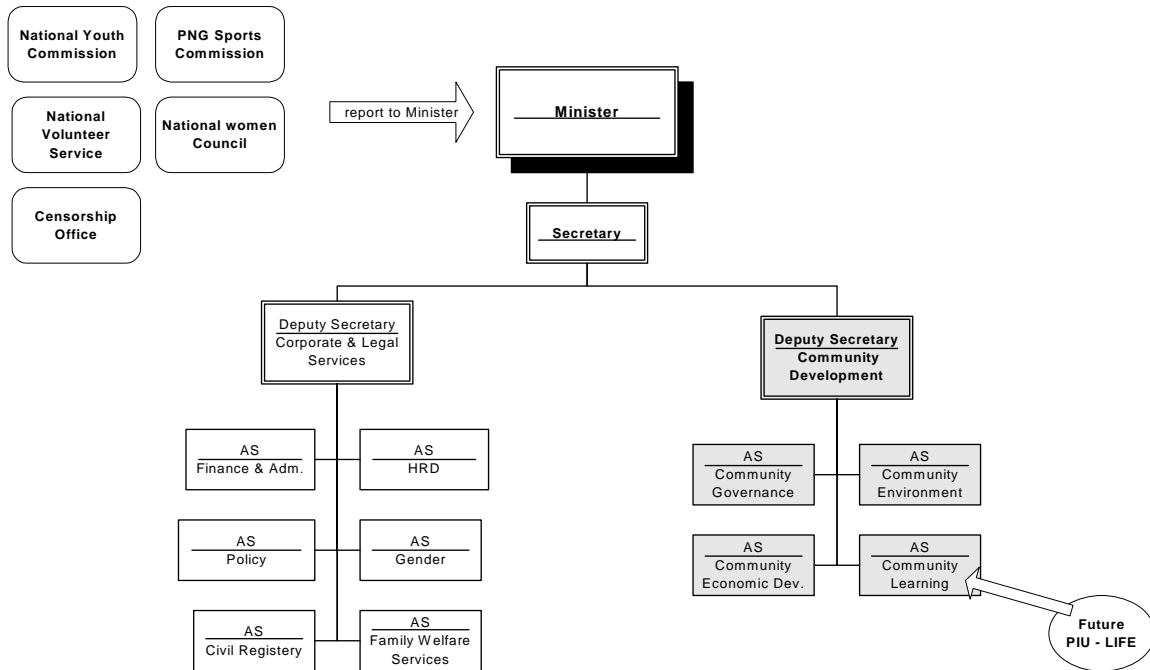
The following table provides an overview about contents of DFCD's Integrated Community Development Model, which will be reflected in the future Community Development Division:

INTEGRATED COMMUNITY DEVELOPMENT MODEL			
Good Governance	Community Learning	Community Economic Development	Community Environment
Transparency Leadership Management Operations	Literacy for All Basic literacy skills Functional Literacy Language Enrichment Numeracy	Productive Living Food Production; Community Business Development Programs; Micro Credit; Market System	Safer Community Environment Crime-free Environment Risk-free Environment Pollution-free Environment
Accountability & Responsibility Decision Making Information Dissemination Implementation Actions	Skills-Based Learning Vocational Skills Village-Based Skills Traditional Family Values & Knowledge		Conservation Programs Sustainable Resource Development; Beautification and/or Landscaping Programs
Social Justice & Equality Gender Balance Resource Distribution Community Empowerment Community Policing	Creative Living Community Cultural Programs; Community Learning and Cultural Programs; Community Tourism		National Unity and Identity Friendship and National Wantokism
Integrated Planning Community based Planning Community Data Base	Early Childhood Community Pre-School Effective Parenting		Healthful Living Primary Health Care; Maternal Child Health; Provision of Essential Drugs; Hygiene
	Spiritual Development Church Based Human Development Programs		

Under the proposed new structure the department will have two main branches: (i) Corporate and Legal Services Branch and (ii) the Community Development Branch. The following chart provides an overview on the proposed new organizational structure:

Department For Community Development

Proposed Organizational Structure



The total human resource requirements for DFCD, under the proposed organization restructure, excluding the semi-statutory bodies, is eighty-two (82) staff. This includes Policy and Legal Services Branch: 56 staff and Community Development Branch: 26 staff.

Although the initial timeline for the completion of the restructuring process was set for the end of August 2003, the process has been at a snail's pace attributing mainly to compliance with certain requirements of the Department of Personnel Management (DPM) and the Public Sector Reform Management Unit (PSRMU), such as preparing a revised Department Corporate Plan (DPC) and the Management Action Plans (MAPs). The Department Corporate Plan is the "blue print" for all its activities. The DCP sets out the corporate vision of the department for the next five years. It contains; i) the new policy vision and objectives of the department; ii) its guiding principles by which it will operate; iii) the key result areas of achievable targets; and iv) defines the roles and responsibilities of all its functional divisions including CDB. The MAPs on the other hand, defines specific functions of each division and presents a logical framework of activities that each division intends to undertake during the year. The DFCD has completed all the required documents since December 2003 and has submitted all the documents to DPM in January 2004 for approval.

5.5 Future LIFE - Project Implementation Unit

Regarding the facilitation of the future LIFE project it has been agreed that the project implementation unit (PIU) will be established within the future Community Development Division.

A full time project manager, will oversee and coordinate the implementation of project activities and will handle the day-to-day project administration and implementation matters, and provide or facilitate the provision of logistic support to the project. The specific duties will include:

- (i) be responsible for the implementation, control and administration of the project
- (ii) ensure the efficient and effective use and administration of loan funds and other resources through proper management, control, monitoring and reporting
- (iii) assist in enhancing project success through efficient and timely provision of logistic support
- (iv) ensure timely preparation of budget estimates, reports and other financial documents and assume all other responsibilities over the project as directed and as required
- (v) provide advise and guidance in the implementation process

It is recommended that one international consultant for a total of 36 person-months over a period of four years will assist the project manager. The PIU's task will include (i) liaison with the Bank and other government departments involved in the project; (ii) project budgeting and accounting, preparing loan withdrawal applications and submission of audited accounts to the Bank; (iii) recruiting and supervising consultants; (v) procuring equipment and other inputs (vi) preparing and timely submission of quarterly progress reports and other reports. DFCD will assure that the PIU will have its own communication facilities, including adequate telephone, facsimile and internet capabilities. In addition to the project manager and the international consultant five professional staff will be recruited from the DFCD and the National Literacy and Awareness Secretariat, one project accountant and support staff will form the PIU. The five project-officers will manage the following areas: (i) policy development and establishment of coordination mechanisms, (ii) management of training activities, (iii) facilitation of material production and dissemination, and development of awareness strategies (iv) establishment and maintenance of a literacy MIS. It is recommended that project-officers will be supported by international short-term consultants.

5.6 Recommendations for Capacity Building

At present the restructuring process is not completed and the new Community Development Division has not been established, hence capacity building and training requirements for the future staff deployed at the Community Development Division cannot be determined at this stage. However, it can be expected that the shift from a "welfare-approach" to a community development approach will require new skills, subsequently it can be assumed that training requirements strengthening the new staff in developing strategies to address matters related to community governance, community learning, community economic development, community environment will be required.

Further it can be assumed that assistance will be required to develop and implement strategies to mobilize and re-activate linkages with provincial community development divisions and LLG and public administrations at district level that will be essential for the success of implementing community development strategies.

It is further recommended to include staff of the national department in literacy awareness measures to provide education on the value and benefits of functional literacy in the process of community development and community empowerment.